



# ST STEPHEN IN BRANNEL PARISH NEIGHBOURHOOD DEVELOPMENT PLAN 2023 -2030

**SUBMISSION DRAFT JULY 2023**



NDP Steering Group for  
St Stephen in Brannel Parish Council

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The St Stephen in Brannel Parish Neighbourhood Development Plan has been prepared in accordance with the Neighbourhood Planning Regulations 2012, the Localism Act 2011, the Planning & Compulsory Purchase Act 2004, the European Directive 2001/42 on Strategic Environmental Assessment and the EU Directive 92/43 on Habitats Regulations Assessment.

#### IMPORTANT NOTE

This Neighbourhood Development Plan [NDP] does not make any planning provisions for minerals related development, whether it be resource safeguarding, extraction, processing, tipping or restoration, as it is precluded from doing so by national legislation. These matters are dealt with in the Cornwall Minerals Safeguarding Development Plan Document [CMSDPD], which the NDP must sit alongside and take into account in its policies.

#### Abbreviations Used in this Neighbourhood Development Plan

**NPPF** - National Planning Policy Framework.

**NPPG** - National Planning Policy Guidance

**CNA** – Community Network Area

**CLP** – Cornwall Local Plan.

**CC** - Cornwall Council.

**CEDPD** - Cornwall Climate Emergency Development Plan Document

**NDP** - Neighbourhood Development Plan.

**CMSDPD** – Cornwall Minerals Safeguarding Development Plan Document.

**PRoW** – Public Right of Way

**CroW** – Countryside and Rights of Way Act

TEXT BOXES IN THIS COLOUR ARE FOR INFORMATION

TEXT BOXES IN THIS COLOUR ARE PLANNING POLICIES

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## Foreword

I am pleased to welcome you to the Submission Draft of the St Stephen in Brannel Parish Neighbourhood Development Plan, or NDP as we call it throughout this document.

The St Stephen in Brannel NDP has been developed to establish a vision for the St Stephen in Brannel Parish area to help us plan for the future up to 2030. Unlike the Parish Plan of 2011, upon which it builds, our NDP is a statutory document that will be incorporated into the county-wide planning framework and must be used by Cornwall Council to determine planning applications.

Our NDP has been produced by a Steering Group of local residents and local Parish Councillors working together, using the community engagement work done from 2016 to 2022 to shape the strategy and policies put forward.

Residents told us that the most important improvements any future new development should bring to the community were housing that meets specific local needs for affordable housing and for local elderly, disabled or vulnerable people, and support for the local economy. In meeting those needs people felt that the landscape, countryside, and open/green spaces should be protected. They also thought it was important to avoid over-development. There was considerable strength of feeling that any new development should be sympathetic to existing local architectural character and that local heritage and historic sites should be protected and enhanced. People said that our distinctive local China Clay traditions, character and events should be upheld and celebrated. Improved access to health services, and better public transport were also called for. Tackling traffic and parking conflict and improving the amount and quality of recreation spaces were also concerns. A clear majority of the community were in favour of taking measures to help tackle the climate crisis, supporting both 'green' design and the development of more renewable energy.

The NDP aims to help deliver on these community aspirations, so far as it can as a planning policy document and taking into account county-wide and national priorities.

Following the informal community consultations carried out earlier in 2021 and 2022, and community consultation on the draft Neighbourhood Plan the Plan has been re-drafted, and then submitted to Cornwall Council.

Cornwall Council will then formally consult residents and other interested stakeholders on the Plan. Following this the representations made and the Plan were sent for independent examination. If the Examiner finds that the Neighbourhood Plan meets all of its requirements a referendum will take place which will allow residents to decide whether the Neighbourhood Plan should be used by the Council to determine planning applications in the St Stephen in Brannel area.

Please be sure to send Cornwall Council your thoughts on what the draft Plan proposes, so that we can ensure that it represents the views of all our community!

Councillor Kim Wonnacott

Chair of the NDP Steering Group

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# 1

## ST STEPHEN IN BRANNEL NEIGHBOURHOOD DEVELOPMENT PLAN

### SECTION ONE: INTRODUCTION

## Introduction

- 1.1 This document is the Consultation Draft Neighbourhood Development Plan (NDP) for the Parish of St Stephen in Brannel. It presents a Vision for the future of St Stephen in Brannel, and sets out clear Objectives and Planning Policies that will help the Parish's Vision to be delivered over the NDP period to 2030.
- 1.2 These Policies are in conformity with the National Planning Policy Framework (NPPF) 2021 and the adopted Cornwall Local Plan 2016 as required by the Localism Act.
- 1.3 The NDP has been developed through consultation with the people living in the St Stephen in Brannel Parish and provides a grass roots level of detail to be considered alongside the National Planning Policy Framework (NPPF) and the Cornwall Local Plan (Local Plan).
- 1.4 The Planning Policies listed in this NDP have been carefully collated to ensure that any further growth and development for the eight distinct villages within the St Stephen in Brannel Parish are guided by the views of these local communities, and when it is adopted will be used and acted upon by Cornwall Council Planning Officers, Landowners and Developers whilst following the planning process. The NDP itself will provide invaluable local knowledge as well as insight into the community's needs, aims and aspirations.
- 1.5 Running in tandem with the timescale of the Local Plan, the NDP will be reviewed and updated before 2030. However, the Parish Council may however deem it necessary to update the NDP at an earlier date if circumstances warrant any earlier review.
- 1.6 The St Stephen in Brannel NDP area was formally designated in March 2016 by Cornwall Council. It covers the entire area of the Parish as shown on Map 1.
- 1.7 St Stephen in Brannel Parish is situated in mid Cornwall and is part of the China Clay Community Network Area (CNA).

### ***Neighbourhood Planning in a Nutshell***

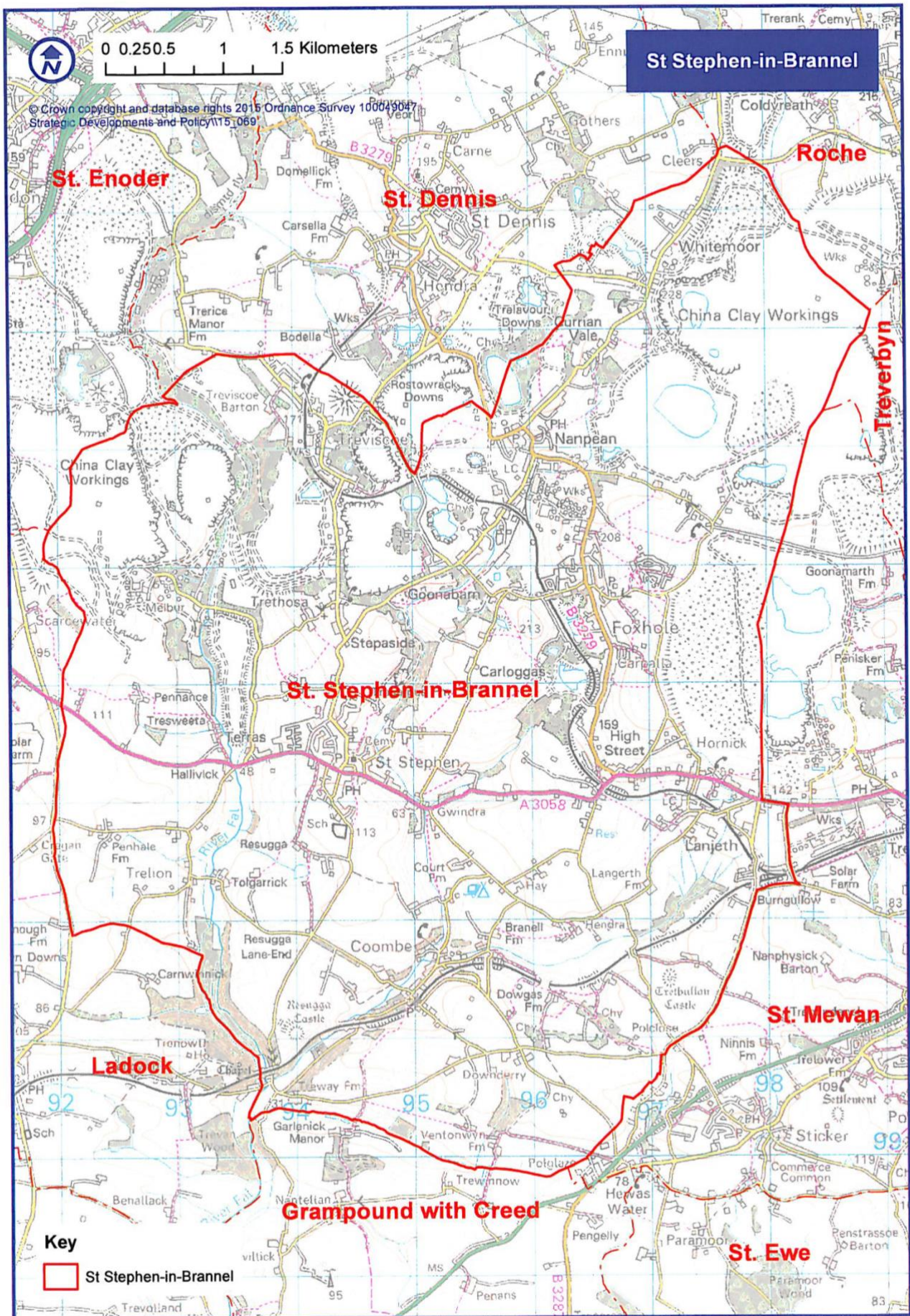
- The Neighbourhood Development Plan [NDP] process was introduced through the Localism Act 2011.
- NDPs can only be prepared by local communities, supported by their Parish Councils.
- NDPs add a locally-prepared lower tier to the suite of planning policy documents that guide planning decision making.
- NDPs therefore allow local people to influence the type, quality, location and amount of that development that takes place in their Parish.
- NDPs must be based on robust but proportionate research and engagement with the local community.
- NDPs must be in general conformity with the National Planning Policy Framework and the Cornwall Local Plan. They cannot require less development than set out in the Local Plan or undermine its strategic policies
- Every NDP must go through a local referendum. If the community approves the NDP, it becomes a 'material consideration' that Cornwall Council must by law take into account.
- St Stephen in Brannel Parish Council is the 'qualifying body' in law for producing the NDP for its area and is the body ultimately responsible for consulting on the plan and submitting it for independent examination.

### What is included in the NDP

- 1.8 The NDP is intended to look forward and respond to the views expressed by the community of St Stephen in Brannel Parish about current issues that need to be tackled and how the Parish should be shaped in the future.



Map 1: The St Stephen in Brannel Neighbourhood Development Plan Designated Area



- 1.9 It covers issues such as housing, business and employment, community facilities, recreation and open space, heritage, design, the natural environment, and climate change. In doing so it aims to protect and enhance the distinctive character that makes the Parish and its individual villages so special to us today, so that they can be enjoyed by future generations.

## Preparing the Neighbourhood Development Plan

- 1.10 The preparation of the NDP has been led by the St Stephen in Brannel NDP Steering Group. This group comprises Parish Council representatives and members of the local community.
- 1.11 The NDP must go through a series of stages required by the Government Regulations. These are aimed at ensuring that a robust process is followed and that anyone who lives, works or has an interest in the Parish can have a say in the drafting of the Plan. Community consultation is heavily emphasised in the process. Therefore, we have carried out extensive community engagement and consultation, including:
- Creative Thinking Sessions in 2016/17
  - A detailed community survey carried out in 2018.
  - The creation of a dedicated website to disseminate information and allow for comments.
  - Online surveys in 2021 and 2022 through the GoCollaborate online platform.
  - Extensive community, organisation and statutory body consultations in Autumn 2022 under the terms of NDP Regulation 14.
- 1.12 The community comments on the 'Pre-Submission Draft' and the responses have been carefully considered, and various changes have been incorporated to create this 'Submission Draft' of the NDP which has been submitted to the local planning authority, Cornwall Council.

### **This Consultation**

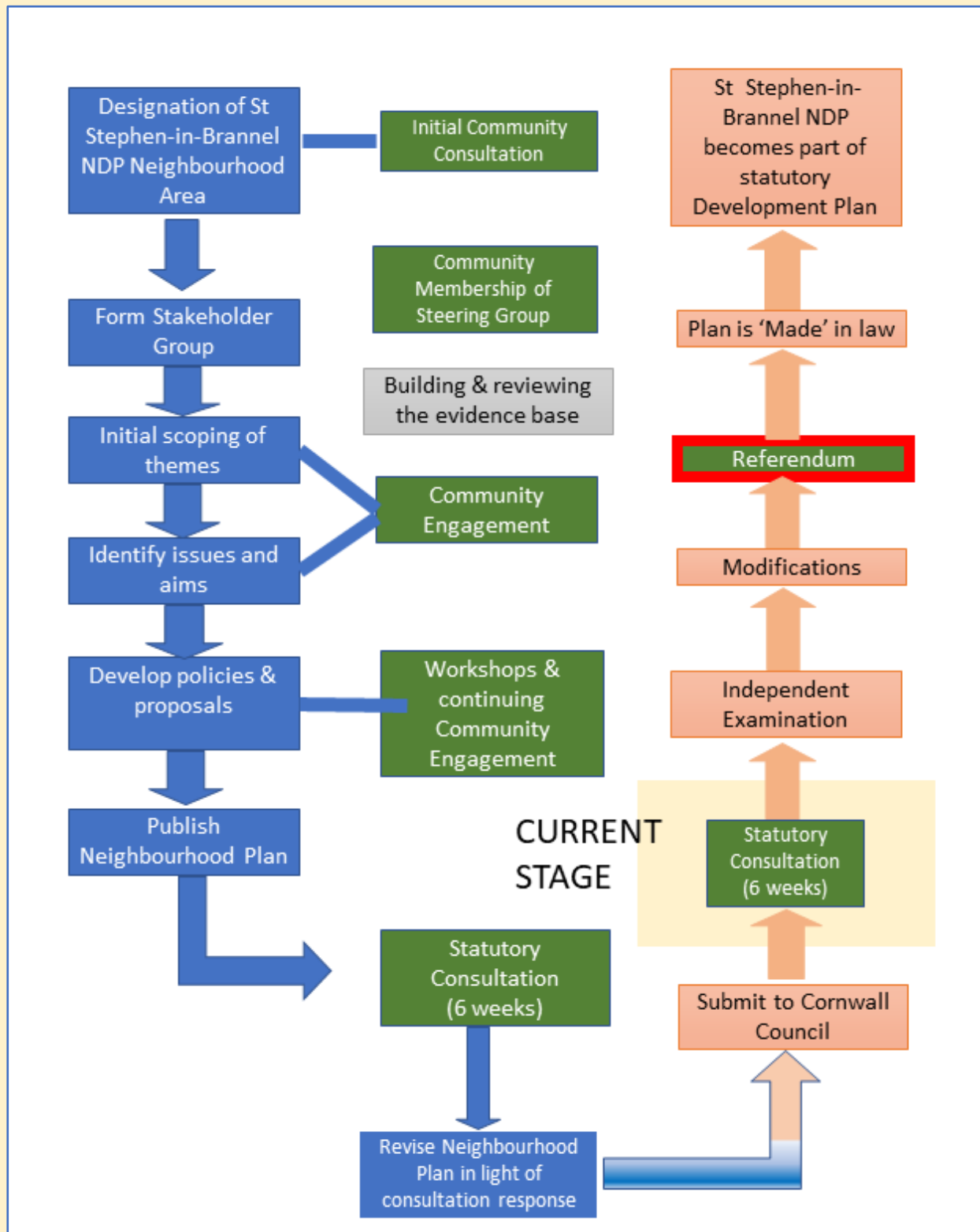
This is the 'Submission' draft of the St Stephen in Brannel Parish Neighbourhood Development Plan. It sets out the draft policies and proposals that the Parish Council thinks are needed to deal with the issues that have been raised in community engagement and from its analysis of a wide range of evidence.

It has now been submitted to Cornwall Council which will take the NDP through its final stages to adoption.

### **What Next?**

- 1.13 Further consultation has been arranged by Cornwall Council and, if Cornwall Council assess the Plan as being in compliance with the laws and regulations governing Neighbourhood Plan making, it will arrange for the Plan to be assessed by an Independent Examiner. The Examiner will check that it is positively prepared and meets the prescribed 'Basic Conditions' which the law sets out for a Plan to be adopted. If the NDP passes its Examination, and Cornwall Council agrees with the Examiner, it will be put to a local referendum to say whether the Plan should be used to decide planning applications.
- 1.14 When the referendum occurs, all registered electors in St Stephen in Brannel will be entitled to vote for or against the Plan. The referendum outcome is decided on a simple majority basis.
- 1.15 If the Neighbourhood Development Plan is supported in the referendum, Cornwall Council will formally adopt it. Once adopted it must, by law, be taken into consideration when Planning Officers and Councillors determine future Planning Applications. The full process is set out in Figure 1 following.





**Figure 1: The NDP Process**

**NDP Sustainability Appraisal, Strategic Environmental Assessment and Habitat Regulations Assessment**

1.16 In order to ensure that the plan considers environmental, social and economic issues, the St Stephen in Brannel NDP Steering Group used a light touch ‘Sustainability Checklist’. The Sustainability Checklist considered the St Stephen in Brannel NDP Vision, Objectives and Policies against 19 key sustainability objectives which are drawn from the Cornwall Local Plan.

- 1.17 The Sustainability Checklist is a valuable opportunity to identify chances to mitigate against any potential negative impacts and to enhance positive outcomes for St Stephen in Brannel. The Sustainability Checklist document can be found alongside other supporting information at [www.ststepheninbrannelParishfuture.co.uk](http://www.ststepheninbrannelParishfuture.co.uk)
- 1.18 The Consultation Draft Plan has also been subject to Strategic Environmental Assessment and Habitat Regulations Assessment, the results of which have been incorporated into this Submission Draft version of the NDP.

### How the NDP is organised

1.19 The NDP is divided into distinct sections:

- **Section One: Introduction** explains the rationale behind producing an NDP as well as the process adopted.
- **Section Two: The Evidence Base** sets out a brief description of the Parish of St Stephen in Brannel today and summarises the key issues which have influenced our Vision for the future of the Parish.
- **Section Three: Our Vision and Objectives** sets out the Parish's Vision Statement and Objectives.
- **Section Four: Housing** sets our policies for our new housing provision to meet local needs for affordable and some market housing.
- **Section Five: Business and employment** sets our policies for the protection and enhancement of local business and employment opportunities.
- **Section Six: Community Facilities, Recreation and Open Space** sets our policies for the protection and enhancement of local services, open and green spaces.
- **Section Seven: Design and Heritage** sets our policies to maintain and improve the quality of design and conserve the historic environment.
- **Section Eight: The Natural Environment** sets our policies to protect and enhance biodiversity and green infrastructure.
- **Section Nine: Roads, Access and Transport** sets our policies to encourage improvements in sustainable transport and connectivity.
- **Section Ten: Local Projects** records local activity which is outside the remit of neighbourhood planning but which contribute to its vision and objectives.
- **Section Eleven: Jargon Buster** explains what the technical terms unavoidably used in this document actually mean.

1.20 Each section also includes policies which address the so called 'cross-cutting issues'. These are things like climate change, health and well-being, and environmental sustainability, that can be influenced by policies in several sections of the NDP.



# 2

## ST STEPHEN IN BRANNEL NEIGHBOURHOOD DEVELOPMENT PLAN

### SECTION TWO: EVIDENCE BASE

## The Evidence Base

- 2.1 The NDP is supported by an evidence base which justifies the proposals and policies within the Plan. The evidence base comprises:
- The National Planning Policy Framework, other national or regional documents related to it, and the Cornwall Local Plan with which the NDP must conform.
  - The physical, factual and statistical data about our Parish and its community.
  - The views and hopes expressed by the community through engagement.
- 2.2 A detailed ‘Evidence Base Report’ is available online which accompanies the NDP and presents an analysis of the evidence, covering all the relevant themes. It also refers the reader to specific evidence documents for each theme.
- 2.3 All supporting documents and evidence base are made available at [www.ststepheninbrannelParishfuture.co.uk](http://www.ststepheninbrannelParishfuture.co.uk)

### The Context for the NDP: National Planning Policy Framework and the Cornwall Local Plan

- 2.4 The St Stephen in Brannel NDP must be in conformity with the National Planning Policy Framework (NPPF) and the Cornwall Local Plan (CLP). These say that the NDP must deliver ‘sustainable development’
- 2.5 **National Planning Policy Framework 2021:** At the heart of the NPPF is the ‘*presumption in favour of sustainable development*’ identifying three interdependent roles – economic, social and environmental – delivered through the preparation and implementation of Plans. This means that our NDP must help to deliver sustainable development, taking a careful approach to ensure that we can meet our present day needs without compromising the needs of future generations. The NPPF sets out sustainable development objectives to which all planning must respond.
- 2.6 **Cornwall Local Plan 2016.** The strategic policies covering the St Stephen in Brannel Parish are contained in the Cornwall Local Plan (CLP). Enabling sustainable development is also the main purpose of the Local Plan which aims to ‘*Achieve a leading position in sustainable living*’... through ‘*a balance of decisions around economic, social and environmental issues*’. The Cornwall Local Plan Strategic Policies document interprets the NPPF at a county-wide strategic level, and so is the most important part of the town and country planning context for the St Stephen in Brannel NDP.
- 2.7 Our NDP cannot override the policies established in either document, but it builds on them as appropriate for our Parish. Our plan does so for the following CLP policies:

#### **Sustainable Development:**

*‘meeting the needs of the present without compromising the ability of future generations to meet their own needs’ (Resolution 42/187 of the United Nations General Assembly.*

Policy 2: Spatial strategy

Policy 4: Shopping, services and community facilities

Policy 5: Business and tourism

Policy 6: Housing mix

Policy 7: Housing in the countryside

Policy 8: Affordable housing

Policy 9: Rural exception sites

Policy 10: Managing viability

Policy 15: Safeguarding renewable energy

Policy 16: Health and well-being

Policy 22: European Protected Sites - mitigation of recreational impacts from development

Policy 23: Natural environment

Policy 24: Historic environment

Policy 25: Green infrastructure

Policy 26: Flood risk management and coastal change

Policy 12: Design

Policy 27: Transport and accessibility

Policy 13: Development standards

Policy 28: Infrastructure

Policy 14: Renewable and low carbon energy

2.8 St Stephen in Brannel Parish is within the China Clay Community Network Area. The Cornwall Local Plan objectives for this are:

**Objective CC1 – Regeneration** - Support the regeneration of villages and the local economy.

**Objective CC2 – Affordable Housing** - Enable the delivery of affordable housing.

**Objective CC3 – Community Infrastructure** - Enable the delivery of community infrastructure including new facilities, green space and key transport links to reduce the impact of traffic on communities.

**Objective CC4 – The Environment** - Conserve heritage assets, including mining heritage and nature conservation sites and enhancement of the local environment (in particular emerging opportunities as a result of restoring china clay workings).

2.9 Within the Cornwall Local Plan, St Stephen in Brannel Parish also falls within the China Clay Area Regeneration Plan Area, where there is a 'shared vision' to establish 'the 'Green Capital' of Cornwall, bringing investment in sustainable employment and communities by encouraging quality and innovation, that should become a focus for sustainable living and the development of environmental technologies and industries that offer regeneration and environmental benefits. The Local Plan also places emphasis on making the best productive and positive use of previously developed, despoiled, degraded, derelict, contaminated and unstable land including land in rural areas, particularly where the likelihood of early restoration of the land is remote and unlikely to be of high environmental value.

2.10 **The Cornwall Climate Emergency Development Plan Document [CEDPD]** is an extension to the Local Plan which has been prepared to bring forward more specifically focused policies dealing with the causes and impacts of the climate crisis. The CEDPD was adopted in February 2023. Its policies include additional strong measures that will help the local community to tackle the causes and effects of the climate.

2.11 **Cornwall Minerals Safeguarding Development Plan Document [CMSDPD]** is relevant to the Parish in view of its extensive china clay workings, reserves and process plant. The CMSDPD safeguards the area of mineral resources from sterilisation plus, in the case of china clay, a 250m buffer zone. In St Stephen in Brannel Parish most of the land north of the A3058, and some to its south in the Lanjeth area, is within a Mineral Safeguarding Area [MSA].

2.12 In Policy MS1 the CMSDPD says that planning permission for non-mineral development will not be permitted within an MSA if the proposed development would conflict with mineral related use of the site or infrastructure; or the mineral resource or infrastructure is of current or potential economic value, or has value for heritage uses. Nor will permission be granted if the mineral resource cannot be extracted prior to the development taking place; or if the mineral resource or infrastructure would be subject to unacceptable detrimental effects. Permission will also not be granted for a non-mineral use if the proposed development would suffer unacceptable adverse impacts as a result of the mineral operations. Permission may however be granted if there is an overriding strategic need for the non-mineral development that outweighs the need to safeguard the minerals or the non-mineral development is likely to only have a negligible sterilising impact on the mineral resource.

2.13 Thus the CMSDPD is a significant constraint to be considered in development decisions in the Parish, and a factor that the NDP must take into account. The NDP cannot, by law, override or change any aspect of the CMSDPD.

- 2.14 The management of restoration and tipping is a matter for Cornwall Council as the Mineral Planning Authority, through the recently adopted **China Clay Restoration and Tipping Strategy SPD**. [[St Austell China Clay Restoration and Tipping Supplementary Planning Document \(SPD\) - Cornwall Council](#)].
- 2.15 **The South West Rural Mobility Strategy.** The South West Rural Mobility Strategy aims to level up rural communities through improvements to connectivity, such as enhanced digital connections supporting e-commerce and online services enabling more to be done without the need to travel; supporting more local services where people need them; integrated rural hubs; and networks of settlements which work together, sharing facilities, services and resources.
- 2.16 **The St Stephen in Brannel Parish Plan.** In 2011 a Parish Plan was created for the Parish. This is a non-statutory document intended to set out a vision and various tasks to be jointly carried out by the Parish Council, Cornwall Council and voluntary organisations. Many of its provisions are still relevant today and those which are relevant to planning have been carried forward into this NDP, giving a greater chance they will be achieved.
- 2.17 The Parish Plan vision for the Parish Plan is:
- ‘A place where people take pride in where and how they live.*
  - A community with good quality housing for all those wishing to live here.*
  - A community that is safe: from anti-social behaviour, speeding traffic, and the fear of crime.*
  - A community that values and engages with all its residents.*
  - A community that has access to quality local health care services.*
  - A place where the Parish Council is at the heart of the community, shaping and driving change’.*

### This is Our Parish: St Stephen in Brannel

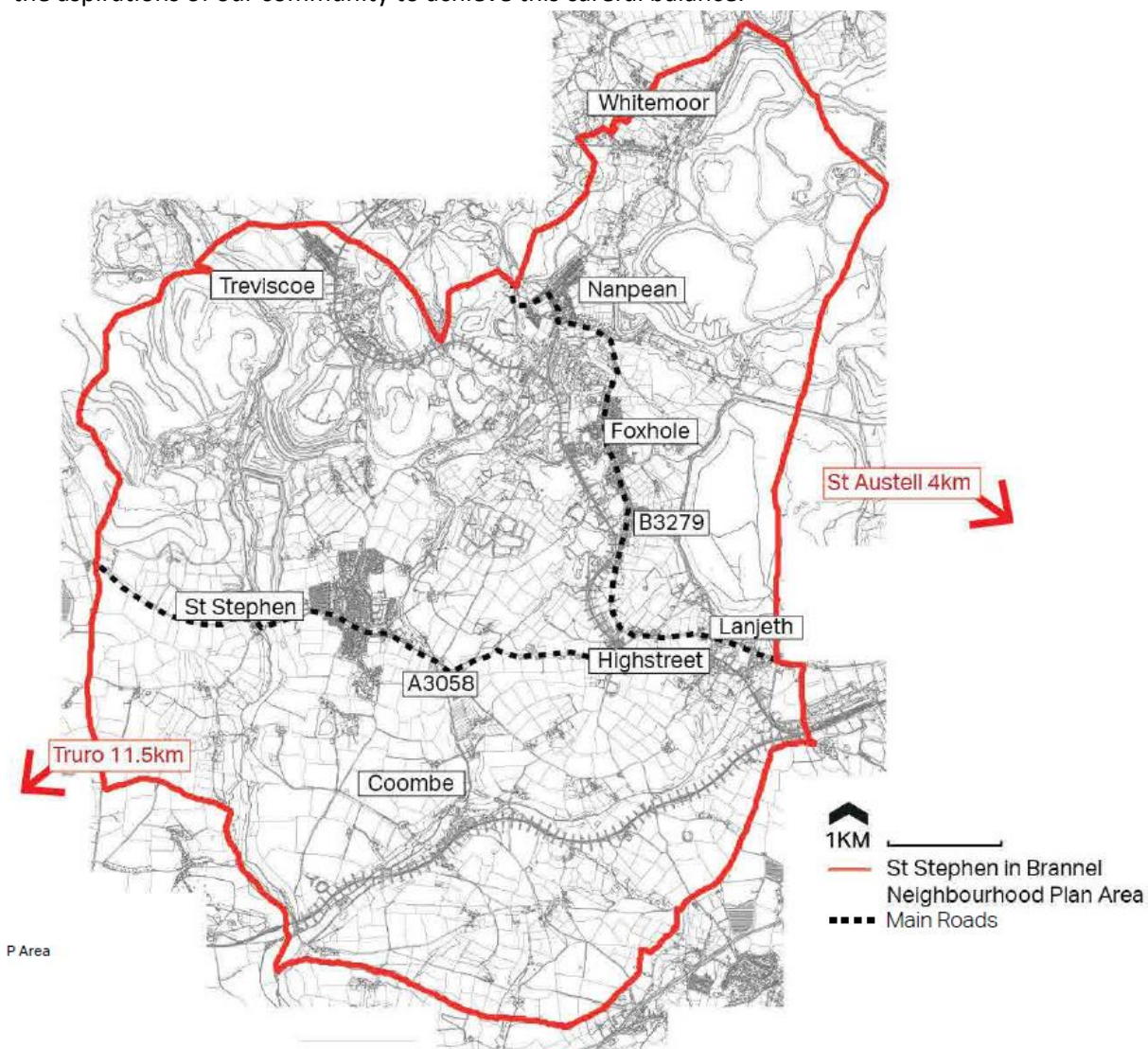
- 2.18 St Stephen in Brannel is one of the largest and most diverse Parishes in Cornwall covering some 9,000 acres. It occupies a broad, relatively sheltered basin between higher moorland; running from the Karslake Plateau in the north, 900 feet above sea level, down to the steeply wooded valleys of the River Fal, below Coombe. It is well watered and fertile with a landscape and settlement pattern that was well-established by the medieval period. Post medieval industry radically influenced the later evolution of the landscape and settlement pattern. The northern higher ground, standing on granite, was the location for the 18th century emergence of the surface worked china clay industry of the Hensbarrow district - whereas the southern half of the Parish was primarily influenced by deep mining in the 19th century. As a consequence the southern villages and hamlets remained generally dispersed and small scale, set in a predominantly agricultural landscape, whereas the northern villages of Whitemoor, Nanpean, Foxhole and Treviscoe became dominated to their east and west by the heavy land and plant requirements of china clay extraction and processing. They became sinuous and linear ‘island settlements’ as a consequence, whilst growing rapidly through an inflow of population as the ever-larger pits and tips began to destroy outlying and scattered cottages and hamlets, and the big companies re-located key workers close to the main works. The village of Hornick now lies under Blackpool Tip; Halviggan, a village of some 57 houses, now lies in Great Halviggan Pit, part of the modern Blackpool Pit complex; Meledor was lost to china clay development at Melbur; and Old Pound, once a busy village with carnivals, horse shows, and wrestling tournaments, is now a skeleton of the original village settlement. Other villages lost are Kerlake, Retew and Virginia.
- 2.19 Today the northern corner of St Stephen in Brannel Parish has a sense of being a place slightly apart – standing on the higher ground amongst a strange and dramatic landscape of working and overgrown tips, active or abandoned processing plants, tree-clad engine houses and piercing blue ponds and mica dams in an historic

landscape of great character and significance in its own right. On the other hand, the southern half of the Parish, off the granite, is much more agricultural and traditionally 'Cornish' in character, with a scatter of small villages, Coombe, Lanjeth and High Street, and other hamlets around the Parish Churchtown of St Stephen village.

- 2.20 The three main northern villages have through their development process acquired a range of community facilities, which provide local services where people need them. This helps to limit the number and length of car journeys and their nearness to each other gives the potential to function together, sharing facilities, services and resources to form a cluster that could also benefit the smaller villages nearby. However, many services have, and continue to be, centralised elsewhere as a result of modern service delivery changes. The growth potential of these villages is limited by physical landscape, historic environment and some access constraints.
- 2.21 To the south, St Stephen village on the A3058 road linking the towns of Newquay and St Austell, has a good range of facilities and therefore meets local needs for some services and facilities, both for itself and nearby villages and hamlets, although there are some access constraints. Other villages are very small scale and lack facilities, although Lanjeth and High Street as a cluster located between St Stephen and St Austell have good travel to work transport links.
- 2.22 The Parish has an estimated population 7811 as at 2019, compared to 6815 in 2001, a growth of 14.6%. Of these 1569 (20.1%) are under 16, and 1445 (18.5%) are aged 65 or over, and 3014 (38.6%) are of working age, giving it an older age profile than is the average in England as a whole. It has about 3,450 households. In 2011 there were 540 pensioner households and 355 single-person households, both figures that are likely to have increased since then. About 72% of householders were owner-occupiers. Average household income is lower than the national average. A significant proportion of households experience deprivation in relation to barriers to housing and services, and in the living environment domain. A higher proportion than the national average claim disability-related allowances. Some 350 households (about 13.5%) were estimated to be living in fuel poverty in 2019, a figure which will increase substantially in 2022/23 and beyond.
- 2.23 About 3,600 people (67.7% of adults 16 to 74 yrs old) were 'economically active' in the Parish (compared to 66.7% in Cornwall and 69.9% in England). Some 75% of the economically active were employees, and 15% [540] were self-employed. Residents jobs were mainly in wholesale and retail trade [18.4%], human health and social work [12%], with manufacturing and construction [together 19.6%], a greater preponderance of these activities to that found in England and Cornwall. Notably the proportion of jobs in mining and quarrying [159, or 4.7%] was much higher than in Cornwall or England. Agriculture was much lower than is typical for most of Cornwall. Some 2,300 (63%) of the economically active were in full-time work (Cornwall average 62%, national average 65%).
- 2.24 The population St Stephen in Brannel Parish are employed in mainly skilled trades [16.7%], process plant and machine operative jobs [13.7%], elementary occupations [13.2%] and caring/leisure occupations [11.6%], a distinctly different profile to Cornwall generally, with a much smaller proportion of professional and technical occupations and a smaller proportion of more senior management roles. The population of the Parish had a much lower proportion with level 4 (degree level) and above qualifications compared to 25% for Cornwall and England. The proportion holding levels 2 to 3 qualifications (inc. apprenticeships) was higher than in Cornwall and much higher than in England. The Parish also had a much higher proportion of less well educated people than is usual in comparison to other areas.
- 2.25 In 2011 there were 1800 jobs actually located within the workplace area that equates with the Parish. About 745 [41%] of these were occupied by local residents, leaving about 1,065 local jobs (59%) occupied by people living outside the Parish.



- 2.26 The Index of Multiple Deprivation 2019 scores for St Stephen in Brannel Parish indicate that Treviscoe, Nanpean, and Foxhole fall amongst the 30% most deprived areas, Whitemoor in the 40% most deprived, St Stephen In Brannel village in the 50% most deprived, and Lanjeth, High Street in the 50% least deprived areas in the country.
- 2.27 The needs within the Parish now are for affordable homes and well-paid, locally-based jobs to be made available if coming generations are to be able to afford to live and work here and maintain the community. The challenge is to facilitate the development which will benefit the local community whilst preventing erosion of the character of the very distinctive local landscape and the eight villages with which local people so strongly identify. Landscape, historic environment and connectivity factors limit the amount of development that the villages could sustainably accommodate to meet local needs for housing and to help support existing services and facilities, but there appear to be some land availability opportunities, and a moderate amount of new development in the Parish could be sustainable. The Policies in our Plan represent the aspirations of our community to achieve this careful balance.



**Map 2: showing main features of the Parish**

### Consulting the Community

- 2.28 St Stephen in Brannel NDP Steering Group started the consultation process by holding ‘Creative Thinking Sessions’ around the Parish during 2016. After doing more evidence research, the Group then conducted a survey of households in the St Stephen in Brannel Parish in April/May 2018. The aim of the survey was to draw



out what was valued by residents of the Parish and how such elements may be affected by potential future development in the Parish.

- 2.29 In response, when asked what three things people most liked about the Parish, they rated the highest as the rural nature and countryside, local shops, cafes and pubs, and the sense of community. Wildlife and footpaths/bridleways were also rated, but least liked was community facilities and sports facilities/parks. Protecting the landscape, countryside and open/green spaces was thought to be the most important issue to consider when looking at development proposals. Regular, safe transport links was the clear top choice for which facilities and resources were considered the most important to young people. Further education & career prospects facilities; safe, age appropriate areas of recreation; and safe walking routes to school also scored highly.
- 2.30 People strongly agreed that It is important to protect and enhance heritage and historic sites such as engine houses, historic buildings and Cornish hedges, and that cemeteries and war memorials should be protected and maintained. There was also some strength of feeling that any new development should be sympathetic to existing local architectural character and that our local China Clay traditions, character and events should be upheld and protected.
- 2.31 The most popular choice for what improvements respondents would like any future new development to bring to the community was housing that meets specific local needs with more than half of respondents choosing this option. More than half of respondents also selected improved access to health services and improved car parking. Poor design/over development was the biggest concern for respondents who also cited landscape impact and traffic congestion as a concern. The clear majority of respondents felt that building land should be made available to enable elderly, disabled or vulnerable people (with a link to the Parish) to live independently, and that people with a local connection should be prioritised for affordable new homes. One third of respondents said they would be interested in an affordable self-build plot.
- 2.32 More than half (61%) supported the idea of development boundaries around villages and even more (73%) that a design guide would be supported.
- 2.33 A clear majority of respondents (81%) were generally in favour of renewable energy although there was some variation as to whether respondents were generally in favour of renewable energy according to age, with most young people in favour, but fewer of those aged over 65. Solar panels were the most popular choice of renewable energy for the Parish with over 70% of respondents selecting these options.
- 2.34 About half of people were dissatisfied with local public transport, depending on where they lived, suggesting that more frequent buses, hopper buses, and improved bus routes between villages would improve public transport. There were a large number of 'other' responses, many with a focus on cycleways and train services (some using the former clay lines), later buses and buses on Sundays, and bus routes to rural areas.
- 2.35 Three quarters of respondents who felt that bridleways, footpaths and cycle paths were not adequate stated that there are not enough.
- 2.36 A clear majority of respondents (90%) agreed that there should be policies to support keeping amenities such as shops, post offices and pubs open, rather than be converted into private homes. 60% of respondents agreed that land should be made available for business use to create jobs in the Parish. When asked what type of business units are needed in the Parish, around 50% of respondents selected workshops/light industrial units, micro farm/market gardening land and units, and starter units. There were a number of 'other' responses with a majority of those stating that there should be no further business units. However, of respondents who run a business in the Parish, 85% felt that faster broadband would improve their experience of running their business in its current location, and 76% felt that improved mobile reception would help.

- 2.37 A further round of consultation was held in November and December 2021 using the GoCollaborate digital platform to specifically seek resident's views on the draft Vision and Objectives that had been created using the information gathered from earlier surveys. It also looked for views on the emerging areas of development boundaries, housing need and design.
- 2.38 Whilst most respondents agreed to the different objectives proposed to guide the creation of the NDP, many comments were left on how these might be improved. Most people also agreed with the NDP's overall Vision for the Parish.
- 2.39 One of the other key asks of the consultation was whether residents felt Lanjeth and High Street should be treated as one or two separate settlement areas. The majority who indicated a preference felt it was important in keeping Lanjeth and High Street as two separate villages when it comes to future planning in the Parish.
- 2.40 On housing needs, the different types of housing listed were supported with the exception of the future development of executive homes and mobile homes. The majority of respondents also indicated a future need for more two and three bedroom dwellings, in the form of affordable and family homes to enable people to stay living within the villages. Some support was expressed for self-build plots.
- 2.41 Some 58.4% agreed with the concept of development boundaries as a means of balancing development and environmental concerns, with 33.3% having no view either way. There was an even opinion regarding development infill, rounding off, building on brownfield sites and allocating sites for housing needs. No respondents indicated a preference for large scale development.
- 2.42 The vast majority indicated it was important that new houses matched the styles of existing homes in our villages and these should also fit well into the local environments. People emphasised that future development should feature slate roofing, stone features and consistent shape and height.
- 2.43 There was also clear support for new houses to be built with high environmental standards and many suggestions were made as to how this could be achieved.
- 2.44 A deeper dive into the issues was carried out in Spring 2022, again using the GoCollaborate platform. This produced a clear message that the recreation and open space facilities available for younger people is inadequate, with over 81% of those replying saying they were not good enough. Ideas for improvement suggested included more supervised activities such as youth clubs, multi-use games areas, and perhaps training such as car mechanics, cooking and home repair for later life, dance and theatre, the provision of a 'green gym', replacement of old equipment with more modern kit, a teenage 'shelter', and a better level of management and maintenance.
- 2.45 On other themes the survey covered, 85% of community respondents said they supported the use or extension of part of a dwelling for office and/or light industrial uses to improve working from home. They also gave ideas to encourage more people to work locally including more local purpose built offices, perhaps in a 'hub' which provided hireable space and support with office services, and a local support network to help small and lone worker businesses.
- 2.46 The enhancement and provision of more bridleways, footpaths and cycle paths was supported 100%, and 86% said EV charging should be required for all future developments. When asked what charging points they use or would use, 77% said a home charging point, nearly 55% a retail car park, and just over 45% said a Cornwall Council car park. Suggested locations for additional publicly funded charging points favoured public car parks and community locations such as village halls, GP surgeries, social clubs etc.
- 2.47 On the design of new development, 100% of community respondents thought that new housing development should have gardens that allow room for child play, well-being and some self-sufficiency (eg vegetable gardens)

etc). People also said that the most important things that the Neighbourhood Plan design guidance should focus on were, in order of importance, architectural detailing (eg window and door design and materials such as brick and blockwork patterns etc), the number of storeys, height and size of buildings, the use of local traditional styles and colours of building materials, and finally layout, density and relationship with adjoining development.

2.48 As the 2021 survey supported the concept of development boundaries, this later survey asked for comments on the precise line of the draft boundaries [as proposed after an exhaustive examination of each settlement by the Steering Group]. Overall there was strong support from those who replied for the suggested boundaries, although the picture was less clear at Foxhole, where 42% said they disagreed and suggested that a new site to the east of the Carpalla area should be included for development. Two developers also replied to the survey suggesting sites that might be considered for inclusion.

## The Key Issues Influencing our Vision for the future of the Parish

2.49 The key issues and implications for the Vision for St Stephen in Brannel Parish and the NDP which arise from the evidence base are summarised below in Figure 2.

<b>Figure 2: Key Issues from the evidence base and Implications for our Vision and the NDP.</b>	
<i>Theme</i>	<i>Key Issues</i>
<b>Housing</b>	<ul style="list-style-type: none"> <li>No new dwellings are needed to be compliant with the Cornwall Local Plan.</li> <li>Local households on average incomes will clearly struggle hard to access even entry-level homes unless they have the advantage of a very large deposit.</li> <li>The affordable rented sector performs a vital function in St Stephen in Brannel Parish as the only option for a large segment of those in the greatest need.</li> <li>The Homechoice Housing Need is volatile and currently stands at nearly 290 affordable dwellings, of which 135 are high priority.</li> <li>There is an undersupply of both smaller and larger dwellings.</li> <li>There is a need for special housing for the ageing population and persons with a disability.</li> <li>Self-build homes can help address housing need.</li> <li>Park homes may be an alternative route to affordable home provision that merits support.</li> <li>The NDP can help address the Cornish Housing Crisis.</li> <li>Some market housing should continue to be provided to support local builders.</li> <li>There is increasing interest in working from home.</li> <li>Local people support the idea of new housing provided it meets local needs and is of a small scale.</li> <li>Local people support the concept of development boundaries.</li> <li>There is a capacity for about 255 new homes.</li> </ul>
	<b>Implications for the Vision and NDP</b>
	<ul style="list-style-type: none"> <li>The NDP should include policies that address affordable housing needs, and the needs of the ageing population and persons with a disability, and those seeking self-build opportunities.</li> </ul>

<b>Business and employment</b>	<i>Key Issues</i>
	<ul style="list-style-type: none"> <li>• To help tackle deprivation, new business development should aim to deliver higher value jobs by including attractive and adaptable spaces suitable for a wide range of modern manufacturing and innovation processes.</li> <li>• There is community support for more business and employment development.</li> <li>• Some older sites would benefit from modernisation.</li> <li>• Farm and land management businesses are struggling and would be helped by opportunities to diversify.</li> <li>• There is currently limited home working but this is growing significantly.</li> <li>• There are opportunities for tourism development to exploit the geographic position and local heritage/landscape.</li> </ul>
	<i>Implications for the Vision and NDP</i>
	<ul style="list-style-type: none"> <li>• The NDP should include policies that safeguard key business and employment sites and support enhancement of older business and employment sites, support new business and employment development, working from home and the creation of home-based businesses.</li> <li>• The provision of enhanced digital communication links that enable local people and businesses to take a full part in the modern digital economy should be supported.</li> <li>• The NDP should also support rural business diversification of agricultural and other land-based rural businesses, encourage development of new or enhancement of existing high-quality sustainable tourism facilities.</li> </ul>
<b>Community Facilities, Recreation and Open Space</b>	<i>Key Issues</i>
	<ul style="list-style-type: none"> <li>• St Stephen has good local facilities, but other villages less so and many services are accessed from St Austell and other larger centres. Maintenance and enhancement of facilities is an issue.</li> <li>• ‘Local Green Spaces’, recreation spaces and community spaces are all very valuable to the community.</li> <li>• The level of services is such that the potential for ‘clustering’ as envisaged in the SW Mobility Strategy is limited.</li> </ul>
	<i>Implications for the Vision and NDP</i>
	<ul style="list-style-type: none"> <li>• The NDP should include policies which identify key community assets which will be subject to Cornwall Local Plan Policy 4 and the protection that provides.</li> <li>• It should also identify and protect key ‘Local Green Spaces’, key recreational space/sports facilities and support new or enhanced facilities in particular locations.</li> <li>• The NDP should also support new or refurbished neighbourhood shops and facilities where they encourage sustainable access, improve viability of existing services, include open spaces, improve the public realm, increase range and availability of every day facilities within reasonable walking distance, support opportunities for ‘informal gatherings’.</li> <li>• New sustainable tourism facilities should be accessible to the local community.</li> </ul>

<b>Design and Heritage</b>	<i>Key Issues</i>
	<ul style="list-style-type: none"> <li>• Assessment shows that the character of the villages is being eroded by designs which do not reflect local character.</li> <li>• Abandoned or neglected buildings detract from the character of the area.</li> <li>• Local people feel strongly that any new development should be sympathetic to existing local architectural character, and preserve the separate identity of the eight villages.</li> <li>• Local people support the concept of a local Design Guide.</li> <li>• Local people think it is important to protect and enhance heritage and historic sites, particularly those that link to local China Clay traditions.</li> <li>• New development should help address climate change issues.</li> </ul>
	<i>Implications for the Vision and NDP</i>
	<ul style="list-style-type: none"> <li>• The NDP should encourage better quality design in new buildings and the ‘public realm’.</li> <li>• It should also identify the key historic areas and provide criteria for development within them to make sure that they do not lose their distinctive quality.</li> <li>• The NDP should give design guidance that will help to preserve the local heritage.</li> </ul>
<b>The Natural Environment and Landscape</b>	<i>Key Issues</i>
	<ul style="list-style-type: none"> <li>• Local people are concerned that the peace, tranquillity and character of the Parish is under threat, and that more countryside will be lost to development.</li> <li>• Protecting the distinctive landscape, countryside and open/green spaces was thought to be the most important issue to consider when looking at development proposals.</li> <li>• The very distinctive clay industry landscape and heritage should be recognised and celebrated.</li> <li>• There is a need to protect and improve biodiversity.</li> <li>• Climate change is a major threat and must be addressed.</li> </ul>
	<i>Implications for the Vision and NDP</i>
	<ul style="list-style-type: none"> <li>• The NDP should protect the locally valued landscape.</li> <li>• The NDP should establish settlement development boundaries to help manage development.</li> <li>• The NDP should identify the most critical aspects of the local landscape that development should respect and enhance.</li> <li>• The NDP should address biodiversity issues on new development, seeking a net gain in biodiversity.</li> <li>• The NDP should help protect and enhance the rural ‘dark sky’.</li> <li>• The NDP should support renewable energy and sustainable design.</li> </ul>

<b>Roads, Access and Transport</b>	<i>Key Issues</i>
	<ul style="list-style-type: none"> <li>• Although public transport is fair, half of people travel to work by car.</li> <li>• Many villages have narrow roads, leading to parking congestion, road blockages, and safety issues.</li> <li>• Footpaths, cycleways and bridleways are considered to be inadequate.</li> </ul>
	<i>Implications for the Vision and NDP</i>
	<ul style="list-style-type: none"> <li>• The NDP should include policy that ensures adequate and additional private car parking,</li> <li>• The NDP should encourage a sustainable transport hierarchy in new developments.</li> <li>• The NDP should encourage take up of Broadband connectivity through new developments to support home working and home-based businesses.</li> <li>• The NDP should support connectivity with footpaths and bridleways.</li> </ul>
<b>Cross Cutting Issues</b>	<i>Key Issues</i>
	<ul style="list-style-type: none"> <li>• Climate Crisis - is a threat to local well-being. Increased travel to services and employment may increase local contribution to 'green-house' gasses. Heavy and prolonged rainfall is likely to lead to higher levels of fluvial and run-off flooding and possible ground instability. Increased temperatures may cause community heat stress and harm wildlife and habitat.</li> <li>• Health and well-being – community health can be harmed by absence of leisure opportunities, social gathering places, and poor design that encourages crime and discourages exercise.</li> <li>• Environmental sustainability – lack of self-sufficiency in communities, for food production, energy, work and leisure can harm biodiversity, spoil the landscape, and contribute to climate change.</li> </ul>
	<i>Implications for the Vision and NDP</i>
	<ul style="list-style-type: none"> <li>• The NDP should include support for renewable energy, and for community management of local resources.</li> <li>• The NDP should support the retention and improvement of local services.</li> <li>• The NDP should encourage new development to be designed to reduce energy use, adapt to climate change, improve community safety, and provide space for greater self-sufficiency.</li> </ul>



# 3

## ST STEPHEN IN BRANNEL NEIGHBOURHOOD DEVELOPMENT PLAN

### SECTION THREE: VISION AND OBJECTIVES

## Our Vision and Objectives

3.1 Taking the information described Section 2, a Vision Statement was developed collaboratively through a series of community engagement activities before being refined as part of an in-depth deliberation by the NDP's Steering Group. This Vision sits at the heart of the NDP and from it flows our Aims, Objectives And Planning Policies.

### **Vision Statement**

**Recognise and respect the distinctive characteristics of the Parish community, including its individual villages and settlements, whilst providing for the future success and ambitions of all who reside within it, as a key part of the 'Green Capital' of Cornwall.**

### **Our Strategic Objectives**

3.2 In order to achieve this Vision, a number of strategic objectives have been adopted. These are:

#### **1. Housing:**

- A. Promote a mix of housing development which focuses on the affordability, size and tenure needs of the community, including the elderly, disabled and first-time buyers and those wishing to expand their families within the Parish.
- B. Ensure future housing development is appropriate in scale and location to compliment and support existing communities.
- C. Ensure that new housing is sustainable, well-designed and a good neighbour to existing development.

#### **2. Business and employment:**

- A. Safeguard existing employment sites within the Parish.
- B. Support growth of the wider local economy and local businesses, particularly those that support the development of environmental technologies and industries that offer regeneration and environmental benefits.
- C. Encourage efficient use and enhancement of existing employment land.
- D. Support the diversification of agriculture.
- E. Encourage the growth of tourism which capitalises on the location and the distinctive historic environment.

#### **3. Community Facilities, Recreation and Open Space:**

- A. Protect existing community facilities, recreation sites and open spaces.
- B. Support high quality, accessible and affordable community facilities to meet the changing local health and well-being, education, shopping, leisure and recreation needs of all parts of the community.
- C. Ensure new development is appropriate in scale to the ability of social and physical infrastructure to support it.

#### **4. Design, Heritage & Cornish Distinctiveness:**

- A. Ensure that development is appropriate in scale and character to its setting, reflects each village's distinctive character and respects or enhances their settings.
- B. Protect the Parish's heritage assets, ensuring evidence of the Parish's significant historical contribution in the South West is upheld.
- C. Ensure that the design of buildings and the outdoor spaces around them is energy efficient, environmentally sustainable and respects or enhances their settings.

## 5. Natural Environment and Landscape:

- A. Reduce the environmental impact of development, protect and increase biodiversity and protect wildlife corridors.
- B. Protect and enhance the landscape character and setting for the Parish.
- C. Supporting the best productive and positive use of previously developed, despoiled, degraded, derelict, contaminated and unstable land.

## 6. Roads, Access and Transport

- A. Help to support an increase in sustainable and healthy forms of travel, reduce traffic conflict, improve road safety and improve air quality.
- B. Protect and encourage the enhancement of pedestrian links, rural footpaths and bridleways to improve connectivity to services, schools and leisure opportunities.
- C. Maintain access to public rights of way, cycleways, footpaths and bridleways.

## 7. Cross Cutting Issues:

### *Climate Crisis*

- A. Reduce the causes of the climate crisis within our community.
- B. Reduce the impact of the climate crisis on our community.
- C. Encourage sustainable energy generation and use.

### *Health and well-being*

- D. Protect and enhance leisure opportunities, social gathering places, and ensure that design discourages crime and encourages exercise.

### *Environmental sustainability*

- E. Support self-sufficiency in communities, for food production, energy, work and leisure.

- 3.3 In the sections 4 to 9 following are the Planning policies that will be used when planning applications are considered by the Local Planning Authority, Cornwall Council. The policies are written to shape new development so that it helps to deliver the Vision and Objectives set out above. Each Planning policy is written to contribute mainly to the particular theme's Strategic Objective under which it appears, but will also make a contribution to the achievement of other Strategic Objectives.
- 3.4 The subsequent Section 10 records various local projects and initiatives, some existing and some new, that will also help to deliver the Vision and Strategic Objectives of the NDP. These mainly cover management, funding and similar issues that are not Planning control matters so cannot be treated as Planning policies.
- 3.5 The way our Vision, Objectives and Policies link together are illustrated in Figure 3. Figure 4 illustrates how each policy contributes to each Objective.

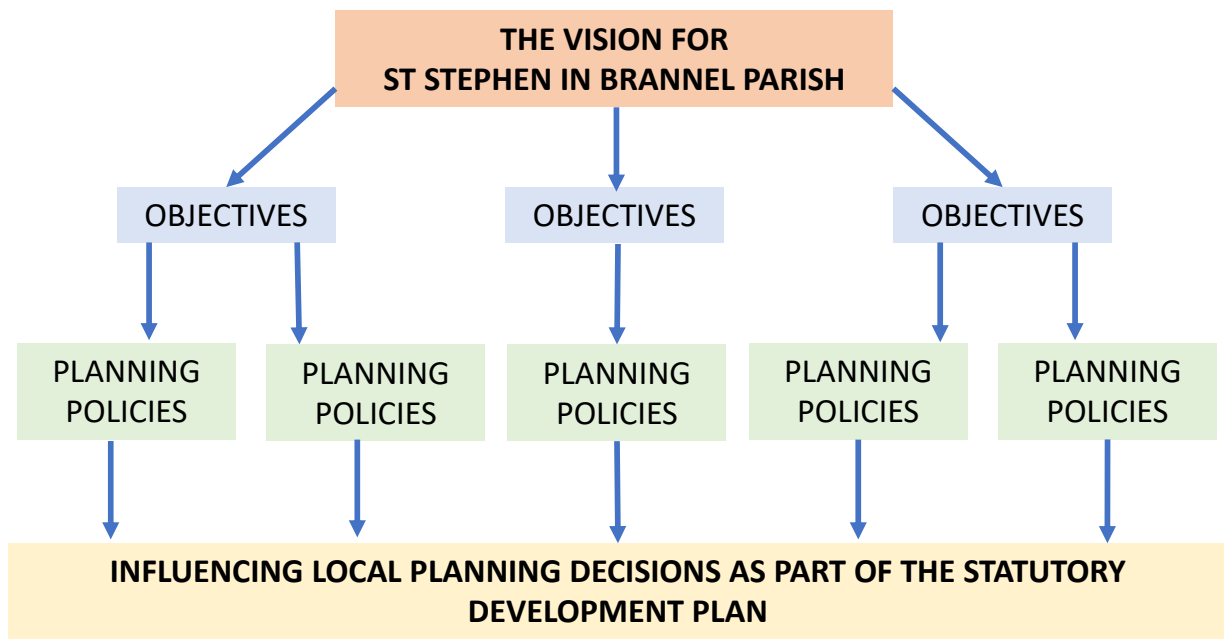


Figure 3: The Linkage from Vision to Planning Policies

St Stephen -in- Brannel NDP Policies	Our Objectives							Cross-Cutting Issues	
	1	2	3	4	5	6	7	8	9
	Housing	Business and Employment	Comm Facilities Rec Open Space	Design and Heritage	Natural Environment / Landscape	Roads, Access and Transport	Climate Crisis	Health and Well-Being	Environmental Sustainability
H1	✓		✓	✓	✓			✓	✓
H2	✓					✓	✓		✓
H3	✓		✓	✓	✓	✓	✓		✓
H4	✓			✓	✓	✓		✓	
H5	✓	✓							
H6	✓			✓	✓	✓	✓		✓
H7	✓					✓		✓	
H8	✓			✓	✓	✓	✓		✓
BE1		✓			✓		✓	✓	✓
BE2		✓		✓		✓	✓	✓	✓
BE3	✓	✓				✓	✓	✓	✓
BE4		✓	✓	✓	✓	✓	✓		✓
BE5		✓	✓	✓	✓	✓	✓		✓
CF1		✓	✓				✓	✓	✓

CF2			✓	✓	✓	✓	✓	✓	
CF3			✓	✓	✓	✓		✓	✓
CF4			✓			✓		✓	
CF5	✓	✓	✓			✓	✓	✓	
D1	✓	✓	✓	✓		✓			✓
D2	✓	✓		✓					
D3	✓	✓		✓					✓
D4	✓	✓		✓	✓		✓		✓
D5				✓	✓				
NE1	✓			✓	✓				✓
NE2					✓		✓	✓	✓
NE3				✓	✓		✓	✓	✓
NE4				✓	✓		✓	✓	✓
NE5		✓		✓	✓			✓	✓
NE6					✓		✓		✓
NE7		✓			✓		✓		✓
RT1	✓	✓	✓	✓		✓	✓	✓	✓
RT2	✓					✓			
RT3		✓	✓			✓	✓		
RT4		✓	✓	✓	✓	✓	✓	✓	
RT5			✓	✓		✓	✓	✓	✓

**Figure 4: Cross-reference of Policies and Objectives.**





# 4

## ST STEPHEN IN BRANNEL NEIGHBOURHOOD DEVELOPMENT PLAN

### SECTION FOUR: HOUSING

## 4: Housing.

This section sets our policies for our new housing provision to meet local needs for affordable and some market housing.

Strategic Objective	Policy Index
<p>A. Promote a mix of housing development which focuses on the affordability, size and tenure needs of the community, including the elderly, disabled and first-time buyers and those wishing to expand their families within the Parish.</p>	<p>H1: Housing Mix H3: Small Scale Sustainable Residential Development, Infill and Previously Developed [Brownfield] Land H4: Rural Exception Sites H5: Community Led Housing H7: Housing for Older People</p>
<p>B. Ensure future housing development is appropriate in scale and location to compliment and support existing communities</p>	<p>H2: Development Boundaries H3: Small Scale Sustainable Residential Development, Infill and Previously Developed [Brownfield] Land H4: Rural Exception Sites H6: Infill within Hamlets / small groups of dwellings</p>
<p>C. Ensure that new housing is sustainable, well-designed and a good neighbour to existing development.</p>	<p>D1: Design</p>
<p><i>Cross Cutting Issues:</i></p> <p><i>Climate Crisis</i></p> <p>A. Reduce the causes of the climate crisis within our community B. Reduce the impact of the climate crisis on our community C. Encourage sustainable energy generation and use.</p> <p><i>Environmental sustainability</i></p> <p>D. Support self-sufficiency in communities, for food production, energy, work and leisure.</p>	

4.1 The evidence on which this theme’s objectives and policies is based can be found under this link: [Housing Evidence](#).

### *St Stephen-in Brannel Parish Housing Requirement*

4.2 Boosting housing supply is a government priority. Housing targets for local authority areas are set through the Local Plan process. The Cornwall Local Plan: Strategic Policies document sets out, in Policy 2a, the key housing targets which are to be met as a minimum through the course of the plan period (2010-2030). These are presented as targets specific to our main towns and for wider Community Network Areas (CNAs). The housing figures set by the Local Plan take account of a reasonable provision, based on viability, of affordable housing and economic growth as well as other policy constraints such as landscape, the adequacy of supporting infrastructure and service provision. Local Plan *Policy 3: Role and Function of Places* describes how these

targets will be delivered. Outside the main towns this will be through infill, rounding off, use of previously developed land, and 'Rural exception' affordable housing.

- 4.3 A legal requirement on NDPs is that they must be in 'general conformity' with the Local Plan and must show how they will meet or exceed the housing target for their NDP area. Cornwall Council say that the housing target and the strategy the NDP adopts to deliver it should be clearly explained within the Housing section of an NDP. **It is important to acknowledge that this is a minimum requirement target. The NDP must also contribute to meeting affordable housing needs and continue to be responsive to the local housing market in accordance with the NPPF and CLP.**
- 4.4 In Policy 2a Cornwall's Local Plan apportions 2700 dwellings to be delivered in the Parishes that make up the China Clay CNA. Some 900 of these are at the Eco-Communities scheme at West Carclaze and Baal, outside the Parish. The remaining 1800 are to be shared out amongst the Parishes in the CNA. However, the Local Plan also noted that past rates of housing growth have been high in this area compared to the rest of Cornwall so its strategy seeks to acknowledge these past high rates of growth and set an approach that helps deliver a sustainable balance of market and affordable housing in the area.
- 4.5 Monitoring data supplied by Cornwall Council is that by April 2021 some 1343 dwellings had been completed in the CNA, and there were planning permissions for a further 1609 dwellings. Within the Parish alone 203 dwellings were completed, of which 85 were affordable homes and 118 open market. These figures mean that the Local Plan target has already been met. **Therefore in purely numerical terms, St Stephen in Brannel Parish needs to deliver no further new dwellings between 2021 and 2030, to be considered in general conformity with the Local Plan housing target.**
- 4.6 Working from this baseline Local Plan housing target, Cornwall Council have advised that it's necessary to consider whether the St Stephen in Brannel Parish community would benefit from planning for a greater number of homes based on local circumstances.
- 4.7 Factors to consider include:
- a) Do the results from NDP Community Surveys and HomeChoice register justify additional housing development beyond the CLP Housing Apportionment?
  - b) Does Housing market information justify additional housing development beyond the CLP Housing Apportionment?
  - c) Would additional houses (and population) help sustain local services and facilities?
  - d) Would developer investment have benefits in terms of other infrastructure provision?
  - e) Does the need for housing for older people justify additional housing development beyond the CLP Housing Apportionment?
  - f) Does a proliferation of 2nd Homes justify additional housing development beyond the CLP Housing Apportionment?
  - g) Are there other matters which could justify additional housing development beyond the CLP Housing Apportionment?
- 4.8 **Results from NDP Community surveys and HomeChoice register.** In the NDP community surveys 84% of respondents said that affordable new homes for people with a local connection should be a **priority**, whilst 82% felt that building land should be made available to enable elderly, disabled or vulnerable people (with a link to the Parish) to live independently. The most popular choice for what improvements respondents would like any future new development to bring to the community was housing that meets specific local needs with

57% choosing this option. About 79% said that there were members of their household, including previous members, who would like to live in the Parish in the future if suitable accommodation was available. Of these 67.3% were for 1 or 2 persons.

- 4.9 The most recent HomeChoice Register data (March 2023 at time of writing) indicates the following needs for St Stephen in Brannel Parish (Figure 5).

**Figure 5: HomeChoice Register HH with a Parish Connection by priority band and bedroom need.**

No of Beds Required								
Band of Need	1 Bed	2 Bed	3 Bed	4 Bed	5 Bed	Total	%age all	%age 55+
Band A	3	5	2	0	0	10	3.3%	
Band B	8	4	8	5	3	28	9.3%	
Band C	32	14	24	13	3	86	28.6%	
Band D	8	15	1	0	0	24	8.0%	
Band E	80	48	24	1	0	153	50.8%	
<b>Total</b>	131	86	59	19	6	301		19.9%
<b>%age by beds</b>	43.5%	28.6%	19.6%	6.3%	2.0%			
<b>Age 55+</b>	35.1%	10.5%	8.5%	0.0%	0.0%			

**Source: Cornwall Council March 2023.**

- 4.10 In addition, there were 14 households registered with Help to Buy South in early 2023 looking for affordable homeownership, but it should be noted that these registrations had not been checked to see if they would comply with the requirements within a Section 106 Legal Agreement for occupation of an affordable home.
- 4.11 **Housing market information.** As at October 2022 completions and commitments since 2010 exceed the Cornwall Local Plan estimated requirement for dwellings in the Parish and therefore in Local Plan terms market requirements have been met. NDP studies show that there is a fairly robust local scale housing market and the recent take up of commitments suggests an ongoing demand of about 17 units per annum. There is a need therefore to provide for reasonable flexibility. Though the median local house price is not as high in the Parish as some areas, it is still well beyond the reach of households on the mean local income, reflecting market pressures at the macro level across Cornwall. Taking these wider market pressures into account it is considered that the provision of additional housing could not lead to a reduction in median house prices unless it was on a major and unsustainable scale.
- 4.12 **Would additional houses (and population) help sustain local services and facilities?** There is no doubt that even a few additional homes, which are occupied by new residents (rather than existing) will help support existing local services by generating more custom/demand within their ‘walk-in’ catchment. Additional housing in appropriate locations could meet the needs of local agricultural and other industries for specialist staff. However, in order to support the introduction of additional local services, a substantial ‘critical mass’ of new development would be required to provide the custom/demand necessary to support new facilities and could lead to un-necessarily large developments in sensitive areas.
- 4.13 **Would developer investment have benefits in terms of other infrastructure provision?** New development should directly fund infrastructure provision needed to allow a development to proceed. However, funding infrastructure provision that does not arise directly from the needs of a development may bring negative impacts such as character change, pressure on infrastructure, traffic generation etc, all aspects which if after mitigation are considered significant enough to warrant refusal of planning permission, should take

precedence over any perceived planning 'gain' benefits. The NDP evidence base, particularly the Development Boundary assessment, found that none of the Parish's settlements would be a sustainable location for significant amounts of new development.

- 4.14 However, there is always the possibility that a developer of a smaller site may be willing to assist directly with a particular local social or leisure facility where it is possible that the new population occupying a development could lead to extra demands. Similarly, a development could directly tackle a small local infrastructure issue, which may be necessary to allow the development, or may be purely a 'planning gain'.
- 4.15 **Does the need for housing for older people justify additional housing development beyond the CLP Housing Apportionment?** The Parish population mix is getting much older. The housing market is delivering much less specialist housing for older people than is needed with the result that many people need to move to suitable accommodation or care-homes away from their own neighbourhoods, families and friends. Therefore, some provision for specialist affordable housing for the elderly is advisable.
- 4.16 **Does a proliferation of 2nd Homes justify additional housing development beyond the CLP Housing Apportionment?** Generally in Cornwall external market pressure arising from second homes demand drives up local house prices in the owner-occupier and private rented sectors, creating a situation where local people can no longer afford to live locally. However, St Stephen in Brannel Parish is not noted as location under pressure for second homes.
- 4.17 **Are there other matters which could justify additional housing development beyond the CLP Housing Apportionment?** Small scale market housing developments in sustainable locations would also be subject to Cornwall Local Plan Policy 8 potentially releasing affordable housing. However compared to Policy 9 rural exception sites this is a very inefficient method of delivering affordable homes. Small sites are more likely to be taken up by local builders thereby supporting the local economy and employment more directly than larger scale schemes.
- 4.18 **Conclusions.** In light of the issues analysis above it has been concluded that the Neighbourhood Plan should not seek to provide a higher level of housing development than is already planned for in the Local Plan housing apportionments. However it should address the need for some market flexibility and encourage the provision of rural affordable housing.

#### *Delivering the St Stephen-in Brannel Parish Housing Requirement*

- 4.19 In considering policy options to address these housing needs the Steering Group recognised that in the range of consultation events carried out in the preparation of the NDP there was a strong desire for the unique character of the Parish, its natural environment and its villages to be conserved and little appetite amongst the community for the Plan to allocate sites which would deliver significant additional levels of housing in the Neighbourhood Plan area.
- 4.20 It was also recognised that the NDP strategy to deliver the housing needs should be entirely consistent with the Cornwall Local Plan policy framework and provide for developments that are of a scale and nature appropriate to the character and natural environment of the Parish. Different options to achieve this strategy have been considered [see evidence base hyperlink] to select an approach that is considered to be the most appropriate to these objectives.
- 4.21 The strategy adopted is not to allocate specific sites for development, but instead to support the continuing level of new infill, some limited rounding-off in suitable locations, 'brownfield land' development, and affordable housing led 'exception' sites to come forward, by drawing up 'Development Boundaries' that allow for a realistic and sustainable level of growth that accords with Local Plan policies. Rounding off opportunities have been identified in the Development Boundary Assessment Log, using a figure of 25 dwellings per hectare at appropriate gross to net development ratios related to site size, or as constrained by local conditions,



totalling about 75 units. In addition about 28 units are estimated from infill and PDL opportunities. For exception sites, the production rate of affordable homes from 2014 to 2021 has been rolled forward to 2030. Also included is a count of the number of planning permissions resulting from current positive Preapp opinions [i.e. in the supply ‘pipeline’]

- 4.22 It is also recognised that various forms of ‘self-build’ can deliver market and affordable housing so the NDP supports such developments on both infill and exception sites.
- 4.23 Taking these factors into account, the assessed expected potential for additional housing in the Parish is for up to 255 additional dwellings may occur from the application of existing Cornwall Local Plan and NPPF policies [See figure 6]. **Note that this level of development is likely to occur whether or not a Neighbourhood Development Plan is adopted.**

Figure 6: Delivering the Housing Requirement	
Policy Reference	Estimated Potential Number of Homes Produced
Policy H2 & H3: Residential Infill Development, Previously Developed Land and Rounding-Off Opportunities	105
Policy H4: Exception sites for Affordable Housing	100
Policy H5: Infill in Hamlets [windfall].	25
Current ‘in pipeline’ permissions estimated.	25
<b>Overall Total</b>	<b>255</b>

### The Cornwall Housing Crisis

‘Securing Homes for All: A Plan to Respond to Cornwall’s Housing Crisis’ was agreed by Cornwall Council in December 2021. The Plan recognises that Cornwall is experiencing a housing crisis and sets out objectives and interventions in response. These include homelessness prevention, increased availability of homes for local residents, a step-change in affordable housing provision and assuring delivery of the new homes needed under the Local Plan. For each of these actions are proposed to be taken forward with partners, local councils and communities. The Plan is a material consideration in planning applications relating to housing.

Of most relevance to the St Stephen in Brannel NDP is the objective to cause a step-change in the supply of affordable homes across Cornwall. The interventions proposed, and possible NDP responses, include:

- Increase affordable housing provision on exception sites
  - by identifying ‘Development Boundaries’ the NDP can assist in bringing forward rural exception sites by being clearer as to where the release of land will be exceptional.
- Extra-care / supported housing site-buying fund
  - by supporting the provision of Extra Care Units whose primary purpose is to provide housing and care to meet the needs of local elderly local elderly and/or disabled people.
- Expand Community Housing development
  - by supporting proposals from individual community groups, land trusts, and registered affordable housing providers and developers working individually or in partnership to provide community-led housing.
- Call for Sites
  - Assist site finding through the ‘Development Boundaries’ assessment, including possible rounding-off and infill opportunities.

The NDP can also assist by setting locally derived criteria for the mix of tenures and discounts to be provided within the affordable housing element of new development coming forward on exception and previously developed land sites within the Parish, and supporting, subject to criteria, alternative forms of residential accommodation such as ‘Park Homes’.

**Policy Justification**

- 4.24 NPPF says that planning should ensure that sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed, and provide for a mix of housing catering for different groups, identifying the size, type, and tenure of housing required and where an affordable housing need has been identified, plans should provide for it. The Evidence Base Report notes that housing need from the HomeChoice register is mainly for smaller dwellings, and in community engagement, nearly 68% of those that were seeking new accommodation expressed a desire for smaller accommodation. Against this in 2011 the 62.1% of people in 1 and 2 person households were matched by only 37.4% of dwellings that were 1 and 2 bedrooms implying a significant level of ‘under occupation’ of larger dwellings.
- 4.25 From Figure 5 it can be seen that HomeChoice registered local housing need in the Parish of St Stephen in Brannel is currently 280 households seeking affordable rented accommodation, of which 57 households are aged 55 or over as shown in brackets above. 1 household requires Category 3 Wheelchair Accessible Housing. In addition, there are 14 households registered with Help to Buy South looking for affordable homeownership.
- 4.26 Of those registered with HomeChoice 128 [45.7%] were seeking 1 bedroom accommodation, and 76 [27.1%] were seeking 2 bedroom accommodation, a combined total of 204 [72.8%] seeking mainly 1 and 2 bedroom accommodation. Some 34.4% of the requirement for 1 bedroom accommodation was for people aged 55+.
- 4.27 These numbers reflect the October 2022 position and although they fluctuate during the Plan period, it is likely that there will be a continuing need for affordable housing.

**What forms of Housing will meet the housing need?**

Details on the various types of housing product that are available to address housing needs are explained at length in the [Cornwall Council Supplementary Planning Document on Housing](#). In summary, these are:

- Affordable Rented Housing – typically at up to 80% of open market rent
- Social Rented Housing – typically 45 to 55% of open market rent
- Shared Ownership – Where the premises are owned by a Housing Association (25%) and a mortgage holder (75%). The occupier pays both rent and mortgage.
- Discounted Ownership - Where the property is sold at a fixed discount, making it cheaper to mortgage. For St Stephen in Brannel Parish the current discount is set at 20% for a one-bedroom property and 40% for a two-bedroom property
- Shared Equity – Where the occupier enjoys an ‘equity loan’ (a portion of the equity is owned by the local authority) and therefore can afford a home on the open market
- Starter Homes – available for qualifying first time buyers at a discount of at least 20%
- Rent to Buy - under the national scheme.
- First Homes - a recent government backed affordable housing product offering a discount on the purchase price of a minimum of 30% against the market value.

CLP Policy 8 says that 'Planning obligations will be used to ensure that affordable housing is provided and (where possible) retained for eligible local households.' Policy 9 in connection with rural exception sites says that 'The Council will secure the first and future occupation of the affordable homes to those with a housing need and local connection to the settlement or Parish in line with the Council’s adopted local connection policies’.

- 4.28 Median house prices in the area have grown overall by 35% since 2011. Prices of semi-detached houses have grown the most (+64%) followed by the price of detached homes (+36%) and terraced homes (+31%). In order

afford to buy a median<sup>1</sup> priced house in 2021, an income of £51,200 was needed (assuming that mortgages are available on the basis of industry standard loan to income ratio of 3.5, and that a 10% deposit was available). For a new build property the income required would be £61,700, and for a so-called 'entry level' property an income of £41,100 was required. To pay the average market rent an income of £33,300 was required, and for the 'entry-level' (i.e. a flat or 1 bed) £20,200 was needed. For a 50% shared ownership dwelling an income of £33,900 was needed. However for an affordable rent the income required was £19,100 and for social rent £13,600.

- 4.29 Compared to these income requirements the average household income in the local area in 2018 was £27,700, whilst the lower quartile individual income was £18,718. Where two partners are in employment, the figure would be £37,436. Clearly local households on average incomes will struggle to access even entry-level purchase homes unless they have the advantage of a very large deposit. The situation with private renting is similar for households on the local average earnings. Only those households with two lower quartile incomes can just afford the average renting cost, so they fall into what is popularly called the 'can rent, can't buy' grouping.
- 4.30 First Homes is a recent government backed affordable housing product. It offers a discount on the purchase price of a minimum of 30% against the market value, sale prices no higher than £250,000 after the discount is applied in perpetuity, and restriction to first-time buyers with a household with a combined annual income of less than £80,000.
- 4.31 Where justified by local evidence, a deeper minimum discount of up to 50% may be set. Cornwall Council have examined the local housing market and concluded that households on an average income in Cornwall would also not be able to afford a 50% share of a First Home if the standard 30% discount was applied. Acquiring a First Home product would only be likely to begin to be affordable for people on an average income if a discount of 50% is applied. This situation is also backed by evidence produced independently for the NDP evidence base. The Cornwall Chief Planning Officers Advice Note relating to first home can be found via this link: <https://www.cornwall.gov.uk/media/ee1dodd4/chief-planning-officer-note-first-homes-final.pdf>
- 4.32 In order to ensure that such developments are most effectively used to meet local needs it is considered that the established Cornwall local connection criteria should apply to First Homes to ensure that affordable housing is delivered to meet the needs of the Parish and nearby communities. This will mean that the housing should meet local needs before cascading out. [Local eligibility criteria apply to First Homes for a maximum period of three months from the date the home is first marketed, after which the eligibility criteria revert to the national criteria].
- 4.33 The NDP evidence also found that only Shared Ownership schemes of 25% or less share would be affordable on local average household incomes.
- 4.34 The available income data also suggests that buying property and market renting is impossible for single people and households on lower than average incomes. The affordable rented sector therefore performs a vital function in St Stephen in Brannel Parish as the only option for a large segment of those in the greatest need.
- 4.35 **Therefore, to comply with CLP Objective 4 (which is to meet housing need), affordable housing in St Stephen in Brannel Parish will need to be a mix of 50% social rented and 50% intermediate housing (including 25% First Homes when there is a requirement for the tenure) with a priority that for any developments of**

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<sup>1</sup> The median is the value separating the higher half from the lower half of the data on house prices. It may be thought of as "the middle" value. Compared to the mean (often simply described as the "average") it is not skewed by a small proportion of very expensive houses, and therefore provides a better representation of a "typical" house price.

**affordable homes the rented portion should maximise the proportion of 1 and 2 bedroomed units in socially rented tenure taking into account the current assessed housing need for the Parish.**

- 4.36 The evidence also reports that the population in the Parish is ageing, which is likely to increase the need for smaller, more appropriate housing provision which is suitable for older people, offering ‘downsizing’ opportunities. Providing more smaller dwellings could also help address the decline in the proportion of younger people, many of whom may be leaving to find smaller, more affordable dwellings. The needs of growing young families are also apparent from the data. The recent affordable housing developments in the Parish will have helped to address these issues.
- 4.37 The Parish is within commutable distance to St Austell, Newquay and the city of Truro, and which provide most of the employment opportunities, resulting in considerable pressure for housing, so it is appropriate that some market provision to address this sector is also included. Provision to work from home, which has recently emerged as a much more viable choice on the back of technological developments and COVID, is also appropriate.
- 4.38 In community engagement, when asked what type of homes people thought the NDP should help to supply, affordable homes for rent or shared ownership was rated as the top priority being mentioned by 81% of respondents, with family homes [76%], special homes for the elderly [63%], also highly ranked [See Figure 7].

<b>Figure 7: Community Survey Type of Homes Needed</b>	<b>Order of importance</b>
<b>Affordable homes for rent or shared ownership</b>	1
<b>Family Homes</b>	2
<b>Special Housing for the Elderly</b>	3
<b>Homes for single people</b>	4
<b>Disability Adapted Homes</b>	5
<b>Self-Build</b>	6
<b>Homes with working spaces</b>	7
<b>Family and retirement mobile homes</b>	8
<b>Executive Homes</b>	9

#### **Intent**

- 4.38 The intention of this Policy is to help ensure that any new build development responds in terms of its size and layout to local needs in the Parish, irrespective of whether it is market led or affordable housing.

#### **Policy H1 - Housing Mix**

1. New residential developments of 10 or more units will be supported in accordance with Policy 6 of the Cornwall Local Plan if they provide a mix of formats, sizes and tenures of dwellings to ensure a range of housing choice is available to meet housing needs in the Parish. These may include:
- A mix of smaller one and two bedroom homes for the young and elderly.
  - Family homes of two and three bedrooms, designed as lifetime homes.
  - Some family homes of 4 to 5 bedrooms.
  - Homes that provide enhanced opportunities to ‘work from home’.
  - Dwellings designed to meet special needs such as fully accessible or extra care units suitable or readily adaptable for disabled or elderly people, on parts of the site with generally level access. (Further

information as to standards required may be found in the Cornwall Council Housing Supplementary Planning Document October 2019).

F. Self-build opportunities in accordance with NDP Policy H5.

2. When applications for housing are being considered developers should assess current demographic and market information to determine the proportional balance of specialist housing required.

3. The affordable housing portion of development proposals, secured through developer contributions as required by Policies 8 and 9 of the Cornwall Local Plan, should comprise 50% social rented and 50% intermediate housing (including 25% First Homes when there is a requirement for the tenure).

4. To enable affordability within St Stephen in Brannel's housing market:

A. All First Homes provision should be offered at a discount of 50% of market value in perpetuity.

B. Shared equity homes provision should be offered at a viable price point and discount that is affordable at average local salaries.

To meet the needs of the community on or below local average households, the rented portion should maximise the proportion of 1 and 2 bedrooled units in socially rented tenure taking into account the current assessed housing need for the Parish.

4.38 Cornwall Local Plan Policy 13 'Development Standards' will also apply, requiring that developments of 10 or more dwellings should provide 25% of dwellings as accessible homes unless site specific factors make the development unsuitable for such provision.

### *Policy H2 – Development Boundaries*

#### **Policy Justification**

4.39 The Cornwall Local Plan in Paragraph 1.68 defines a settlement as having, 'a form and shape and clearly definable boundaries, not just a low-density straggle of dwellings.' Neighbourhood plans can indicate where the settlements are in their Parish and show that they are considered appropriate for smaller scale, organic growth of open market housing by defining a development boundary in their NDP. Therefore, to have a Development Boundary a settlement should be capable of accommodating at least some sustainable development, i.e. have some basic services, or be in reasonable and safe walking distance of them, be reasonably accessible by public transport, and not seriously constrained by natural and historic environment considerations. Based on the community feedback emphasis on protecting the landscape, countryside and open/green spaces and distinctive village identity and the need to facilitate the application of CLP Policy 9 (Rural Exception Sites), the intention is to introduce Development Boundaries. To ensure that the precise placing of the boundary is robust, well-balanced and consistent, and take into account the requirements of CLP Policy 3 and Para 2.32, they have been carefully assessed. Details of the assessment can be found in the Development Boundary Assessment Log carried out during the Spring and Summer of 2022.

**Brownfield' (previously developed) land is defined in Annex 2 of the National Planning Policy Framework (2021) as:**

"Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure."

This excludes land that is or was last occupied by agricultural or forestry buildings, land that has been developed for minerals extraction or waste disposal where restoration has been made through development management procedures; residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.

4.40 The Cornwall Local Plan, in paragraph 1.68, encourages and defines 'rounding-off' of settlements as 'development on land that is substantially enclosed but outside the urban form of a settlement and where its

edge is clearly defined by a physical feature'. The Development Boundaries established in NDP Policy H2 have been drawn to enclose small scale rounding-off opportunities, which will offer the potential for small scale sustainable residential developments.

- 4.41 Paragraph 1.65 of the Cornwall Local Plan also defines 'infilling' as the filling of a small gap in an otherwise continuously built up frontage that does not physically extend the settlement into the open countryside, whilst paragraph 1.68 states that neighbourhood plans can provide detailed definition on which settlements are appropriate for infill and boundaries to which the Policy will operate. NDP Policy H2 identifies the local villages identified as being suitable locations for infill, and the Development Boundary Assessment Log suggests there is some potential remaining for such infill, but there is a diminishing supply of suitable sites. Given housing imperatives in national planning policy, it is considered important to continue supporting infill whilst ensuring that such developments conform to a minimum acceptable standard.
- 4.42 In drawing the Boundaries, careful consideration has also been given to retaining the villages' distinctive character, heritage and setting.
- 4.43 The Gainsborough 'Park Home' site provides important local residential accommodation of about 110 homes but has not been identified for a Development Boundary as it is in the open countryside and could lead to pressure for out-of-scale development between it and nearby Foxhole, is within the broad Minerals Safeguarding Area, and is of a long-term temporary nature.
- 4.44 Brownfield land, also known as Previously Developed Land [PDL] is defined in the NPPF 2021 as ' Land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure'. [See box above for details]. NPPF guidance encourages the use of previously developed land over other land where it is sustainably located. The inclusion within a development boundary of PDL located adjacent to settlements is therefore appropriate unless other environmental, social and economic considerations outweigh this. Care needs to be taken, as a site where evidence of the previous use has blended into the landscape, such as relict mining, quarrying or industrial sites, is not PDL. Nor is it PDL if restoration conditions apply. Many of the former china clay workings fall into these categories, and there is no presumption for development applying to them [other than for minerals development].
- 4.45 Case law is that gardens within a built-up area (i.e. within a Development Boundary) are not to be considered as PDL so therefore there is no special NPPF encouragement to see them developed. Conversely, residential gardens outside of built-up areas in sustainable locations (i.e. on the outside edge of a Development Boundary) are considered to be PDL and the NPPF encouragement of development applies to them. This means they could be more likely to be developed. It is logical therefore that residential gardens, and properties with larger gardens, on the edge of the settlement should be included within Development Boundaries so that the special NPPF encouragement of development does not apply to them, and that effective NDP infill and rounding off policies are adopted to ensure that development is of a high standard [See Policy H3 following].
- 4.46 The Development Boundaries also represent a clear and easily understandable dividing line between areas of built development (the settlement) and the open countryside, allowing provision for infilling and rounding-off and using brownfield sites over greenfield development where the settlements have the capacity and services to support sustainable growth. This will help local people to understand the considerations applying to new planning proposals.
- 4.47 In community consultation, 61% of people supported the concept of development boundaries.

### **Intent**

- 4.48 The intention of this Policy is to identify where sustainable development should be directed and thereby enable controlled growth to meet the needs of St Stephen in Brannel Parish and the China Clay Community



Network Area, whilst preserving the landscape, countryside and open/green spaces and distinctive village identity and the natural and historic environment, and facilitating, where appropriate, the operation of CLP Policy 9 for rural exception housing.

- 4.49 In the 'open countryside' beyond the development boundaries, development will be strictly controlled by CLP Policy 7 and will be limited to dwellings for rural workers, employment development in rural areas, buildings for agriculture and forestry, replacement dwellings, house extensions, replacement buildings and renewable energy projects and development specifically permitted by other St Stephen in Brannel NDP and the Minerals Safeguarding DPD policies. Within established hamlets and small groups of dwellings small scale infill will continue in accordance with NPPF and CLP Policy.

### **Policy H2 – Development Boundaries**

1. Development Boundaries are set for the following settlements:

- A. St Stephen [see map 4 in Appendix 1]
- B. Coombe [see map 5 in Appendix 1]
- C. Treviscoe [see map 6 in Appendix 1]
- D. Foxhole [see map 7 in Appendix 1]
- E. Nanpean [see map 8 in Appendix 1]
- F. Whitemoor [see map 9 in Appendix 1]
- G. High Street [see map 10 in Appendix 1]
- H. Lanjeth [see map 11 in Appendix 1]

2. Within each Development Boundary, there is a presumption in favour of sustainable development that will apply to proposals for small scale residential development, infill and the development of previously developed land. Such development must comply with the provisions of NDP Policy H3.

3. Outside the Development Boundaries, development will not be supported unless it is in accordance with CLP Policy 3, 7, 9, or 21 or is small scale infill within established hamlets and small groups of dwellings that complies with NDP Policy H6.

### *Policy H3 – Housing Development Inside Development Boundaries*

#### **Policy Justification**

- 4.50 Within the Development Boundaries set in NDP Policy H2 there are opportunities for small scale residential developments, infill and the re-use of 'brownfield' (previously developed) land. In the interests of maintaining local character it is important that there is an NDP Policy with criteria to ensure that development proposals are consistent with the context of their site and surroundings in terms of design, height, scale, massing, orientation, materials, established/traditional building line practice and the historic and landscape character etc. Successful small scale and infill development that integrates well into the existing neighbourhood can often enhance a settlement.
- 4.51 As well as intending to encourage proposals which integrate well, NDP Policy H3 also aims to avoid aggravating existing problems with parking and circulation. This has become a more acute issue in recent years with the increase in self-employed tradespeople now parking their work vans at home. Infill development will also address market demand and the need for more affordable homes including self-build. Small scale residential developments of 5 or more dwellings are required to make an affordable housing contribution under Cornwall Local Plan Policy 8.

4.52 As an area with a long history of both china clay and deep mineral mining, hard up against settlements, there is a possibility that all sites that come forward, not just PDL, may feature mineshafts, contamination or unstable ground, which will need remedial attention before development commences.

#### **Intent**

4.53 To ensure that small scale development, development on previously developed land, and infill development within development boundaries integrates well whilst avoiding aggravating existing problems with parking and circulation.

#### **Policy H3: Housing Development inside Development Boundaries**

1. New development in the form of small scale sustainable residential development, infill and the development of previously developed [brownfield] land within Development Boundaries [see Policy H2], will be supported subject to:
  - A. The extent of development, layouts, design solutions, densities, scale and massing etc. responding to and being demonstrably informed by the historic and landscape character of site and its surroundings including the context of any heritage assets; and
  - B. The proportions and positioning of the new buildings being in keeping with the character of the area, reflecting the curtilage, scale, density and roofline of adjacent buildings; and
  - C. The relationship between the building size and plot size being such that provision of garden space is appropriate to the size of the dwelling proposed, and able to encourage recreation and physical activity for all ages, well-being and a contribution to self-sufficiency.

#### *Policy H4 – Housing Development Outside Development Boundaries*

#### **Policy Justification**

4.54 Apart from the villages identified in Policy H2 which are considered to be sustainable locations for small scale residential development, rounding off and infill, there are many rural hamlets and small groups of dwellings which lack local facilities and access to public transport. These are considered not to be suitable for such a scale of development [whether market, affordable exception or brownfield development] as it would be unsustainable, likely to create additional rural isolation and put more financial pressure on new residents to find ways to access facilities elsewhere.

4.55 However, such locations may have a form and shape with clearly definable boundaries that offers the opportunity for infill development sites of 1 or 2 housing units. Such locations should not be 'just a low density straggle of development' and Cornwall Local Plan Paragraph 1.67 notes that the large gaps between the urban edge of a settlement and other isolated dwellings are not appropriate locations for infill development. Furthermore their proximity, accessibility and relationship to other settlements, facilities, employment and services required for day-to-day living are important considerations.

#### **Intent**

4.56 To ensure that residential development in hamlets is sustainable and of a scale and form suitable for their remote location.

#### **Policy H4 – Housing Development Outside Development Boundaries**

1. Small scale infill developments of 1 or 2 dwellings within rural hamlets and small groups of dwellings will be supported where:
  - A. The hamlet / group of dwellings has a form and shape with clearly definable boundaries; and

- B. The development that would fill a gap in an otherwise continuous frontage [which will normally be a road frontage]; and
  - C. The design of the development is in accordance with NDP Policy D1; and
  - D. The development will not diminish open land that is considered important to the character of the hamlet / small group of dwellings or setting of a nearby settlement.
2. In order to ensure that such developments are sustainable and that rural isolation is not increased, account should be taken of :
- A. The proximity, accessibility and relationship of the hamlet / small group of dwellings to facilities, employment and services required for day-to-day living; and
  - B. Whether opportunities exist to minimise the number or length of car trips including:
    - i. the availability of superfast broadband for home working,
    - ii. the ability to shorten car journeys by accessing rail or fast bus links to nearby settlements and towns for employment and services, and
    - iii. the ability to make short journeys on foot or bicycle.
  - C. Appropriate investigation, assessment of potential mineshafts, contamination and instability as necessary, and provision of proportionate remedial measures.

#### *Policy H5 – Rural Exception Sites for Affordable Housing*

##### **Policy Justification**

- 4.57 Rural exception sites are small sites located outside of but adjacent to the existing built up area of smaller towns, villages and hamlets, whose primary purpose is to provide affordable housing to meet local needs. They must be clearly affordable housing led and well related to the physical form of the settlement and appropriate in scale, character and appearance. (NPPF 2021 Glossary and CLP Policy 9). Such sites could supply up to 100% affordable housing, with open market housing only allowed as cross-subsidy to pay for essential delivery costs identified in a detailed financial viability assessment.
- 4.58 By their nature exception sites cannot be identified in advance and rely upon landowner/developer willingness to bring them forward in response to local need. Thus, it is essential to set effective criteria for consideration of planning applications for exceptional developments to ensure that they are appropriate for the scale and form of the settlements alongside which they are likely to occur, and to guide their development away from the most sensitive areas. CLP Policy 9 does this in general but the St Stephen in Brannel NDP may include additional criteria to reflect local circumstances, including the housing mix needed to meet projected needs.
- 4.59 The inclusion of a small extra room in very small dwellings can help accommodate occasional visits by relatives or carers and help the elderly or infirm to remain at home rather than requiring special accommodation outside the Parish.
- 4.60 Self-build can be provided on 'exception' sites in the form of low cost serviced plots offered to self-builders in local housing need to be occupied by that individual, discounted serviced plots, watertight shell units or built units (in the case of self-finish proposals) or off-site financial contribution in lieu of on-site or part on-site provision. Whilst self-build can allow for greater expression of individual tastes in design, it is important that the resultant dwellings share broad characteristics of form, scale and materials to ensure that they are well related to each other and to neighbouring development and landscape.

4.61 Some 33% of respondents to community consultation said that they would be interested in an affordable self-build plot.

## Intent

4.62 To set effective criteria for consideration of planning applications for exceptional developments, to ensure that this 'unplanned' development occurs in an acceptable format.

### **Policy H5 – Rural Exception Sites for Affordable Housing**

Affordable housing-led residential developments under CLP Policy 9 will be supported subject to:

- A. The site immediately adjoins the Development Boundary of a village as defined in Policy H2;
- B. There is evidence of a local affordable housing need within the community at the time of consideration (as identified on the HomeChoice and Help to Buy Registers and agreed with Cornwall Council) which is sufficient to justify the proposed number of dwellings, and the number of dwellings proposed does not exceed the requirement;
- C. The mix being one that reflects the nature of the identified local housing need with a presumption in favour of social rented tenure;
- D. An initial presumption of 100% affordable housing, and no less than 50% if cross-subsidy is required to ensure viability;
- E. If market homes are included the overall scheme being 'tenure blind' such that market and affordable homes are indistinguishable in design, materials and form.
- F. The inclusion of an appropriate element of 1.5 bedroom bungalow designs that allow a small ancillary room suitable for a carer or family member to stay, but is not considered a bedroom will be supported where appropriate.
- G. The proposed number of dwellings being appropriate to the size and role of the settlement;
- H. Where there is potential for harm to the landscape setting of a settlement, the submission of a satisfactory landscape and visual impact assessment (LVIA) prepared under the Landscape Institute guidelines, in accordance with Policy 8.
- I. The development being in accordance with Policy D1 and:
  - i. Include appropriate archaeological assessment;
  - ii. Retain field boundaries wherever possible.

### *Policy H6 – Community Led Housing*

#### **Policy Justification**

4.63 NPPF 2021 encourages several routes to the delivery of sufficient affordable housing to meet local needs including what it describes as 'Other affordable routes to home ownership'. This refers to housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale and rent to buy and housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Another route is via a local Community Land Trust [CLT], which are democratic non-profit organisations that own and develop land for the benefit of the community. These can be set up by the local community, or a landowner, developer or Council.

4.64 Policy 6 of the Cornwall Local Plan says that self-build housing can be affordable, market housing or starter homes. Self-build can be more affordable than purchasing a home in the local market, especially where there

is an element of 'sweat equity' (personal labour) which can provide the equivalent of a 10% discount on the open market value of a property, so it may provide an 'other affordable routes to home ownership' solution for those people whose needs may not be met by the market and who are unable to find a suitable affordable home in their area. This will help people to stay in, and support, their communities.

- 4.65 Developers and housing associations and Trusts can support self-build in the form of low cost serviced plots offered to self-builders in local housing need to be occupied by that individual, discounted serviced plots, watertight shell units or built units (in the case of self-finish proposals) or as an off-site financial contribution in lieu of on-site or part on-site affordable housing provision. Individuals or associations of individuals, applying for their own self-build plot(s), or community led projects.
- 4.66 An accompanying Design Code for the whole self-build element of larger schemes may be produced in agreement between the landowner and the Council. This will help to provide a flexible planning permission and clarify and guide what forms of development are acceptable on a site, giving greater certainty to all parties. It is good practice for plot providers to seek to provide a mix of serviced plot sizes to meet the range of demand and affordability.

#### **Intent**

- 4.67 To support local housing initiatives that help address affordable housing needs.

#### **Policy H6 – Community-Led Housing**

Proposals will be encouraged from individuals, community groups, land trusts, and registered affordable housing providers and developers working individually or in partnership which:

- A. Can demonstrate a direct benefit to the local community by using different innovative routes to affordable housing such as self-build, in accordance with the NPPF definition of other affordable routes to home ownership, to provide affordable housing in perpetuity, and
- B. Are delivered through small scale residential development and infill within development boundaries, or as part of the affordable housing mix on rural exception sites, and
- C. They are secured as locally restricted affordable dwellings on all future resales and as primary residences through a planning obligation or covenant on the land exchange; and
- D. The number of bedrooms/unit size to be provided reflects the need identified in a current housing needs assessment; and
- E. An appropriately detailed Design Code for the whole self-build element is agreed with the Local Planning Authority.

#### **Regenerative Low Impact Development**

- 4.68 Regenerative Low Impact Developments are proposals that seek to enable off-grid lifestyles that minimise the ecological footprint of the inhabitants to sustainable levels. It is broadly self-sufficient in terms of energy, water and waste, whilst also providing a significant proportion of food and income directly from the land. It can achieve very low impact and high sustainability in ways that respect, conserve and enhance the landscape and cultural heritage of a site and its surroundings, whilst improving and increasing biodiversity, carbon sequestration, air, water and soil quality and other bringing relevant environmental enhancements
- 4.69 Policy AL1 of the Climate Emergency DPD sets out an approach to Regenerative Low Impact Development in Cornwall. The Policy is aimed at small groups and potentially private estates to provide affordable, low impact housing and other buildings necessary to support the proposed activities, tied to the restorative use of land and controlled by conditions regarding measurable carbon sequestration and environmental net gain. It allows for a departure from national and local policy preventing development in the open countryside, so any such proposals must clearly demonstrate a truly low impact approach and undergo rigorous assessment and ongoing monitoring.

### **Policy Justification**

- 4.70 During community consultation on the NDP the clear majority of respondents felt that building land should be made available to enable elderly, disabled or vulnerable people (with a link to the Parish) to live independently. ‘Ready for ageing?’ the report of the Select Committee on Public Service and Demographic Change, warns that society is underprepared for the ageing population. The housing market is delivering much less specialist housing for older people than is needed with the result that many people need to move to suitable accommodation or care-homes away from their own neighbourhoods, families and friends. This is a particular problem in rural communities and is relevant to St Stephen in Brannel Parish which also has an ageing population. From 2001 to 2020 the Parish population grew by 14.6%, an extra 996 people, the proportion of that population of working age dropped from 58.5% to 54.8% and the number of young people fell from 26.9% to 24.7%, whilst the proportion over retirement age grew from 14.6% to 20.5%. This trend is likely to continue and increase, as the proportion 50 or over increased from 33.7% to 42% from 2001 to 2020.
- 4.71 Many of these older people currently or will live in housing of a larger size that now exceeds their requirements. However, when these local households need to downsize into smaller and more specialised housing, there is a lack of affordable housing for the elderly available. Part of the solution may be to allow individual dwellings to meet a specific need on an exceptional permissions basis so that the vacated property can become available to a housed in need of larger accommodation.
- 4.72 As these people grow older the demand for specialist services and housing will increase dramatically. Extra-care housing is a model which directly addresses this need as it allows older people to live in their own homes within a local environment that provides an appropriate level of care through a range of stages of later life, causing less social and family disruption, and supporting improved mental health in old age. Other benefits include a positive impact on community resilience as people stay or become part of the ‘place’ and are able to contribute to the longer-term sustainability of the local community facilities and businesses. They may also incorporate facilities that are available to local people (eg computer suite, hairdresser, cafe/restaurant, etc), whilst providing additional and varied employment. The opportunities for larger houses to be released for families are likely to be enhanced, whilst the developments themselves can make more efficient use of land delivering at higher densities but often with same or less traffic impact.
- 4.73 Amongst the 6.4% of people reporting that their lives are severely restricted by health issues, there may from time to time be people with very particular specialist housing needs which may not easily be accommodated within the existing housing stock. In such occasional circumstances an exceptional permissions approach may help meet the needs within an equitable framework.
- 4.74 Cornwall Council are actively promoting extra care provision through its care and housing strategies, with Housing Supplementary Planning Guidance detailing the planning aspects. Although most provision will be in towns, a more innovative approach may be justified, to ensure that some of the provision is available within the surrounding rural Parishes. This could for example be either a ‘hub and spoke’ arrangement with rural extra-care dwellings provided in or alongside a larger village served by public transport, operating in conjunction with a central hub located at a nearby town, or a stand-alone development which reflects that the population of St Stephen in Brannel Parish is of a similar size to a small town and includes a growing number of older people.

### **Intent**

- 4.75 This Policy is intended to support and enable the provision of accommodation to meet the needs of the local community as it grows older, to maintain local community sustainability and inclusivity.



### **Policy H7 – Housing for Older People [or those with a particular specialist housing need].**

1. Proposals for specialist, affordable homes to meet an identified local need will be supported where:
  - a. The dwelling meets the needs of an individual older or incapacitated local person in affordable housing need\*.
  - b. The dwelling allows the release of an individual existing dwelling within the plan area into the local market or for transfer to a family member;
  - c. The dwelling is secured as affordable housing for local occupancy in perpetuity by way of a S106 legal agreement
  - d. It is located in a sustainable and well-connected settlement
2. Extra Care Units whose primary purpose is to provide housing and care to meet the needs of local elderly local elderly and/or disabled people, will be supported where it would:
  - A. meet current design standards including dementia friendly design
  - B. appropriate in scale, format, character and appearance;
  - C. be well related to the physical form of the settlement on a site within reasonable proximity to public transport, village amenities and facilities with a level and safe route of access.

\* Accessible homes standards are covered in Building Regs optional standards M4(2) (accessible and adaptable dwellings) and M4(3) wheelchair user dwellings -

<https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m>

4.76 *These links may be useful to provide guidance on Extra Care provision:*

- <https://www.cornwall.gov.uk/media/x4epfqzy/extra-care-and-enhanced-sheltered-accommodation-chief-planning-officer-s-advice-note.pdf>
- [\*Housing | Supplementary Planning Document \(adobe.com\)\*](#)

### **Policy H8 – Park Homes**

#### **Policy Justification**

4.77 A park home is a detached, single-storey, prefabricated residence on a rented plot of land within a privately-owned park. They are built in a factory and transported to the site, rather than constructed on the spot. As new they are warm and weathertight. A park home typically costs less to buy and run than a conventional property. Mid-Cornwall has traditionally been an area where park homes have proliferated, and there is a well-known site at Gainsborough, Foxhole. Interest in new sites has also been experienced.

4.78 Park homes may be an alternative route to affordable home provision that merits support. Because they are normally of a permanent nature, park home development is treated as permanent residential development in planning policy.

#### **Intent**

4.79 To ensure that Park Home developments are located in sustainable locations and are of an acceptable standard.

## **Policy H8 – Park Homes**

Proposals for park home sites for permanent residential use will be supported where:

- A. The site is in a sustainable location in or adjacent to an existing settlement with access to key services and facilities;
- B. The accommodation complies or will comply within 12 months of the granting of planning permission with British Standard BS3632 and meets the requirements of the Caravan sites and Control of Development Act 1960 (as amended) and the Mobile Homes Act 2013 in terms of both standard and condition of the unit and external layout within the context of surrounding area;
- C. The proposed development will demonstrate that they are designed in line with the ‘Lifetime Homes’ [M4(2) for accessible homes] criteria; and
- D. The site layout is acceptable in terms of privacy and amenity of site occupants and neighbouring properties.
- E. The site is not in any mineral safeguarding area or flood risk areas (including surface water flood risk).



# 5

## ST STEPHEN IN BRANNEL NEIGHBOURHOOD DEVELOPMENT PLAN

### SECTION FIVE: BUSINESS AND EMPLOYMENT

## 5: Business and employment

This section sets our policies for the protection and enhancement of local business and employment opportunities.

Strategic Objective	Policy Index
A. Safeguard existing employment sites within the Parish	BE1: Safeguarding and Enhancement of employment land.
B. Support growth of the wider local economy and local businesses, particularly those that support the development of environmental technologies and industries that offer regeneration and environmental benefits	BE2: New Business Development BE3: Working from Home and Home-based Businesses
C. Encourage efficient use and enhancement of existing employment land.	BE2: Conversion to Business Use and New Business Development
D. Support the diversification of agriculture	BE4: Rural Business Diversification
E. Encourage the growth of tourism which capitalises on the location and the distinctive historic environment.	BE5: Rural and Sustainable Tourism
<p><i>Cross Cutting Issues:</i></p> <p><i>Climate Crisis</i></p> <p>E. Reduce the causes of the climate crisis within our community</p> <p>F. Reduce the impact of the climate crisis on our community</p> <p>G. Encourage sustainable energy generation and use.</p> <p><i>Environmental sustainability</i></p> <p>H. Support self-sufficiency in communities, for food production, energy, work and leisure.</p>	<p>BE1: Safeguarding and Enhancement of employment land.</p> <p>BE4: Rural Business Diversification</p> <p>BE5: Rural and Sustainable Tourism</p>

5.1 The evidence on which this theme's objectives and policies is based can be found under this link: [Business & Employment](#)

### *Policy BE1 – Safeguarding and Enhancement of Employment Land*

#### **Policy Justification**

5.2 The 2018 questionnaire confirmed that local residents are keen to protect and boost employment opportunities in the Parish. Cornwall Local Plan Policy 5 says that Neighbourhood Plans should safeguard appropriate existing land, necessary for the delivery of the economic strategies for Cornwall. There are many workplaces in the Parish supporting a variety of jobs providing goods and services locally and to the wider

Cornish and national economy. There are five larger sites that host several businesses or their portfolio of functions that are particularly important to the local economy.

- 5.3 Older industrial and commercial premises, built at a time when car-ownership was less common and commercial vehicles were smaller, often have inflexible layouts, life-expired buildings, and poor environments, which tend not to attract inward investment and higher technology development and can cause negative customer impressions that restrict competitiveness.

#### Intent

- 5.4 To identify the key local existing employment sites that should be safeguarded from loss under CLP Policy 5.4 and to encourage and enable upgrading and improvement of employment sites to a standard more appropriate to modern needs, subject to criteria protecting the local environment and encouraging improved sustainable transport options.

#### Policy BE1 - Safeguarding and Enhancement of Employment Land

1. The existing employment sites identified in Figure 8 below and shown on the proposals map are safeguarded in accordance with CLP Policy 5.
2. Sites will only be released if:
  - A. It can be demonstrated that the use of the premises for the existing or another commercial usage is no longer viable.
  - B. The proposed alternative use would provide equal or greater benefits for the local economy and community than its current use.
3. Where any of these sites is no longer required, the mechanism for release in Policy 5 of the Cornwall Local Plan will apply.
4. The redevelopment and/or enhancement of employment uses on existing sites to provide upgraded premises and improved environment will be supported subject to there being no significant detrimental impact on the amenities of adjoining residential areas. Proposals should seek to improve pedestrian/cycle links to adjoining residential areas and village centres, pedestrian links to public transport routes, and enhance the usability and safety of existing routes.

**Figure 8: Existing employment sites identified under NDP Policy BE1.**

<b>Ref No.</b>	<b>Site</b>	<b>Type</b>
1.	Hawkins Motors (2)	Motor Agents
2.	Gwindra Industrial Estate	Business units
3.	Old School Workshops	Business units
4.	Goonvean Industrial Park	Business units
5.	High Street Industrial Estate	Business units

#### Policy BE2 – New Business Development

##### Policy Justification

- 5.5 During community consultation on the NDP, key findings were that 60% of respondents agreed that land should be made available for business use to create jobs within the Parish. Residents also felt more workshop/light industrial units, micro farm/market garden land and units and starter units were needed within the Parish.



- 5.6 NPPF Paragraph 83 says that planning policies should enable the sustainable growth and expansion of all types of business in rural areas through conversion of existing buildings and well-designed new buildings, and the development and diversification of agricultural and other land-based rural businesses. Para 84 goes on to recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances they should be sensitive to surroundings, not have an unacceptable impact on local roads and exploit opportunities to make a location more sustainable. The use of previously developed land is also encouraged. However, given the emphasis in the NPPF on housing provision, it would be inappropriate to support business conversions which involve the loss of a dwelling.
- 5.7 ‘Vision 2030: The Cornwall and Isles of Scilly Strategic Economic Plan 2017 – 2030’ prepared by the Cornwall and Isles of Scilly Local Enterprise Partnership aims to achieve a situation by 2030 in which ‘Cornwall and Isles of Scilly will be the place where business thrives and people enjoy an outstanding quality of life’.
- 5.8 The ‘strategic drivers’ flowing from these are to support innovation and creativity, seek productivity-led and inclusive growth, help people build great careers, support vibrant communities and ensure that Cornwall has global recognition. The strategy calls for actions which build cultural identity and excellence, support environment-based growth, promote healthy and diverse communities, and encourage innovation in industry, including agri-tech and digital connectivity. The need to support rural areas, which are often remote from job markets and have declining local opportunities, are specifically recognised as needing attention. The Parish falls into the ‘Mid-Cornwall Growth Corridor’ which straddles the peninsula, and the ‘Engineering and Digital Collaboration’ zone running from St Mawgan south west to Truro , Camborne-Redruth, and Falmouth.
- 5.9 NDP Policy should therefore support new business development particularly where it aligns with the aims of the Cornwall Strategic Economic Plan. To help tackle deprivation, new business development should aim to deliver higher value jobs by including attractive and adaptable spaces suitable for a wide range of modern manufacturing, innovation and evolutionary processes.

### Intent

- 5.10 To encourage new business and commercial enterprises in support of the Cornwall Strategic Economic Plan which are appropriate for our rural environment, and assist the sustainability of existing businesses,. This Policy will also support extension of an existing business where re-location is not viable and community schemes for the provision of critical services.

### **Policy BE2: New Business Development**

Proposals for new and expanding businesses which align with the aims of the Cornwall and IoS Local Economic Partnership’s ‘Cornwall and Isles of Scilly Strategic Economic Plan 2017-2030’, the ‘Cornwall and the Isles of Scilly Industrial Strategy’, or deliver attractive and adaptable spaces suitable for a wide range of modern manufacturing, innovation and evolutionary processes, will be supported subject to the following criteria:

- a. It is located within or adjacent to existing groups of buildings or use previously developed land.
- b. The scale, form, bulk and general design is appropriate to its location.
- c. The proposed use will not have a materially adverse impact on the rural environment and the amenity of adjoining residential properties in terms of, noise, effluent or fumes it would emit, and the traffic it would generate.
- d. It includes on-site and/or nearby on-street parking that is adequate to meet the needs of the business and does not create road hazards that are considered unacceptable by the Highway Authority.

- e. Where appropriate and feasible, it supports opportunities to make the location more sustainable by improving the scope for access on foot, by cycling or by public transport, and
- f. Demonstration of how they effectively take account of NDP policies having regard to Design and CEDPD Policy on Biodiversity Net Gain
- g. Additionally, If a conversion:
  - i. A water supply, sewerage and sewage treatment and waste disposal can be provided.
  - ii. It will not conflict with the need to conserve the best and most versatile agricultural land and minimise interference with farming.
  - iii. The building is capable of change or conversion without the need for major extension or rebuilding.
  - iv. If extension is required the scale, design and use of materials retain the existing character of the building and relate to its surroundings; and
  - v. There is no loss of residential dwellings.
  - vi. If a conversion or change of use of a listed building, the proposal is in accordance with CLP Strategic Policy 24 [Historic Environment] will apply.

5.11 In order to maintain and enhance Cornish Distinctiveness it is important that new developments, conversions and improvements to existing buildings, particularly in sensitive rural and historic environments, are well designed. Where appropriate reference should be made to Cornwall Council's 'Using Distinctiveness' guidance, the associated Farmsteads Guidance, and the Sustainable Building Guide to retrofitting existing buildings and Improving Energy Efficiency in Historic Buildings. [ <https://letstalk.cornwall.gov.uk/cornish-distinctiveness> ].

### *Policy BE3 – Working from Home and Home-based Businesses*

#### **Policy Justification**

- 5.12 According to DBIS figures (2014) 1 in 10 domestic properties are home to at least 1 business. Although the number of people running such businesses in St Stephen in Brannel Parish is lower than in much of rural Cornwall, this is forecast to become a major and increasingly valuable part of our local economy.
- 5.13 The COVID 19 pandemic has meant a greater focus has been placed on the ability of employed people to work from home (WFH) and highlighted the requirement for appropriate home office space and sufficient broadband speeds. It has also been forecast that in the post COVID-19 era there will be considerable growth in WFH. This has the potential to make local services more viable and by reducing travel to work have positive impact on climate change.
- 5.14 Locally Census 2011 data says that 390 or 11.6% of all usual residents aged 16 to 74 in employment worked 'mainly at or from home', compared to 15.8% in Cornwall and 10.3% in England. Given the trends reported above, it is likely that this proportion has increased and will continue to grow substantially in the future. These trends have the potential to make local shops and other services more viable and by reducing travel to work have a positive impact on climate change, although the impact on supporting services in business districts may be harmful.
- 5.15 People may not have a suitable space within their home from which to run a business or 'WFH', or they may wish to distinctly and deliberately separate their work and living space. There could also be the need, on occasion, for ancillary workers such as managers, book keepers or accountants to visit home workers. Thus to maximise the opportunity for home run enterprises to be created and supported in the long term there is a

need to support the construction of extensions, the conversion of outbuildings, and the development of new free standing buildings in gardens from which businesses and home workers can operate.

## Intent

5.16 In most cases planning permission is not required. However, where building alterations beyond Permitted Development limits are involved, or the scale of business materially changes the use of the premises, working from home or setting up and growing a new business on land within residential areas can have impacts on the amenity of adjoining residents or cause other environmental harm. Elsewhere there may be no problems. Therefore a criteria based approach to impact assessment of planning applications for such development allows balanced consideration of the impacts that might occur in different situations.

### **Policy BE3 - Working from Home and Home-based Businesses**

1. Where planning permission is required, the use of part of a dwelling for office and/or light industrial uses, and for small scale free standing buildings within its curtilage, extensions to the dwelling or conversion of outbuildings for those uses, will be supported, provided that:

- A. Other than minor ancillary support, servicing and maintenance, all work activities are carried out only by the occupants of the dwelling; and
- B. No significant and adverse impact arises to nearby residents or other sensitive land uses from noise, fumes, odour, or other nuisance associated with the work activity; and
- C. The activities involved are not likely to generate a significant level of additional traffic (eg, off-site staff visits, deliveries, collections) or result in parking congestion around the site or on approach roads, or harm road safety;
- D. Any extension or free standing building shall be designed having regard to the design policies in this Plan and should not detract from the quality and character of the building to which they are subservient by reason of height, scale, massing, location or the facing materials used in their construction.

2. Proposals for development to provide small-scale employment opportunities in residential areas, including the creation of live-work units, will be supported provided that the proposals do not involve the loss of a dwelling and do not unacceptably detract from the residential character of the area.

3. In all cases, demonstration of how they effectively take account of NDP policies having regard to Design and CEDPD Policy G2 on Biodiversity Net Gain.

### *Policy BE4 – Farm Business Diversification*

#### **Policy Justification**

5.17 St Stephen in Brannel is a rural Parish and includes, particularly to its south, a network of farms which are an integral part of the fabric of the local area. A proven successful approach to the development of the rural economy in accordance with NPPF para 83 is to support the diversification of agricultural and other land-based rural businesses. This approach also supports the stewardship of the local landscape, biodiversity, heritage and recreational resources that benefit the Parish residents and visitors. The average income from farming enterprises is low in comparison to other industries and also unpredictable, being easily affected by currency exchange rates, supply and demand factors, and climate change impacts. The uncertainty over the future of farming after Brexit means there is a need to sustain existing businesses by providing more predictable revenue streams. Diversification of agricultural product and extended processing or into other land-based activity and local retailing can be of great assistance. However, diversification generally requires significant investment and commitment to a long payback period. It can also have negative environmental and

amenity impacts. Given the distinctive historic environment and landscape identified in the NDP Evidence Base, it is therefore necessary to support the diversification of agricultural and land-based rural businesses in ways that protect and enhance the special qualities of the area. This can support specialisation according to local strengths, for example in small scale ‘added value’ food processing by farm producers, traditional crafts, and advanced ‘digital businesses’ and also encourage the formation of new businesses.

## Intent

5.18 This Policy seeks to ensure that sustainable initiatives which allow farmers to diversify can be supported through the planning system. This Policy seeks to ensure a planning framework which allows businesses to grow in a sustainable manner, without having an adverse effect on the local community.

### Policy BE4 – Farm Business Diversification

Farm business diversification proposals that require planning permission will be supported where they help to manage, reduce or absorb carbon or other emissions, sustain the rural economy, provide local employment and maintain or enhance the character of the landscape and environment and:

- A. Are complementary to and sustain the long-term operation of the farm business; and
- B. Do not compromise the working of the farm business and its land management; and
- C. Are located within or well related to existing building groups; and
- D. The activities and structures do not have an adverse effect on the environment, tranquillity, wildlife and landscape, or place an unacceptable burden on local infrastructure; and
- E. Accord with Policy AG1 of the Cornwall Climate Emergency DPD 2023, and
- F. Demonstrate how they effectively take account of NDP policies having regard to Design and CEDPD Policy G2 on Biodiversity Net Gain.

### Policy BE5 – Rural and Sustainable Tourism

#### Policy Justification

5.19 The Parish itself is in reasonable travelling distance of the well-known tourism centres of Newquay, The Eden Project, St Austell Bay, and the Roseland, and is a good location for touring taking in both the north and south Cornwall coasts, all less than one hour drive. The Parish is also well positioned to take advantage of the growing interest in walking and cycling having a reasonably good network of public rights of way and potential links to the Clay Trails, with the ‘Blackpool Trail’ already in place, and gems like The Hidden Valley. However, although there are some campsites and holiday-let/B&B premises available, tourism as an activity is not well established in the Parish. To some degree this might be due to perceptions of the china clay area as an industrial landscape, and a lack of appreciation of the area’s intriguing industrial heritage. Few people would appear to be aware that in addition to its huge landscape impacts, the Cornish china clay industry has made important contributions to the national economy, and has had widespread social and cultural impacts, for example transforming the prosperity of the Potteries in England’s north, and stimulating well known authors [Bennet, The Five Towns etc] and local poets. It has an industrial heritage potential to equal Cornish tin and copper mining, and coal extraction elsewhere in Britain, but in the St Stephens in Brannel area it is relatively undeveloped.



- 5.20 Also in the Parish is the Tregargus Valley, a significant opportunity for sustainable tourism. The valley includes the remains of 6 China Stone mills which, together with their associated stone quarries, are the finest assemblage of Stone Mills in Western Britain and provides including links to the Grade II\* Chapel Mill within St Stephen village and opportunities to increase connectivity with the China Clay Trails.
- 5.21 Tourism has great potential for growth particularly post-Brexit and COVID-19 where holidays overseas are likely to be problematic for the medium term. Such growth can benefit the community by bringing employment and additional spending in the local economy, help to maintain the fabric of many important buildings and provide facilities which can also be used by local residents.
- 5.22 Restoration of china clay tips and pits in the future may offer opportunities for sustainable tourism development, for example leisure uses that combine open water within worked out pits with restoration of tips.
- 5.23 However excessive levels of tourism can damage the special local heritage, biodiversity and landscape qualities which are the reason that visitors and tourists come to the area, add to traffic congestion and pollution and create competition for resources.
- 5.24 CLP Policy 5 encourages the development of new or enhancement of existing high-quality sustainable tourism facilities, attractions and accommodation appropriate in scale to their location and accessibility, to provide a balanced mix of economic, social and environmental benefits.
- 5.25 Tourism accommodation permitted in areas where it would not be sustainable for permanent residential use, or where the accommodation is unsuitable for permanent residential occupation will normally be subject to a holiday occupancy planning condition in order to make the development acceptable. However, where the location and design are suitable for permanent residential accommodation, such development may, if the local holiday market changes over time, be a means of helping to address local housing needs, in which case holiday occupancy conditions will not be applied, and existing conditions may be relaxed [depending on assessment of local circumstances].

### **Intent**

- 5.26 Therefore, it is appropriate to support tourism development that makes best use of the areas assets whilst providing care for them; maximises accessibility for residents to those facilities and features in the Parish that attract visitors, whilst offering protection to the special landscape and heritage character of the area. Tourism of this form may also extend the holiday season and thereby add to local prosperity. New businesses serving touring caravans, 'glamping' and farm tourism huts/cabins will be considered on their merit and must have regard to the impact such a development may have on the character of the area.

### **Policy BE5: Rural and Sustainable Tourism**

New and extended high-quality tourism facilities and accommodation will be supported where they are for tourism that capitalises on the peace and tranquillity of their rural locations, the Parish's important industrial heritage relating to the China Clay industry, its distinctive rural settlements, and encourages cycling, walking and public transport, and:

- A. Are within or adjoining existing settlements, on a scale appropriate to the settlement and not expand inappropriately into open countryside or dominate nearby villages and settlements.
- B. If in the open countryside and associated with a farm diversification scheme or an existing employment site, or a china clay restoration site, be of a scale and design proportionate to its surroundings, reflect the design and scale of existing buildings and respect landscape features;

- C. No significant and adverse impact arises to nearby residents or other sensitive land uses from noise, traffic generation, odour or other nuisance associated with tourism activity;
- D. The traffic impact is assessed as being acceptable within the local road network conditions
- E. Demonstrate how they effectively take account of NDP policies having regard to Design and CEDPD Policy on Biodiversity Net Gain
- F. Is physically accessible to people with impaired mobility and other disabilities such as impaired sight or hearing;
- G. Are socially inclusive, facilitating use by all sectors of the tourist and local community;
- H. Achieves improvements to sustainability, for example by recycling waste, using renewable energy and sourcing produce and materials locally.
- I. Do not increase the vulnerability of visitors to local flood risks.
- J. New tourism accommodation which is provided in a location or with a design that is unsuitable for full-time permanent occupation, shall be subject a planning obligation to guarantee holiday use.





# 6

## ST STEPHEN IN BRANNEL NEIGHBOURHOOD DEVELOPMENT PLAN

### SECTION SIX: COMMUNITY FACILITIES, RECREATION AND OPEN SPACE

## 6: Community Facilities, Recreation and Open Space

This section sets our policies for the protection and enhancement of local services, open and green spaces.

Objective	Policy Index
A. Protect existing community facilities, recreation sites and open spaces	CF1: Safeguarding and Enhancing Neighbourhood Community Facilities Safeguarding Community Facilities CF2: Local Green Spaces CF3: Key Recreation Spaces and Sports Pitches
B. Support high quality, accessible and affordable community facilities to meet the changing local health and well-being, education, shopping, leisure and recreation needs of all parts of the community.	CF1.2: Safeguarding and Enhancing Neighbourhood Community Facilities Safeguarding Community Facilities CF4: Facilities For Young People
C. Ensure new development is appropriate in scale to the ability of social and physical infrastructure to support it.	CF5: Development Infrastructure for Growth
Cross Cutting Issues: <i>Health and well-being</i> A. Protect and enhance leisure opportunities, social gathering places, and ensure that design discourages crime and encourages exercise.	CF1: Safeguarding and Enhancing Neighbourhood Community Facilities Safeguarding Community Facilities CF2: Local Green Spaces CF3: Key Recreation Spaces and Sports Pitches

6.1 The evidence on which this theme’s objectives and policies is based can be found under this link: [Community Facilities](#)

### *Policy CF1 – Safeguarding and Enhancing Neighbourhood Community Facilities*

#### **Policy Justification**

6.2 Community facilities are vital to maintaining a happy, cohesive and socially inclusive community and crucial to its social and physical well-being. As noted earlier, St Stephen in Brannel Parish has a variety of community facilities dispersed across the eight villages to help meet the day-to-day needs of the community. However, these vary in their viability and range, whilst hamlets have little or no supportive social infrastructure. In community consultation, when asked what three things were most liked about the Parish, respondents they rated local shops, cafes and pubs, as the second highest, after the rural nature and countryside. The local sense of community was rated third. However there is concern about a gradual decline in and centralisation of community facilities, which has resulted in residents having to travel further to access facilities. There is further concern about the impact that any growth will have on the capacity of facilities. Ongoing maintenance and improvement are typical issues for such facilities and additional population, and therefore additional use, may put them under pressure by causing additional wear and tear on fabric and facilities.

- 6.3 Many of these facilities are potential assets of community value that could be nominated for further protection under Cornwall Council’s Register of Assets of Community Value.
- 6.4 The Cornwall Local Plan Policy 4 says that community facilities should, wherever possible, be retained and new ones supported, and that loss will only be acceptable where the proposal shows there is no need for the facility or service, or it is not viable; or adequate facilities or services exist or the service can be provided in accessible locations elsewhere.

**Intent**

- 6.5 The aim of this Policy is to ensure that existing facilities are retained and enhanced to support the existing community and meet the needs of the community in the future.

**Policy CF1 – Safeguarding and Enhancing Neighbourhood Community Facilities**

1. The facilities in Fig 9 and shown on Maps 4 to 11 are recognised as being of significant importance to the local community and proposals for loss or change of use will need to meet the requirements of CLP Policy 4.4.
2. Well-designed development proposals which diversify and improve the range of services and local community facilities will be supported where any increase in use will not harm the amenity of neighbouring properties.
3. Developers are encouraged to:
  - (a) Encourage the use of active travel or public transport.
  - (b) Improve the viability of established community uses of buildings and facilities.
  - (c) Provide a well-designed public realm.
  - (d) Increase the range of every-day facilities and services within reasonable walking distance of residential areas.
  - (e) Incorporate opportunities for informal gatherings in a safe and clean environment.

**Figure 10: Community Facilities identified under NDP Policy CF1**

<b>Ref No.</b>	<b>Location</b>	<b>Facility</b>	<b>Type</b>
	St Stephen	Brannel Surgery	Health
		Brannel School	Secondary Education
		St Stephen Churchtown Academy	Primary Education
		Coop WS Ltd	Local Shopping [& Post Office]
		Phoenix Stores (Nisa),	Local Shopping
		St Stephen In Brannel Car Park	Car Park
		Queens Head	Public House
		Brannel Launderette	Personal Services
		Real Ocean	Take away food
		St Stephen Community Centre	Community Centre/Club
		Archies Fish and Chips	Take away food
		Daniels Hair Salon	Personal services
		Cricket Club and Bowling Pavilions	Community Centre/Club
		Brannel Room	Meeting place
		St Stephen in Brannel Church	Place of Worship
		Blackie’s Express Shop and Garage	Local Shopping [& Fuel]
		St Stephen Pharmacy	Health

		St Stephen Toilets	Public Conveniences
	Foxhole	Premier Shop	Local Shopping [& Post Office]
		Foxhole Institute	Community Centre/Club
		Foxhole Learning Academy	Primary Education
		Foxhole Medical Centre	Health
	Nanpean	Nisa Local	Local Shopping
		Nanpean Chinese Take Away	Take away food
		Nanpean Garage	Repair garage
		Social Club at Victoria Bottoms	Community Centre/Club
		St George's Mission Church	Place of Worship
		Methodist Church	Place of Worship
		Grenville Arms	Public House
		Nanpean Toilets	Public Conveniences
		Nanpean Community Primary School	Primary Education
	Whitemoor	Methodist Church	Place of Worship and Community Centre/Club
		Whitemoor Academy	Primary Education
	Treviscoe	Institute	Community Centre/Club
	Coombe	Coombe Community Hall	Community Centre/Club

### *Policy CF2 – Local Green Spaces*

#### **Policy Justification**

6.6 Within the Parish there some smaller open areas of local significance which are of particular importance to the local community and fulfil the requirements of the NPPF (101 to 102) for Local Green Space designation in that each green space:

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

6.7 The locations of Local Green Spaces should help to alleviate the shortfalls in open space identified in the open space assessment referred to under Policy CF3 and Figure 12 below, whilst those with historic significance, such as the Kings Arms Field, will help contribute to Cornish Distinctiveness.

#### **Intent**

6.8 To identify and protect the smaller green spaces that are of local significance in the Parish, consistent with Para 102 of the NPPF [ie '...consistent with that in respect of Green Belt..']

## Policy CF2: Local Green Spaces

1. The neighbourhood plan designates the following locations as local green spaces (as shown on Maps 4 to 12).
2. Inappropriate development will not be supported except in very special circumstances.

**Figure 10: Local Green Spaces identified under NDP Policy CF2**

<b>Ref No.</b>	<b>Location</b>	<b>Site</b>
	St Stephen	Kings Arms Field
	Coombe	Coombe Fields
	Foxhole	Former Mid Cornwall Clay Works
	Nanpean	Land adjacent to War Memorial, St Georges Road

## Policy CF3 – Key Recreation Spaces and Sports Pitches

### Policy Justification

- 6.9 The UK Active: Turning the Tide of Inactivity Report 2014 found that 1 in 4 people in England fail to achieve more than 30 minutes of moderate intensity physical activity per week over a 28-day period. Nationally, inactivity contributes to 1 in 6 deaths each year which equates to around 800 deaths in Cornwall and Isles of Scilly. The Joint Strategic Needs Assessment for Cornwall shows that in the St Stephen area approximately 30.2% of the population are inactive, and 14.9% are obese compared to 11.8% in Cornwall.
- 6.10 Physical activity is a way of tackling this toll. It has been shown to be effective in the prevention and treatment of a range of conditions with the potential to improve mental health, well-being and overall quality of life. It can also improve the educational attainment of children, help reduce anti-social behaviour and build self-esteem across the life course, contribute to urban regeneration, increase work productivity and employment. The NPPF 2021 says that planning policies should aim to achieve healthy, inclusive and safe places which enable and support healthy lifestyles (Para 92) and support the delivery of local strategies to improve health (Para 93b). The Physical Activity Strategy for Cornwall aims to transform activity levels in Cornwall to generate significant improvements in physical, mental, social and economic health.
- 6.11 The presence of attractive, safe and accessible parks, open spaces, play areas and playing fields close to residents has also been shown to increase the level of satisfaction with the local area, and improve mental health and well-being from exercise and relaxation. It can also improve the educational attainment of children, help reduce anti-social behaviour and build self-esteem across the life course, contribute to urban regeneration, and increase work productivity and employment. Parks and open spaces perform a considerable range of other vital functions for the community such as the following: -
- Habitat for wildlife and movement corridors for animals, important to local nature conservation.
  - Flood protection providing areas for rainfall to drain away.
  - Space for trees, too large for many gardens, which in turn provide shade, climate regulation and shelter.
  - Air and water purification.
  - Aesthetic & landscape enhancement and protection of green vistas.
  - Sense of well-being, improving desirability of an area and increase in property value.
  - A venue for social interaction, public art and community events.
  - An outdoor classroom allowing children to explore and learn about the natural world.

- Land for community food growing and enjoying horticultural achievements.
- Protection of areas and structures of heritage value.
- Carbon sequestration in tackling the causes of climate change.
- Contribution to local Cornish Distinctiveness.

6.12 In addition to formal and publicly accessible open spaces, open areas and woodland on the fringe of our settlements which link to green areas within the urban area can make an important contribution to recreation needs and to the setting and character of the settlement.

6.13 Cornwall Council has devised a process by which the adequacy of provision in a locality may be assessed. This identifies 8 types of space and assesses existing local provision taking into account quantity, accessibility and quality. Using this approach, an **Open Space Assessment** was carried out which concluded that:

- The Parish is very poor in quantity levels of provision of parks and gardens, amenity green space, civic spaces, natural and semi-natural green spaces. However the presence of nearby accessible countryside via the Public Right of Way and permissive paths network provides some compensation.
- Public sports provision is focused on St Stephen, Foxhole and Nanpean, which, combined with smaller facilities elsewhere, provide a useful cluster of sports provision for the Parish community.
- There are several good children’s play spaces covering the Parish settlements although there are shortfalls in terms of unequal distribution and barriers [such as busy roads] to access. Teen provision is more patchy.
- There is very little access to allotments in the Parish, other than at St Stephen.
- By settlement the situation is as follows:

**St Stephen:** Park, amenity and natural space very low, but very good provision of formal facilities north of the A3058, but the area to the south is affected by the main road which acts as a barrier to access for children’s play.

**Foxhole:** Park and amenity space is limited to the small areas within residential development and the green land surrounding Goverseth Football Pitch. Otherwise relatively well provided for, although the B3279 spine road bars access to play for children located to its east.

**Nanpean:** Park and amenity space is very limited. Otherwise this village is relatively well provided for, but the B3279 has some barring effect for the small area to its west and to some degree for the properties on the north side of Currian Road.

**Coombe:** There is no publicly accessible natural space as such in the village, but its rural setting and character compensate. Otherwise very good provision with a decent range of facilities.

**Treviscoe:** A recently refurbished playspace and small pitch is available which helps address the park, amenity and natural space shortfall, but the west end of the village is a little beyond the accessibility standard for play.

**Whitemoor:** The Recreation Ground is a useful facility combining several facilities which meet current and future requirements. The Crown Road area has good access to facilities, but the North Road area of linear development is beyond the accessibility standard for play.

**Lanjeth:** The playspace and kick-about are located to the extreme east of the village, so that the west end of the village is beyond the accessibility standard for play. Access is also affected by the A3058 which acts as a barrier to the properties north of it.

**High Street:** No facilities.

**Coombe:** Very good provision with a range of facilities.



6.14 In order to alleviate current and likely future shortfall in provision the Open Space Assessment recommended the following measures:

- Set realistic local standards for provision of recreation and open spaces facilities on the basis of a m2 per person requirement that reflects local distribution, conditions and levels of expected new development.
- A standard m2 per person requirement for type 5 [teen] and type 6 [allotments] across the Parish to help deliver NDP priorities.
- Where new provision is not viable or necessary within a development site, require an improvement in quality of nearby facilities to mitigate for the additional population, involving off-site contributions (through Section 106) in local open space improvements, such as increasing sports pitch capacity, repair and enhancement of play equipment and addressing existing accessibility issues.
- Identify 'Areas of Search' for new children's play space at St Stephen [south of the A3058], Lanjeth [East], High Street, Foxhole [Carpalla] and Whitemoor.
- Encourage enhancement of and improvement of links to the PRow and permissive footpath network to increase access to natural green space.
- Encourage multifunctional use of public sports provision [e.g. shared use, improved access arrangements etc].
- Provide a greater degree of multifunction with regards to biodiversity, connectivity and hydrology. The Open Space Strategy for Larger Towns in Cornwall contains a set of design principles that relate primarily to the open space function and it is recommended that their use be considered.

#### Intent

6.15 The Policy will help to secure those facilities for current and future residents and help to preserve their roles, identify the provision standards for the levels and types of facilities required in the future, and help prioritise and manage public sector investment into new and existing provision. It will also support community based or commercial initiatives which will provide new and enhanced opportunities for greater participation in healthy activity.

<b>FIGURE 11 RECOMMENDED FUTURE QUANTITY PROVISION STANDARD (M2/PERSON) TAKING INTO ACCOUNT DISTRIBUTION AND LOCAL CONDITIONS</b>							
<b>Typology</b>	<b>ST STEPHEN</b>	<b>FOXHOLE</b>	<b>NANPEAN</b>	<b>COOMBE</b>	<b>TREVISCOE</b>	<b>WHITEMOOR</b>	<b>HIGH STREET &amp; LANJETH</b>
1. Parks, amenity	6.45	5.00	10.00	0	10.00	0	10.00
2. Natural space	12.00	6.00	6.00	6.00	6.00	6.00	4.00
3. Public sport	0.00	0.00	0.00	0	6.00	1.5	0
4. Children's Equipped Play	1.50	1.50	0.50	0.20	0	6.00	6.00
5. Teen provision	1.00	1.00	1.00	1.00	1.00	1.00	1.00
6. Allotments	0.33	2.50	2.50	2.50	2.5	2.5	2.5
<b>Total for 1 – 6 (standards apply)</b>	<b>21.28</b>	<b>16</b>	<b>20.00</b>	<b>9.70</b>	<b>25</b>	<b>17.00</b>	<b>23.50</b>

### **Policy CF3: Key Recreation Spaces and Sports Pitches**

1. Development which would lead to the loss of, or harm the quality and accessibility of existing and any new Parks & Amenity (Type 1), Natural Space (Type 2), Public Sport facilities (Type 3), Equipped Playspaces for Children (Type 4), Equipped provision for teenagers (Type 5), Allotments (Type 6), Cemeteries (Type 7) and Private Sports Facilities (Type 8) will not be supported, except where it is demonstrated that the site is surplus to requirements; or equivalent or better facilities will be provided; or the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss. [The location of existing facilities is shown on Map 12a and 12b.]
2. The provision of new, or the enhancement of existing community equipped Playspaces for Children (Type 4) facilities will be supported in the following localities:
  - St Stephen, south of the A3058
  - Lanjeth [East]
  - High Street
  - Foxhole [Carpalla]
  - Whitemoor
3. Further priorities should be to maximise Equipped Provision for Teenagers (Type 5) and more Allotments (Type 6) provision.
4. The standards for open space provision set out in Figure 11 will apply to all new residential development.
5. Developments will be required to contribute to the creation and maintenance of the open space required through a Planning Obligation agreement. Where new provision is not viable or practicable within the site boundary, contributions towards the enhancement of existing off-site facilities will be required to mitigate for impact from the additional population. These should include:
  - a. Enhancement of and improvement of links to the PRoW and permissive footpath network to increase access to natural green space.
  - b. Multifunctional use of public sports provision [e.g. shared use, improved access arrangements etc] to increase access to parks and amenity land.
  - c. Enhancement, extension and repair of existing play space so that it can continue to meet local needs.
6. The provision of additional or enhanced facilities that will provide opportunities for involvement in healthy physical activity will be supported where they provide multifunctionality with regards to biodiversity, connectivity and hydrology, and respect residential amenity.

### *Policy CF4 – Facilities for Young People*

#### **Policy Justification**

6.16 The NPPF stresses the need to plan positively for the provision and use of community space and facilities. This includes the provision of facilities that are of the appropriate quality and scale to serve the needs of our young people and encourage them towards pursuing a full and fulfilling life. The evidence base shows that St Stephen in Brannle Parish has a smaller proportion of young people than is average for Cornwall, the SW and England, that the number of school age residents has fallen since 2002, and that the population profile become dominated by older people. However, the proportion of young adults has increased, as has that for pre-school age children. It is important going forward therefore that the needs of these young people are not hidden amongst the demands for services for the rest of the community.

## Intent

6.17 To ensure that the needs of the Parish's young people are not neglected.

### **Policy CF4 - Facilities for Young People**

Proposals for development that provide facilities for the benefit of young people will be supported where it is demonstrated that the proposal is based on an up-to-date understanding of needs and demand for the proposed facility and there would be no unacceptable adverse impact on the amenity of nearby residential areas.

### *Policy CF5 – Development Infrastructure for Growth*

#### **Policy Justification**

- 6.18 Any development requires 'infrastructure' to support it. Development infrastructure includes such things as approach roads, internal roads, sewage treatment arrangements (drains and capacity at the treatment works), water supply, surface water drainage, open space, education, etc, which must be adequate to meet the needs of the incoming population without harming the ability of infrastructure suppliers to meet the requirements of existing development and customers. Development infrastructure is usually paid by the developer, either directly by provision on site, or through contributions to the infrastructure supplier/operator if the additional provision required is off-site. This is usually arranged under S106 of the 1990 Planning Act, or s253 of the 1980 Highways Act.
- 6.19 By law, such contributions cannot be required to pay for improvements to overcome existing infrastructure inadequacy beyond the requirements of the new development concerned, although by careful timing and co-ordination of other matching funds, this may be achievable.
- 6.20 A perceived issue within communities is that infrastructure provision is often delayed, sometimes well beyond the time at which it was agreed to be delivered. The community wants infrastructure and facilities to be developed alongside development.
- 6.21 In St Stephen in Brannel Parish, infrastructure contributions will be necessary to cover:
- a. Provision of affordable housing
  - b. Adequate vehicular access and transport links
  - c. The provision of additional capacity at schools
  - d. Open space, including an open space delivery plan outlining phasing, detailed design specifications, maintenance requirements & estimated costs and how these will be sustained in the long term, in accordance with the standards set out in Figure 11 above
  - e. Additional service capacity in local health care facilities
  - f. Mitigation for the impacts of development on nature conservation sites
  - g. Biodiversity net gain
  - h. Sewage treatment
  - i. Water supply
  - j. Natural Flood Management, retrofit SuDS or Property Flood Resilience (PFR).
  - k. Other examples include mitigation for impacts on high street vitality, flood mitigation, social infrastructure and community facilities or other issues that may be required on a site by site basis.

6.22 In addition, the St Stephen in Brannel Parish Council Three Year Strategic Plan 2022-2025 includes the following initiatives that new development could contribute to as they concern matters new development could add pressures to:

- Resurfacing of St Stephen Short Stay car-park
- The extension of St Stephen Churchtown cemetery
- Maintenance/ improvement of various areas of land and buildings devolved by Cornwall Council
- Installing Speed Indicator Devices to help manage speed limits
- Installing mobile defibrillators across the Parish.
- Maintenance and improvement of grass verges/ weed spraying
- Creation of a Climate Change Plan
- Extension of Air Quality Monitoring

#### **Intent**

6.23 The intention of this Policy is to ensure that development of services and facilities takes place alongside any future development

#### **CF5 - Development Infrastructure for Growth**

Development proposals within ST Stephen in Brannel Parish NDP area will be supported where the infrastructure provision is consistent with the requirements of Policy 28 {Infrastructure} of the Cornwall Local Plan and effectively addresses local requirements. Any off-site contributions for recreational spaces should take into account the standard and distribution table set out in Figure 11 and Policy CF3.

# 7

## ST STEPHEN IN BRANNEL NEIGHBOURHOOD DEVELOPMENT PLAN

### SECTION 7: DESIGN, HERITAGE & CORNISH DISTINCTIVENESS

## 7: Design, Heritage & Cornish Distinctiveness

This section sets our policies to maintain and improve the quality of design and conserve the historic environment. These policies apply to all development, regardless of intended use.

7.1 **The Cornish Distinctiveness Initiative.** As part of the Cornwall Devolution Deal, the 'Cornwall Historic Environment Cultural Distinctiveness and Significance Project', was commissioned to make sure that Cornwall's historic environment is recognised when designing change and making planning decisions. The project has developed documents which include some prompts, suggestions, ambitions and hopes. 'Distinctively Cornish: Valuing What Makes Cornwall Cornish' says that 'All places within Cornwall, while different or distinct from each other, and whether ancient or modern, are distinctively Cornish. They have been made so in the past, and they can be made so (and kept so) in the future'.

7.2 It identifies five themes to sum up what is distinctive about Cornwall:

**One: Linguistic** - A Celtic language, and a Cornish way with the English language: both still spoken and both visible every day in the names of places, from tre to splat, chy to row and in dialect, from loustering to scheming.

**Two: Economic** - A uniquely diverse rural, industrial, urban and marine economy, much of it characterised by a particularly Cornish resourcefulness and innovation, adapting to conditions and taking opportunities.

**Three: Topographical** - Distinctively Cornish ways of living in and working with a beautiful, rugged and exciting natural topography.

**Four: Natural** - Equally distinctively Cornish ways of adapting a natural environment that reflects that diverse topography, especially its flora and fauna. Cornish ways of adapting to that natural environment, living closely and respectfully with nature, and also introducing a distinctively Cornish suite of non-native plants and animals.

**Five: Spirit** - The distinctive Cornish identity and spirit, Onen hag Oll, One and All. The ways we have of relating to place, to each other, to our culture and that of others. From maintaining customs to gathering for ceremonies, festivals, feasting and pleasures, partaking in rituals and religious practices, engaging in raucous and more disciplined sports, composing and retelling stories, creating art and literature, making music and dancing wildly; all these contribute tangibly and intelligibly to what it is that makes Cornwall distinctive.

7.3 Caring for this distinctiveness when making decisions that will affect Cornwall in the future will help the economy, society and individual people in many ways:

- It will reduce or halt the gradual diminishment of Cornwall's distinctiveness, which to many is its principal asset, the basis of its brand, a major contributor to the beauty and the interest of its places
- It will ensure that Cornwall's landscape, towns and sites continue to be a major part of Cornwall's draw for visitors, contributing greatly to the tourism that is worth nearly £2 billion a year to Cornwall's economy, supporting jobs and giving pleasure to people from all over the world
- It will help make Cornwall a better place to be, a more attractive place in which to work, live, relax and play. This will increase people's sense of well-being and encourage them to be more active and healthier
- It will inspire people to learn about and engage more actively with the places they know and love, and get more involved in deciding their future

- 7.4 This will contribute to Cornwall's sustainability and resilience and ensure that future generations can continue to draw on the cultural and heritage capital that distinctiveness contributes to. Additionally, it will encourage younger people's involvement in maintaining, celebrating and understanding Cornwall.
- 7.5 **'Distinctively Cornish: Valuing What Makes Cornwall Cornish'** identifies two forms of distinctiveness:
- The Typical:** The first form of distinctiveness depends on the many aspects of our historic environment that are 'Typical of Cornwall' or more usually typical of areas within it. Typical aspects of the historic environment may be found through all or large parts of Cornwall or they may be restricted to areas as small as a corner of a Parish.
- The Particular:** The second form of distinctiveness recognises that there are some aspects of our historic environment that are 'Particular to Cornwall', either not found elsewhere or much less frequently such as particular forms of historic structures or archaeological sites, china clay and china stone workings, tin mines, miners' smallholdings, and terraces and rows of industrial workers' housing.
- 7.6 The companion Document **'Using Cornish Cultural Distinctiveness'** contains an advice note as to how NDPs can help to care for, value and enhance Cornish distinctiveness through the application of a 'distinctiveness assessment framework' in the NDP formulation process which will help to understand and describe how the historic landscape, buildings and places in the NDP area contribute to its sense of place and cultural distinctiveness and develop policies that will care for and reinforce that distinctiveness. This NDP's, Development Boundary, Local Greenspace Report and Design Guide together represent the NDP's Cornish Distinctiveness Assessment, which is reflected in the policies of this NDP.

### *Policy D1 – Design & Development Standards*

#### **Policy Justification**

- 7.7 The design of buildings has in the past been influenced by factors such as the local availability of construction materials, the technology of the times, social conditions, needs and functional roles, and the traditional skills (and ability) of the builders. This has imparted the locally distinctive architectural style and the pattern and layout of development that is now highly valued. The National Design Guide says that well-designed places and buildings come about when there is a clearly expressed 'story' for the design concept and how it has evolved into a design proposal explaining how the concept influences the layout, form, appearance and details of the proposed development and draws its inspiration from the site, its surroundings and wider context.
- 7.8 In response to consultation, people said that new development should be in keeping with area, sympathetic to the different styles of our villages and protect the unique heritage of the area. It is therefore important that full account is taken of the local context in the design of new development so that it responds to and enhances our local "sense of place" and meets the expectations of people already living in the area. There is a need to ensure that, when new development proposals come forward, however small scale, they should contribute to the maintenance of this local distinctiveness, reflecting local building traditions and where possible reversing any harm that has occurred from the use of inappropriate designs and materials. To fit in well and be good neighbours to adjoining buildings and their occupants, the proportions and positioning of new buildings should be informed by and consistent with the scale and character of the surrounding area, reflecting the curtilage, scale, net density and roofline of adjacent buildings, the streetscape, its historic street-lines and established/traditional building line practice.
- 7.9 It is important to note however that the Parish also welcomes diversity in design, and that it is possible through careful design to respond to the scale, density and character of settlements without limiting originality and innovation .



- 7.10 Good design is also a factor in improving the local acceptability of new housing schemes, which is essential if local housing needs are to be met without creating social divisions and controversy. It can also help to ‘design out’ crime, disorder and anti-social behaviour to ensure community safety and cohesion.
- 7.11 There is increasing interest in Modern Methods of Construction [MMC] using factory-built modules or rapid techniques, through innovative working processes to speed-up delivery, reduce labour costs, eliminate unnecessary waste and improve quality. MMC has been seen as a way to help solve the UK’s housing crisis it has the potential for a 30% improvement in the speed of construction of new houses, a potential 25% reduction in costs, and potential for advances in improving quality and energy efficiency. However there is concern that MMC may lead to increased standardisation in the appearance of dwellings, potentially causing harm to local character and distinctiveness.
- 7.12 Although Cornwall Local Plan Policy 13: ‘Design’, Policy 14: ‘Development Standards’ and the Cornwall Design Guide 2021 provide policy and process requirements on design related matters, there are specific design aspects of any development proposals in the Parish, both within villages and the countryside, that should be taken fully into account in development. Therefore as part of the preparation of the Neighbourhood Development Plan, a Design Guide has been prepared to provide guidance as to how new development in the Parish could best be designed to fit into local character.

### **Intent**

- 7.13 To ensure that new proposals follow design principles that are robust and draw their design inspiration from the local context and thereby fit well within existing character and form, whilst encouraging opportunities to reverse previous harm to local character.

### **Policy D1 – Design & Development Standards**

New development proposals will be supported where:

- A. It is demonstrated that the design has been informed by the principles and processes set out in the Cornwall Design Guide 2021; and
- B. It is designed to reinforce the distinctive character of St Stephen in Brannel Parish by making reference to and incorporating the guidance set out in the ‘St Stephen in Brannel Parish Design Guidelines 2022’.
- C. It is not located on visually-exposed plateaus, ridges or skylines or on steep sided valley sides or other visually exposed sites
- D. It incorporates design features that enhance prevention of crime, anti-social behaviour and disorder and provide a secure environment by application of ‘Secure by Design’ standards.
- E. It demonstrates a positive relationship with the public realm, maintaining and improving the permeability of pedestrian routes;
- F. If using MMC, it incorporates elements that reflect local character and distinctiveness.

### **Early engagement is essential!**

The Cornwall Design Guide 2021 says that places are shaped and made by the people who use them. Early engagement with the local community, the Parish Council, Cornwall Council and other key stakeholders must take place at the earliest opportunity in a development proposal.

By engaging early, the efficiency of the planning and design process will be improved. A process of active engagement through all stages of design, where an iterative process is evidenced to have shaped the final proposals, is an essential component of any planning application submission, and is likely to improve its reception by the local community.

### *The St Stephen in Brannel Design Guide*

7.14 Intended to sit alongside the Cornwall Design Guide 2021 and provide a finer grain of guidance in terms of the particular character or design opportunities in the Parish, a local Design Guide has been commissioned. Together these will support the Design Policies of the Cornwall Local Plan. The Guide sets out a series of general design principles followed by questions against which the development proposals should be evaluated. As an initial appraisal, the Guide recommends that development proposals should consider and apply the following general design principles:

- Reflect established building lines, massing and orientation characteristics.
- Respect surrounding buildings in terms of scale and height and form.
- Harmonise with and enhance existing settlement in terms movement patterns, access and land use type.
- Integrate with existing public rights of way (PRoW), streets, circulation networks and patterns of activity.
- Relate well to local topography, landscape features and long-distance views.
- Ensure building densities respect the rural character with gaps between buildings to allow views to the surrounding context.
- Retain and incorporate important existing landscape and built-form features into development.
- Reinforce or enhance the established high-quality village character of streets and amenity spaces.
- Reflect, respect and reinforce local architectural characteristics and historic distinctiveness.
- Specify contextually appropriate materials and source locally where practicable.
- Demonstrate high-quality interpretation of local architectural influence and detailing.
- Incorporate necessary services and drainage infrastructure without causing unacceptable harm to retained features.
- Ensure all components e.g. buildings, landscapes, access routes, parking and open space are well related to each other; to provide a safe, attractive and cohesive environment.
- Make enough provision for sustainable waste management without adverse impact on the street scene, the local landscape or the amenities of neighbours.
- Consider the need to design out crime and disorder to ensure ongoing community safety and cohesion.

### *The Historic Environment*

7.15 St Stephen's Parish has an interesting and extensive historic environment, that today is perhaps rather undervalued. It was a well-watered and fertile area with a landscape and settlement pattern that was well-established by the medieval period. Records suggest there was considerable physical evidence of Bronze Age and Medieval occupation but most of this has been lost since the advent, in the 18th century, of the surface worked china clay industry on the northern higher ground which stands on mineral-rich granite. The northern villages and hamlets became dominated to their east and west by the heavy land and plant requirements of china clay extraction and processing. They became sinuous and linear 'island settlements' as a consequence, whilst growing rapidly through an inflow of population as the ever-larger pits and tips began to destroy outlying and scattered cottages and hamlets. The southern half of the Parish was influenced by deep mining in the 19th century but its villages and hamlets remained generally dispersed and small scale, set in a predominantly agricultural landscape much of which retains medieval field patterns, whilst around the ancient settlement of St Stephen are many Bronze age, Iron age and Romano-British rounds and findspots.

- 7.16 Listed Buildings and other structures are those that have been listed by the Secretary of State (for Digital, Culture, Media and Sport) as being of special architectural or historic interest. On listing, buildings are graded as I, II\* or II. The grading is a general indication of the level of importance of the building. The effect of listing is that Listed Building Consent will be required for demolition or alteration or extension works that affect the character of the building as a building of special architectural or historic interest. Consent is sought from the local planning authority and procedurally is handled much like a planning application. Anyone carrying out works without proper consent may be required to reverse them and/or face prosecution. Scheduled Ancient Monuments have similar protection. Today in St Stephen in Brannel Parish there are 52 Grade II Listed Buildings, of which 4 are Grade II\*, and 7 Scheduled Ancient Monuments.
- 7.17 The Tregargus Valley includes the remains of 6 China Stone mills which, together with their associated stone quarries, are the finest assemblage of Stone Mills in Western Britain and provides links to the Grade II\* Chapel Mill within St Stephen village and opportunities to increase connectivity with the China Clay Trails.

Scheduled Ancient Monuments and Statutorily Listed Buildings are strongly protected by law, Section 16 of the NPPF and Policy 24 of the Cornwall Local Plan. Therefore, protective policies for them are not needed in this NDP.

- 7.18 Most surviving buildings and structures built up to and including the Edwardian period, and some built since then, might be regarded as non-designated heritage assets that have an historic interest that can tell us about the social or spiritual practices, customs, traditional knowledge, uses or activities and other cultural heritage aspects that created and form the space we live in today. Currently there are approximately 680 non-designated heritage assets recorded on the Cornwall and Isles of Scilly Historic Environment Record. Therefore, the historic environment should always be a consideration in new development.

#### *Policy D2 – Development, Heritage and Cornish Distinctiveness*

##### **Policy Justification**

- 7.19 St Stephen was for many generations the centre of the local Manor and its agricultural region. It has an historic core, essentially the old ‘Churchtown’ area around the 12th Century Church of St Stephen. This core is very distinctive: tight with narrow and bending streets, with terraced and individual cottages. Amongst these are four listed buildings including the Church itself (Grade I), the Queens Head pub, the former Church Room, and the Methodist Church and Sunday School (all Grade II). The Churchyard and nearby cemetery also include 17 listed crosses and the War Memorial, and two Scheduled Ancient Monuments. Between Coombe and Terras is a now abandoned plutonium mine where Marie Curie carried out early experiments in radioactivity.
- 7.20 Coombe is surrounded by Iron Age and Romano British sites. The landscape to the north and the south west is medieval, although much of the area to the west and south of the railway line is post medieval and modern enclosure. The village itself is small and very attractive with a character that has in part been formed by its historic role, being a site of 19th Century mineral mining, mostly for iron but also for other materials associated with deep mineralisation. The nearby Brannel Quarry is identified as a ‘Heritage quarry’ in the Cornwall Minerals Safeguarding DPD. There are several examples of characterful buildings built to serve the needs of the community linked with this activity, particularly at the west end of the village, including 2 chapels, 2 Sunday schools [1 each of which is listed], a board school and blacksmiths. The railway viaduct to the west is also listed, as are two farmhouses close by to the north.
- 7.21 Although it has no listed buildings, Foxhole is a settlement of enormous historic environment importance. Nearby St Stephens Beacon is a prehistoric hillfort and a Scheduled Ancient Monument. It is here where William Cookworthy first discovered China Clay at the site of an open cast tin mine, and nearby Carloggas is the site of his first sett. Foxhole itself developed from what was originally five established agricultural hamlets and farmsteads, its growth driven by the massive expansion china clay extraction. To the settlement’s north and west is the large administration, depot and processing plants at Dubbers/Drinnick from which much of the

industry was run and serviced throughout the 19th and 20th centuries, and the rail and tram links which served it, whilst other works and china clay pits surround the village to east and west, creating the distinctive 'island settlement' urban form.

- 7.22 Nanpean shares its historic evolutionary path and its great significance with Foxhole, starting as small medieval settlement surrounded by small hamlets and farmsteads which have now been subsumed into the village. Similarly it benefitted from the advent of the china clay industry, and the presence of the Drinnick works immediately to the south. However unlike Foxhole, in Victorian times Nanpean developed a distinct form of 'churchtown' style centre as a location for a range of business, community, social and civic activities. Later after WW1, the village was also the location for the development of company owned housing, resulting in the very distinctive finger of terraced housing fronting both sides of Currian Road.
- 7.23 The National Design Guide explains how important an understanding of the historic environment is to good design. It says that when designing a new development, it is important to understand how the place in which the site is located has evolved as the local sense of place and identity are shaped by local history, culture and heritage, and how these have influenced the built environment and wider landscape. It should also not be forgotten that today's new developments extend the history of their context. The best of them will become valued as tomorrow's heritage, representing the architecture and placemaking of the early 21st century.
- 7.24 When considering development likely to impact on the historic environment, the specific value of the historic assets likely to be affected should be taken into consideration and given appropriate weight alongside all other relevant issues. Understanding the specific character and importance of the historic assets will help guide decision making and will also be invaluable when determining appropriate mitigation measures to be applied (by planning conditions) if adverse impact is likely to occur.
- 7.25 The Cornwall Local Plan also recognises that available information will often be an inadequate basis for informed planning decisions, and recommends that all development proposals should be supported by proportionate historic environment assessments and evaluations such as heritage impact assessments, desk-based appraisals, field evaluations and historic building reports. These should identify the significance of all heritage assets that would be affected by the proposals and the nature and degree of any effects which are likely to ensue from development. They should also demonstrate how any harm will be (in order of preference) avoided, minimised or mitigated.

### **Intent**

- 7.26 To ensure that new proposals draw their design inspiration from the local historic context and thereby fit well within existing character and form, ensure that the impact of development on the heritage and archaeological assets of St Stephen in Brannel Parish is effectively mitigated and encourage opportunities to reverse previous harm to local character.

### **Policy D2 – Development, Heritage and Cornish Distinctiveness**

1. New development proposals will be supported where, as appropriate to their nature and location, where:
  - A. it is demonstrated that their format, scale, massing, density, articulation and use of materials and other external finishes, and orientation and location within the site, is drawn from and influenced by the distinctive historic architectural, design and cultural traditions established in the surrounding character area.
  - B. If proposals involve or would have an impact Designated or Non-Designated heritage assets, they comply with Cornwall Local Plan Policy 24 and seek to preserve the building or its setting or any features of special architectural or historic interest which it possesses. [Such proposals must be accompanied by a heritage impact assessment which demonstrates that any harmful impact of the development on the significance

of the asset and its contribution to the historic character of its setting is adequately mitigated or that an enhancement results].

- C. In view of potential for prehistoric and mediaeval sub-surface evidence of sites in the Parish, a proportionate archaeological and heritage assessment is accepted and any subsequent archaeological investigation and heritage impact mitigations are agreed. For mitigation consideration should be given to the provision of material/resources to Kresen Kernow (County Records Office).
- D. Where appropriate and feasible, proposals should help to address any negative features and take up enhancement opportunities identified in Cornwall Industrial Settlements Initiative Studies and the St Stephen in Brannel Design Guide.

### *Policy D3 – Design and Local Distinctiveness in the Historic Cores of Villages*

#### **Policy Justification**

7.27 The setting of listed buildings and the general character of our village centres is attractive but in places it may be affected by unsympathetic modern development. That which remains is worthy of protection and enhancement as it makes a significant contribution to the distinctive ‘sense of place’ associated with each settlement. Protection from development that could harm their characteristics is justified. Carefully designed development proposals can be locally distinctive and to complement rather than detract from the village form, by being informed by and consistent with the scale and character of the existing sense of place and reflecting its historic street-lines and established/traditional building line practice. In so doing it can help reverse previous losses to local character. In applying this Policy users should be aware of and carefully take into account the needs of groups with special characteristics as set out in the Equalities Act 2010.

#### **Intent**

7.28 To ensure that new proposals draw their design inspiration from the very local historic context of these settlements and thereby fit well within existing character and form, ensures that the impact of development on the heritage and archaeological assets of the Parish is effectively mitigated and encourage opportunities to reverse previous harm to local character.

#### **Policy D3 - Design in Historic Core of Settlements**

1. New development proposals within the historic core areas of St Stephen, Coombe and Nanpean, as defined on the proposals map, should be particularly sensitive to their surroundings, and will be supported where the design:

- A. Is locally distinctive, informed by and consistent with the context of the site and its surrounding interpreted in a contemporary manner appropriate to the 21st century in terms of:
  - i. The historic topography, landscape features and boundary treatments.
  - ii. Height, scale, massing, orientation and location within the site.
  - iii. The scale and shape of buildings including height, massing, silhouettes and roofscapes.
  - iv. Vertical and horizontal rhythms, for example created by window arrangements and architectural composition.
  - v. Materials [using locally sourced materials where possible] and colours, and
- B. Reflects the historic streetlines and established/traditional building line practice.

C. Is sensitive to its potential impact upon the setting of the settlements and public views into, across and out of the settlement.

Exceptionally, a deliberate contrast to the prevailing locally distinctive characteristics may be acceptable, but only where this would provide a demonstrably greater contribution to local distinctiveness and design quality than following those local characteristics.

### *Sustainable Design*

7.29 St Stephen in Brannel Parish supports Cornwall Council's commitment to tackling the climate emergency. A significant contribution can be made to this if all new developments within the Parish aim to achieve high standards of sustainable design in construction and operation as this can:

- Reduce the use of fossil fuels and the consequent release of 'greenhouse' gasses
- Improve the efficiency of use of natural resources,
- Increase the re-use and recycling of resources, and
- Increase the production and consumption of renewable energy.

7.30 According to the latest version of the Cornwall Strategic Flood Risk Assessment [SFRA] a 1 in 30 year and 1 in 100-year flood risk affects many areas of the Parish's settlements, and a more extensive area is within the 1 in 1000-year surface water flooding risk area. Surface water flooding risk is anticipated to increase as a result of climate change, adding to the economic and health costs associated with the inundation of properties. Ground conditions in the 'clay country' area are problematic. Infiltration rates are generally poor due to the high concentration of clay soils and surface water also tends to run off rapidly. Adequate space must therefore be allowed within the development layout to accommodate appropriate foul and surface water drainage systems. However, "Hard" engineered mitigation of flood risk can be unsympathetic to both the natural and built environment. On the other hand, Sustainable Urban Drainage [SuDS] techniques can help to reduce the incidence of surface water flooding and reduce harm to water quality, whilst providing additional habitat to support and enhance the green infrastructure network, and contributing to the distinctive character of the area.

7.31 Policies SEC 1 and CC4 of the CEDPD provide an excellent basis for ensuring new development is of sustainable design. Its provisions go as far as possible within the bounds of viability for new homes and new commercial premises. Measures proposed require new developments to:

- Take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption and maximise the use of renewable energy and optimize passive solar gain.
- Incorporate on-site provision of renewable energy or heat and/or low carbon technologies.
- Incorporate water reduction, storage and reuse design principles including rainwater harvesting, greywater recycling and efficient use of all water for both internal and external water consumption.
- Be designed to reduce the risk of summer overheating of properties and increased energy use for building cooling, optimising the use of green infrastructure [such as shelter belt planting in areas exposed to wind] in maintaining healthy indoor and outdoor temperatures.
- Use high quality, thermally efficient building materials, locally sourced wherever practicable, and of low embodied energy use.
- Include the use of "natural" SuDS features.
- Sensitively retrofit energy efficiency measures in heritage properties/assets and buildings to reduce energy demand, providing that it safeguards the historic characteristics of these heritage assets and development is done with the engagement and permissions of relevant organizations\*\*.
- Include measures to reduce heat loss, such as double or secondary glazing with wooden windows that meet the latest relevant British standard.
- Replace of fossil fuel burning energy sources with electric power from renewable sources with zero air emissions locally.



- Achieve Building Research Establishment Environmental Assessment Methodology [BREEAM] ‘Excellent’ (or equivalent).

7.32 St Stephen in Brannel Parish Council regularly monitors air quality against baseline conditions in the area in connection with the combustion process at the Energy from Waste (EfW) plant at Rostowrack Farm in St Dennis. There is concern that local air quality should not decline through such developments.

#### *Policy D4 – Reconstruction or Conversion of Abandoned/Neglected Buildings*

##### **Policy Justification**

7.33 Abandoned or seriously neglected buildings whether they be within a settlement or outside can seriously detract from residential amenity, attract vandalism and other misuse, harm the setting of nearby heritage assets and spoil important views. They may themselves be heritage assets needing a viable use. Some can be classified as ‘brownfield land’ and are considered suitable for redevelopment within the terms of CLP Policy 21. With careful renovation and adaptation to meet the needs of the community now and for future generations. This can include residential use, tourism accommodation, business and employment use and live-work accommodation. The viable reuse of a neglected building which embraces the distinctive identity and historic character of the Parish in form, detail and materials is preferable to and can also help reduce the pressure for new buildings that may be less attractive.

##### **Intent**

7.34 This Policy supports the reconstruction or conversion of derelict, disused, abandoned and dilapidated buildings by guiding the reuse of redundant buildings which could be developed to provide new dwellings and facilities for the different settlements within the Parish.

#### **Policy D4 - Reconstruction or Conversion of Abandoned/Neglected Buildings**

1. The reconstruction or conversion of existing derelict, disused, abandoned and dilapidated buildings which were originally permanent structures and of substantial construction will be supported where they create permanent residential accommodation [including affordable housing], tourist accommodation or other tourism facilities; business, commercial and other employment uses; or mixed-use and live-work accommodation subject to:

- A. Reports of surveys conducted by appropriately qualified and experienced people being submitted with the planning application demonstrating that:
  - a. any parts of the buildings to be demolished are structurally unsafe and that they cannot safely and economically be brought back into beneficial use through conversion;
  - b. in accordance with Cornwall Local Plan Policy 23 protected species and their habitats will not be harmed during or as a result of the demolition, reconstruction and reuse of the building. Any future potential impact on those species or their habitat will be required to be satisfactorily mitigated or compensatory measures provided for any acceptable loss; and
  - c. in accordance with Cornwall Local Plan Policy 24 the local or national importance of the historic fabric, features and setting of any building being converted and any part of it to be demolished have been assessed and the design has been informed by this assessment. Proposals resulting in harm or loss of the significance or setting of a heritage asset will need to demonstrate that they are necessary to achieve public benefits that outweigh that harm or loss.
- B. Safe and convenient access arrangements to the site exist or can be created;
- C. Sufficient car parking to realistically meet demand [including residents, visitors, delivery and work vans] without impacting on the appearance and safety of the development in locations where users are likely to feel confident that their own security and that of their vehicles will not be compromised and that highway safety is maintained;
- D. The new building being constructed substantially using facing materials salvaged from the demolition process and other locally sourced appropriate facing materials;



- E. The spaces between and the grouping of buildings and the elements of the landscape which contribute to the character of the building, or its setting, being substantially retained;
- F. Adequate provision can be made for sustainable forms of foul and waste water drainage;
- G. In all cases the design, appearance and location of ancillary works including access arrangements, curtilage boundary treatments and any outbuildings should not have an adverse and unacceptable impact on the landscape and visual amenity of the area or the setting of a Designated or Non-Designated heritage assets.

2. In cases where there are sensitive landscape and visual amenity considerations, the removal of permitted development rights will be supported to ensure reasonable controls exist over future extension and modification of reconstructed buildings.

3. This Policy will not apply to the reconstruction or conversion of temporary buildings or structures, or the demolition and reconstruction or conversion of modern portal framed or similar agricultural or commercial buildings unless such buildings benefit from a prior approval under Class Q of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended).

### *Policy D5 – Open Areas of Local Significance*

7.35 Adjacent to and within some settlements are areas of open land which although not meriting a formal landscape designation in a national or county-wide context are important to the setting and character of those settlements in that they provide the most attractive views of the settlement, or form attractive areas of countryside which can be viewed from within the settlement. A clear gap, or green wedge, between or within settlements [such as at Lanjeth] and adjoining development contributes to the openness and character of their setting. Land between settlements that are physically close can also help to prevent coalescence and maintain a separate identity and sense of place for residents of the settlements on either side of the gaps. Such areas of land also provide access and recreational benefits to local people and contribute to well-being. They can also include areas of valuable biodiversity and provide green infrastructure corridors, as well as forming part of the historic setting for a settlement that helps with our understanding of the landscape and the evolution of the settlements concerned.

7.36 In St Stephen in Brannel Parish there are areas of land within Lanjeth, and alongside Foxhole, which are judged to have local significance in the terms described.

#### **Intent**

7.37 In the Parish there are areas of land between and alongside the settlements which are judged to have local significance in the terms described above and should be given some measure of protection. These concerns do not mean that all development must be resisted in these areas, rather that there is a need to ensure that any development that does take place preserves the openness and landscape character that makes them important.

#### **Policy D5 - Open Areas of Local Significance [OALS]**

1. Open Areas of Local Significance are defined adjacent to or within the settlement development boundaries of Lanjeth and Foxhole, as shown on the Proposals Map.

2. Development in the Open areas of Local Significance under CLP Policy 7 and 9 will be only supported where it is located and designed to maintain the OALS visual separation, openness and landscape character through:

- a. Locating structures where they will be viewed against existing built form;
- b. Retaining the proportion and scale of built structures and the space between them;
- c. Reference to the built vernacular of the neighbourhood area;

- d. Conservation and restoration of traditional Cornish Hedge and hedgerow boundary treatments, following established and historic boundary lines;
- e. Use of appropriate plant species in a comprehensive landscape scheme with appropriate boundary treatments to integrate with the rural character (incorporating, wherever appropriate, enhancements to the landscape character); and
- f. Avoiding interference with obvious wildlife corridors and incorporating additional links.
- g. Respecting the character or setting of heritage assets and historic routes located between settlements.

# 8

## ST STEPHEN IN BRANNEL NEIGHBOURHOOD DEVELOPMENT PLAN

### SECTION EIGHT: THE NATURAL ENVIRONMENT AND LANDSCAPE

## 8: The Natural Environment and Landscape

This section sets our policies to protect and enhance biodiversity and green infrastructure.

Objective	Policy Index
A. Reduce the environmental impact of development, protect and increase biodiversity and protect wildlife corridors.	NE2: Green Infrastructure NE3: Net Biodiversity Gain NE4: Trees, Cornish Hedges and Hedgerows NE5: Dark Skies
A. Protect and enhance the landscape character and setting for the Parish.	NE1: Landscape NE4: Trees, Cornish Hedges and Hedgerows NE5: Dark Skies
B. Support the best productive and positive use of previously developed, despoiled, degraded, derelict, contaminated and unstable land.	
<p><i>Cross Cutting Issues:</i></p> <p><i>Climate Crisis</i></p> <p>I. Reduce the causes of the climate crisis within our community</p> <p>J. Reduce the impact of the climate crisis on our community</p> <p>K. Encourage sustainable energy generation and use.</p> <p><i>Environmental sustainability</i></p> <p>L. Support self-sufficiency in communities, for food production, energy, work and leisure.</p>	NE6: Sustainable Energy Production NE7: Local Energy Storage

8.1 The evidence on which this theme's objectives and policies is based can be found under this link: [Natural Environment & Landscape](#)

### Policy NE1 – Landscape

#### Policy Justification

8.2 The northern part of the Parish is specifically not recognised in any Planning designations for its scenic quality, as it is considered to be a large-scale industrial landscape with significant *modern* human influence. However, the presence of the prominent and distinctive huge and pale 'benched' spoil heaps, the aqua-blue pools, intriguing industrial structures and the presence of historic skyline features *such as 'sky-tips'* give this landscape a value all of its own. It presents the 'face' of China Clay in Cornwall to many visitors, and is familiar to local people adding to their enjoyment of the area as their 'place', contributing to their sense of distinctiveness, and even the sense of belonging to a particular village and community. In this sense, familiar landscapes and views, no matter how changed by human influence, are locally cherished. They are the setting for people's everyday existence within their community and family life, valued as the place where their life experiences occur. This is a 'sense of place' or an 'attachment to the ordinary landscape'. These can affect psychological and social well-being and are part of the sustainable development concept. Paragraph 174 of the NPPF [2021] requires planning decisions to contribute to 'protecting and enhancing valued landscapes.' Further, Policy 23 of the Cornwall Local Plan explains through paragraph 2.146 that 'All landscapes matter, not

just those with national designations which is why attention to distinctiveness and character of the whole of Cornwall is so important.’

- 8.3 The landscape also has value to the setting and significance of heritage assets which may depend in part on their legibility in views towards and away from them. Similarly, the landscape itself can be the reason for the existence of a heritage asset, for example St Stephens Beacon, not only a prehistoric hillfort because of the defensive qualities of its elevated position, but also as the place where Cookworthy first discovered the China Clay deposits which radically changed the local economy and environment and the art of mass ceramic production.
- 8.4 The dramatic panorama of this northern landscape also has important literary links, to the works of Jack Clemo, A L Rowse and Alan Kent. For Clemo in particular the china clay landscape had symbolic importance for his mystical and religious experiences, and his words capture how the expanding clay industry impacted on nature, which, after abandonment of the works, were then reclaimed by nature.
- 8.5 The southern half of the Parish, off the granite, is much more of an agricultural heartland and traditionally ‘Cornish’ in character, with a scatter of small villages and hamlets around the Parish Churchtown of St Stephens, set amongst medieval field patterns and the upper reaches of the River Fal, with a scattering of deep mining structures around Coombe. Much of this is an Area of Great Landscape Value.

#### **Intent**

- 8.6 The intention is to inform the design and landscaping of any new development in a way that reflects and contributes to landscape character, as described within the NDP evidence base, and that familiar views and vistas are not harmed, so as to preserve the rural look and feel of the landscape and preserve the village character. The Policy aims to ensure that development pays special attention to the desirability of protecting and enhancing valued landscapes in accordance with Paragraph 174 of the National Planning Policy Framework and Policy 23 of the Cornwall Local

#### **Policy NE1 - Landscape**

1. Development proposals will be supported which demonstrate that they take account of and where possible enhance the characteristic, distinctive and historic landscape features of St Stephen in Brannel Parish, the setting and significance of heritage assets, and viewpoints or vistas from, across and within the Parish’s settlements, including:

- A. vistas to be had of the higher ground to the southwest and east of Treviscoe;
- B. the backdrop to St Stephen in Brannel village from the east and west, and visible in vistas from several locations within the settlement;
- C. the intimacy, sensitivity and capacity of the landscape around Coombe, considering cumulative impact and the tranquillity.
- D. the characteristic post medieval field plots and development pattern around Lanjeth;
- E. panoramas from viewpoints encompassing a broad vista containing many objects of interest, notably those from the high ground in the north and east of the Parish giving open vistas of the plateau, down to the distant coast, and into the upper Fal valley.
- F. the historic landscapes formed by the ‘Churchtown’ surrounding the Church at the heart of St Stephens village, and the historic cores of Coombe and Nanpean.

2. In the settlements and countryside of the higher ground to the north (as shown on map 14), development proposals should also show how they have assessed and responded to the heritage, landscape and culture of the China Clay Area in their design and layout to ensure that it is sensitive to local distinctiveness.

The demonstration required in 1 and 2 above should address the foreground, middle ground and background landscape impacts and take into account the cumulative impact caused by any existing unimplemented development proposals.

8.7 To evaluate the landscape and visual effects created by the proposed development to comply with Policy NE1 above, applications may be supported by a Landscape and Visual Impact Assessment or Appraisal as appropriate to the scale of the development\*, in line with the current Landscape Institute and Historic England guidelines to be set out in the Design and Access Statement or Environmental Statement accompanying a planning application. A Cornish Distinctiveness Assessment statement using the approach recommended in the Cornish Distinctiveness Assessment Framework should also be considered.

*\*For all proposals which qualify as 'Major Development' [for housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m<sup>2</sup> or more, or a site of 1 hectare or more] or are within the setting of the nearby AONB and which may be likely to have a substantial impact on the surrounding landscape, it is expected that a landscape and visual assessment of a level of detail proportionate to the development will have been carried out by a suitably qualified professional, and that the findings of this will be incorporated in the final proposals in a manner which demonstrates that the landscape asset has been assessed and understood using best practice methods.*

*For information on the restoration of former china clay workings, reference should be made to the 'Restoration and Tipping Strategy for the St Austell China Clay area' Supplementary Planning Document March 2022.*

## Policy NE2 – Green Infrastructure

### Policy Justification

8.8 St Stephen in Brannel Parish is has an unusual countryside comprised of ancient farms, medieval fields, woodlands and rivers to its south and a heavily altered and scarred landscape to the north where 3 centuries of china clay extraction and processing has had a massive impact. There

#### **Local Nature Recovery Network**

*Cornwall Council has drafted a Local Nature Recovery Strategy under the terms of the Environment Act 2021. It includes a map of the most valuable areas for wildlife presently [Zone 1], opportunities to improve nature in the future [Zone 2], and short-term priorities. The aim is to use the high-quality existing habitats as core wildlife hubs and connect them together through the restoration and creation of strategically placed opportunity habitats, thereby creating one larger network.*

*Policy G4 of the Climate emergency DPD requires that where applications are sited within or adjacent to an adopted Local Nature Recovery Network they should demonstrate how they will maintain and enhance the integrity and connectivity of the network and support the principles of the Local Nature Recovery Strategy.*

*A map showing the NRN zones in St Stephen in Brannel Parish can be found at the LAGAS Natural Capital Information and Management Hub. [ <https://lagas.co.uk/> ].*

are many heritage assets which have importance as habitat and landscape features, such as bat roosts and bird nesting in heritage structures, in the area of the older china clay workings. Both areas provide valuable habitats and make a special, sometimes unique, contribution to the natural environment. Such areas are fragile and vulnerable to the processes of development and change. In between them are settlements, industrial areas, footpaths, road verges, open spaces and recreation fields. Together these make up the 'green infrastructure' that supports habitat and wildlife and form the stepping stones of a countywide biodiversity network of wildlife corridors that play a key part in helping to deliver the Cornwall Biodiversity Action Plan. They are also part of the Nature Recovery Network that offer natural environment recovery and enhancement

opportunities which support Cornwall Council’s Environmental Growth Strategy. Thus, the maintenance and improvement of landscape quality is a fundamental aspect of community and economic well-being.

- 8.9 In response to the impact on the Parish’s wildlife and natural spaces caused by new development it is desirable to take steps to maintain and enhance the green infrastructure network. Developments of all scales should include enhancements to promote wildlife and developments at site scale should also apply measures to link surrounding habitats.

#### **Intent**

- 8.10 Some of the ‘green infrastructure network’ is protected by landscape, biodiversity, and recreation designations and policies. However, it is essential that other natural assets, which are not so protected, should be recognised and supported, and that the entire system is perceived as a functioning network.

#### **Policy NE2 – Green Infrastructure**

1. The St Stephen in Brannel NDP identifies a network of ‘green infrastructure’ within the Parish [See Map 11]
2. Development proposals on land that lies within or adjoining the network of green infrastructure will be supported where it:
  - A. Does not compromise the integrity of the network of green infrastructure and its assets, by avoiding adverse impacts, or providing effective mitigation where impacts are unavoidable.
  - B. Ensures through landscaping schemes, layouts, access and public open space provision, that it contributes to the connectivity, maintenance and improvement of the Network.
  - C. Contributes to a net biodiversity gain as required under Cornwall Climate Emergency DPD Policy G2 and NDP Policy NE3.

#### **Policy NE3 – Net Biodiversity Gain**

#### **Policy Justification**

- 8.11 The protection and enhancement of biodiversity opportunities is a key principle of the NPPF. The Parish includes mostly non-statutory biodiversity sites including deciduous woodland, traditional orchard, and open mosaic habitat, and some areas of Cornwall Wildlife Site woodlands. It also has a natural landscape features, such as hedges, trees and valley bottoms which not only provide a valuable and irreplaceable environment for wildlife, but also contributes significantly to the natural landscape character of the Parish.
- 8.12 Net Biodiversity Gain [NBG] is a new approach to development which aims to leave the natural environment in a measurably better state than before it was involved in development. Net Biodiversity Gain [NBG] follows the principle of a mitigation hierarchy which seeks to enhance habitat, avoid or minimise habitat loss, and where loss is necessary, restore or compensate for the lost habitat, or as a last resort offset the habitat loss. A mandatory requirement to achieve a 10% net gain for biodiversity in planning permissions (whether small or major), in which habitat is secured for at least 30 years, has been introduced through Schedule 14 of the Environment Act 2021. The requirement requires consequential amendment to planning legislation and is likely to come into force in late 2033 or 2024.
- 8.13 The St Stephen in Brannel NDP Strategic Environmental Assessment Environment Report prepared by AECOM, concludes that ‘As discussed at length through the NP, the mandatory requirement to achieve a 10% net gain for biodiversity in planning permissions has been introduced through the Environment Act 2021. It is considered that there is the potential for NP Policy NE3 to seek to exceed national requirement; for example if it were to support development where it delivered in excess of 10% net gain. This would have the potential to deliver positive effects on the baseline’.



## Intent

- 8.14 NDP Policy 10 seeks to protect the wider network of green infrastructure. NDP Policy 11 aims to protect existing habitat and biodiversity by ensuring that new development is located on sites where it will have the least impact on biodiversity. This Policy seeks to ensure that, pending the mandatory requirement coming into force, conserving and enhancing biodiversity habitats and landscape features is at the forefront of any development proposals so that mitigation is sequentially the last option, with onsite retention and enhancement the priority.
- 8.15 The St Stephen in Brannel NDP Strategic Environmental Assessment Environment Report prepared by AECOM, concludes that *'As discussed at length through the NP, the mandatory requirement to achieve a 10% net gain for biodiversity in planning permissions has been introduced through the Environment Act 2021. It is considered that there is the potential for NP Policy NE3 to seek to exceed national requirement; for example if it were to support development where it delivered in excess of 10% net gain. This would have the potential to deliver positive effects on the baseline'*.

### Policy NE3: Net Biodiversity Gain

Proposals for major development should demonstrate, through use of a Biodiversity Gain Plan based on an assessment of the site before and after development, how the impact on biodiversity will be minimised and a net gain in biodiversity achieved in line with or exceeding national policy and the provisions of Policy G2 of the Cornwall Climate Emergency DPD.

Minor development (as defined in secondary legislation) should demonstrate biodiversity net gains in accordance with the Cornwall Council approved Small Site Biodiversity Metric.

The receptor site for any local offsite biodiversity gains should have regard to the St Stephen in Brannel Green Infrastructure Network [see Policy NE2] and the Local Nature Recovery Network.

- 8.16 Each Biodiversity Gain Plan should use appropriate methods drawn from the guidance in the [Cornwall Planning for Biodiversity Guide](#) and the British Standard for Biodiversity [BS8683] and explain how a Mitigation Hierarchy has been followed and how the proposal will integrate into any wider green infrastructure networks.
- 8.17 Examples of appropriate methods to address NBG might include:
- purpose designed boxes and bricks for bats, birds (including owls in remoter areas), bees and other invertebrates, within the structure of the building, or within the site boundaries on non-built features if this is not possible;
  - hedgehog access points in fences,
  - planting new native trees and hedges and flower-rich habitats,
  - the intentional use of SUDS, and drainage ponding, as habitat,
  - 're-wilding' of areas to support drainage and create habitat,
  - measures to protect the integrity of any affected wildlife corridors, mitigate any harmful impact, and incorporate linkages to provide new connections between corridors.

### *Policy NE4 – Trees, Cornish Hedges and Hedgerows*

#### Policy Justification

- 8.18 St Stephen in Brannel Parish is generally not well wooded, although there are woodlands on the valley sides of Foxhole. Those that there are of biodiversity significance within the green infrastructure network. Trees, Cornish hedges and hedgerows also help to screen development and can help create well-defined spaces for

development. They are also an important character forming aspect of the local landscape and an important part of local distinctiveness. Trees absorb carbon dioxide in the atmosphere, add to resilience to climate change by intercepting and slowing storm water, filtering air pollution, providing shade canopies and cooling the urban environment during periods of excess heat.

## Intent

8.19 This Policy seeks to protect existing trees, Cornish hedges and hedgerows in support of landscape and biodiversity, and supports the approach set out in the Cornwall Design Guide, which stresses the importance of retaining trees as part of good design and suggests that existing trees need to be carefully designed into the development.

### **Policy NE4: Trees, Cornish Hedges and Hedgerows**

1. Trees, Cornish Hedges and hedgerows contribute significantly to the landscape character and biodiversity of the Neighbourhood Plan Area and contribute to climate change resilience, and should be retained and extended wherever possible. Proposals will be supported where they:

- a. Retain and sympathetically incorporate trees and Cornish Hedges or hedgerows of good arboricultural and amenity value into the overall design of the scheme and include measures to ensure their protection during the course of development and their continued survival in the long term.
  - b. Are accompanied by a survey that establishes the health and longevity of any affected trees or hedgerows and a management plan in accordance with the latest version of British Standard BS 5837 'Trees in relation to demolition, design and development' to demonstrate how they will be so maintained.
  - c. Are accompanied by a detailed landscaping scheme which:
    - I. Provides for a canopy coverage in compliance with Cornwall Climate Emergency DPD Policy G3.
    - II. Includes replacement planting of a proven Cornish provenance or other provenance which is appropriate to the site, its character and surrounding habitat. [See Cornwall Council Guidance].
    - III. Includes a scheme depicting the method by which retained trees and hedges will be protected for the duration of development.
  - d. Provide an adequate buffer-between residential or commercial development and edge of canopy of any adjoining woodland in accordance with the appropriate tree survey recommendations, to minimise any long-term impact on the woodland.
2. Adverse impacts on ancient woodland and veteran trees, European and UK protected species and Biodiversity Action Plan habitats and species must be avoided wherever possible, unless the need for and benefits of the development clearly outweigh the loss.
3. Where appropriate when proposals involve Cornish Hedges, the local stone facing patterns and stone type should be retained and/or replicated.

8.20 [Cornwall Council Biodiversity Guidance](#) contains important details on new development and Cornish hedges under its Appendix D – Cornish Hedges and Development. Information on the location and height of Cornish Hedges that can inform the application of this Policy is given in the Cornwall Wildlife Trust Map in the Evidence Base. More information on trees and hedges and their role in development may be found at Cornwall Council's website: [Trees and Hedges](#)

## *Policy NE5 – Dark Skies*

### **Policy Justification**

8.21 The dark nighttime sky is a natural asset which is enjoyed and appreciated by the community as part of the experience of living in the area and its quality of life. It can also bring several other benefits such as enhanced

conditions for astronomy, being an educational resource, providing creative inspiration, improved well-being and health of people and wildlife.

8.22 The south of the Parish of St Stephen in Brannel is fortunate in that it has areas that are unaffected by artificial light. To the north the floodlighting of china clay workings and plant casts an eerie glow when viewed from afar above the dark mass of waste tips, but nevertheless there are areas of complete darkness. However, lighting is often installed which is overly bright, needlessly spills upwards, is poorly aimed and creates shadows – making it harder to see as well as being wasteful and harmful to the night sky. There is growing evidence that shows that light pollution affects most organisms by changing their food gathering and feeding habits, their mating and reproduction, as well as migration and social behaviour. Unnatural light endangers animals whose life cycles depend on darkness.

### Intent

8.23 Taking steps to encourage development to protect the night sky can preserve these benefits, and add to them, including energy saving by avoiding unnecessary or excessive lighting, promoting improved sleep patterns and reducing stress and providing a more natural environment for both nocturnal and diurnal animals.

#### **Policy NE5: Dark Skies**

Proposals for development will be supported where it is demonstrated that, if external lighting is required, it protects the night sky from light pollution through:

- a. The number, design, specification and position of lamps;
- b. (ii) Full shielding (at the horizontal and above) of any lighting fixture exceeding 500 initial lumens and evidence of limited impact of unshielded lighting through use of adaptive controls; and (iii) Limiting the correlated colour temperature of lamps to 3000 Kelvins or less.

8.24 Guidance on 'dark sky' design for new development or for replacement lighting can be found at: <http://darksky.org/lighting/lighting-basics/>

### *Climate Crisis*

#### *Causes and Impacts.*

8.25 The climate crisis represents a fundamental threat to global and local well-being. This has been recognised internationally through the Kyoto and Paris Climate Conference Agreements and the United Nations Intergovernmental Panel on Climate Change (IPPC) Interim Report, 2018. The causes are excessive releases of 'greenhouse gasses', particularly carbon, through production and consumption. The effects of present a range of local impact risks in the St Stephen in Brannel Neighbourhood Plan area, including:

- Increased heat related illnesses and deaths during the summer;
- Increased illnesses and deaths related to exposure to sunlight (e.g. skin cancer, cataracts);
- Increased pathogen related diseases (e.g. Covid-19, legionella and salmonella);
- Increased health problems from a rise in local ozone levels during summer;
- More storms and resultant injuries and deaths;
- Reduced water resources and summer droughts;
- Poor water quality after heavy rain;
- Increased risk of flooding, including increased vulnerability to 1:100 year floods;
- Demands for investment in the capacity of wastewater treatment plants, sewers, and upgraded flood defences;

- Soil erosion due to flash flooding;
- Loss of species that are at the edge of their southerly distribution;
- Spread of species at the northern edge of their distribution;
- Increased potential for wildfires in large areas of heathland and dry grass.
- Effects cascading from these, for example harm to supply chains, higher insurance costs, increased roads maintenance costs etc.

8.26 In May 2019 the Committee on Climate Change recommended net zero carbon emissions by 2050 and Parliament declared a 'climate change emergency'. The UK Government has a commitment to reduce CO2 emissions by [78% on 1990 levels by 2035 and by 100% on 1990 levels by 2050](#). For the latest Climate Change Risk Assessment see [UK Climate Risk](#) and [Climate Change Committee](#).

8.27 On 22nd January 2019 Cornwall Council resolved to declare a 'climate emergency' and to prepare a report 'to establish how Cornwall can sufficiently reduce carbon emissions through energy efficiency, low-carbon fuels and investment in renewable energy and other Council strategies, plans and contracts within a timescale which is consistent with an ambition to restrain Global Heating to 1.5° C'. This resolution was made in the context of Cornwall Council's target for Cornwall to become carbon neutral by 2030.

### The Role of Land Use Planning

8.28 Land-use planning has a significant responsibility to help tackle the causes and impacts of climate change. NPPF 2021 (Para 152) says that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to:

- shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience;
- encourage the reuse of existing resources, including the conversion of existing buildings; and
- support renewable and low carbon energy and associated infrastructure.

8.29 The Cornwall Local Plan supports proposals *which 'reduce energy consumption while increasing renewable and low carbon energy production'* and *'increase resilience to climate change'*.

8.30 As an extension to the Local Plan, Cornwall Council has now adopted the Cornwall Climate Emergency DPD [CEDPD].

### The St Stephen in Brannel Contribution to the Causes of Climate Change.

8.31 In relation to greenhouse gas emissions, Cornwall has broadly similar per capita emissions in comparison to the South West of England and England as a whole since 2005 having seen a 36.3% reduction in the percentage of total emissions per capita between 2005 and 2016, slightly lower than the reductions for the South West of England (36.7%) and England (37.6%).

**Figure 12: Emissions Breakdown for St Stephen in Brannel Parish – Consumption Basis - Per Household**

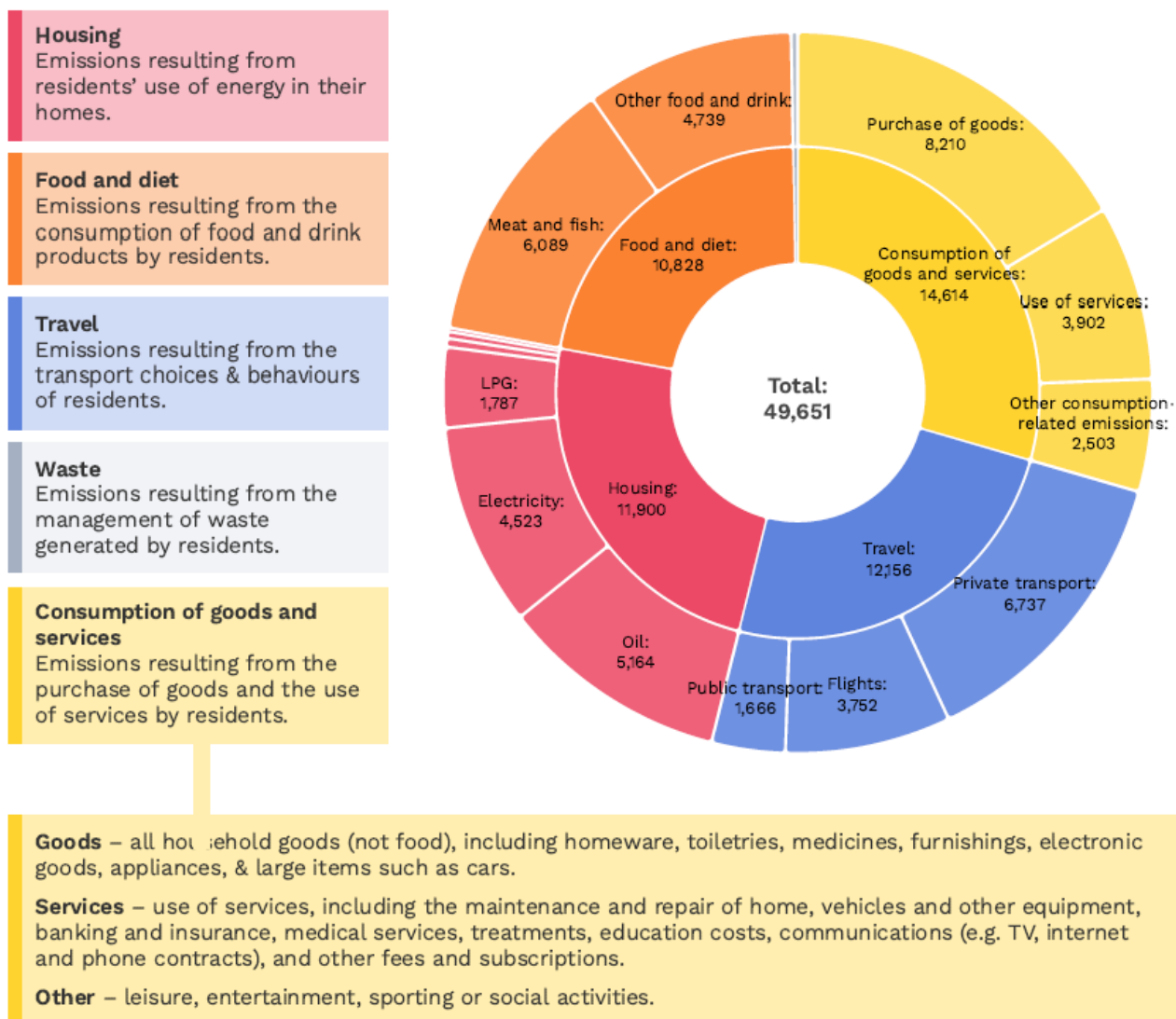
Activity	(t CO2e)	Percentage
Consumption of goods and services	4.7	29
Housing	3.8	24
Travel	3.9	24
Food and Diet	3.5	22
Waste	< 0.1	< 1
<b>TOTAL</b>	<b>16</b>	<b>100</b>

t CO2e stands for tonnes of "carbon dioxide equivalent" and is a standard unit of measurement in carbon accounting. It expresses the impact of a number of different gasses collectively as a common unit.

Source: [IMPACT Community Carbon Calculator](#)

8.32 St Stephen in Brannel is in an area of higher CO2 emissions, with the highest levels occurring to the north west, linked to the Cornwall Energy Recovery Centre and Imerys plant. In the rural parts away from the settlements and roads, emissions are lower.

**Figure 13. Emissions Breakdown for St Stephen in Brannel Parish – Consumption Basis - Total**



Source: [IMPACT Community Carbon Calculator](#)

8.33 According to the IMPACT Community Carbon Calculator, St Stephen in Brannel contributes 49,651 tonnes of CO2e per annum on a consumption basis (all emissions caused by residents of the area, regardless of where they occur). This equates to 15.9t tonnes CO2e per household. [See Figures 12 and 13]. On a territorial basis (all emissions occurring within the area) the figure are 110,197 tonnes of CO2e per annum, or 35.3 tonnes CO2e per household [See Figures 14 and 15].

8.34 The difference between the consumption and territorial basis illustrates how resident's travel, holiday and purchasing choices effect greenhouse gas emissions. The scale and range of sources of these emission also indicate that achieving local carbon neutrality solely through the actions of the NDP by 2030 is not feasible.

#### The Role of the St Stephen in Brannel NDP in Tackling Climate Change.

8.35 The policies in the St Stephen in Brannel NDP contribute towards securing net-zero carbon, working within the polices set out in the NPPF, Cornwall Local Plan and the emerging new Climate Crisis DPD. This includes:

<b>Figure 14. Emissions Breakdown for St Stephen in Brannel Parish – Territorial Basis - Per Household</b>		
<b>Activity</b>	<b>(t CO2e)</b>	<b>Percentage</b>
<b>Waste management</b>	18.9	54
<b>Industrial and commercial</b>	4	11
<b>Housing</b>	3.8	11
<b>Agriculture</b>	3.3	9
<b>Road Transport</b>	2.1	6
<b>Aviation</b>	1.5	4
<b>Shipping</b>	0.6	2
<b>Diesel fuelled railways</b>	0.5	2
<b>F-gases</b>	0.5	1
<b>Other Transport</b>	< 0.1	< 1
<b>Total</b>	<b>35</b>	<b>100</b>

F-gases are man-made fluorinated gases that can stay in the atmosphere for centuries and contribute to a global greenhouse effect.  
t CO2e stands for tonnes of "carbon dioxide equivalent" and is a standard unit of measurement in carbon accounting. It expresses the impact of a number of different gasses collectively as a common unit.  
[Source: IMPACT Community Carbon Calculator](#)

- encouraging the location of necessary new development close to existing facilities, reducing the need to travel;
- supporting the development of low carbon travel methods (walking, cycling, public transport);
- Protecting local services and facilities so that access to local services is maintained, reducing the need to travel and ensuring local communities remain sustainable;
- Encouraging natural sustainable drainage features in new development e.g. swales, raingardens, ponds and wetlands;
- Ensuring all new development achieves a net gain in biodiversity and looks for opportunities to increase connectivity of habitats;
- Encouraging designs which minimise the need to use energy, and encourage and support the use of renewable energy sources within new and existing properties;
- incorporating and protecting multi-functional natural areas which help draw green-house gasses from the air ('carbon sequestration') in the layout of development and subsequent land management practice;
- Encouraging and supporting local renewable energy sources that will cause least harm to the area and its setting and benefits local people through reduced energy consumption, reduced carbon footprint and results in lower energy costs.

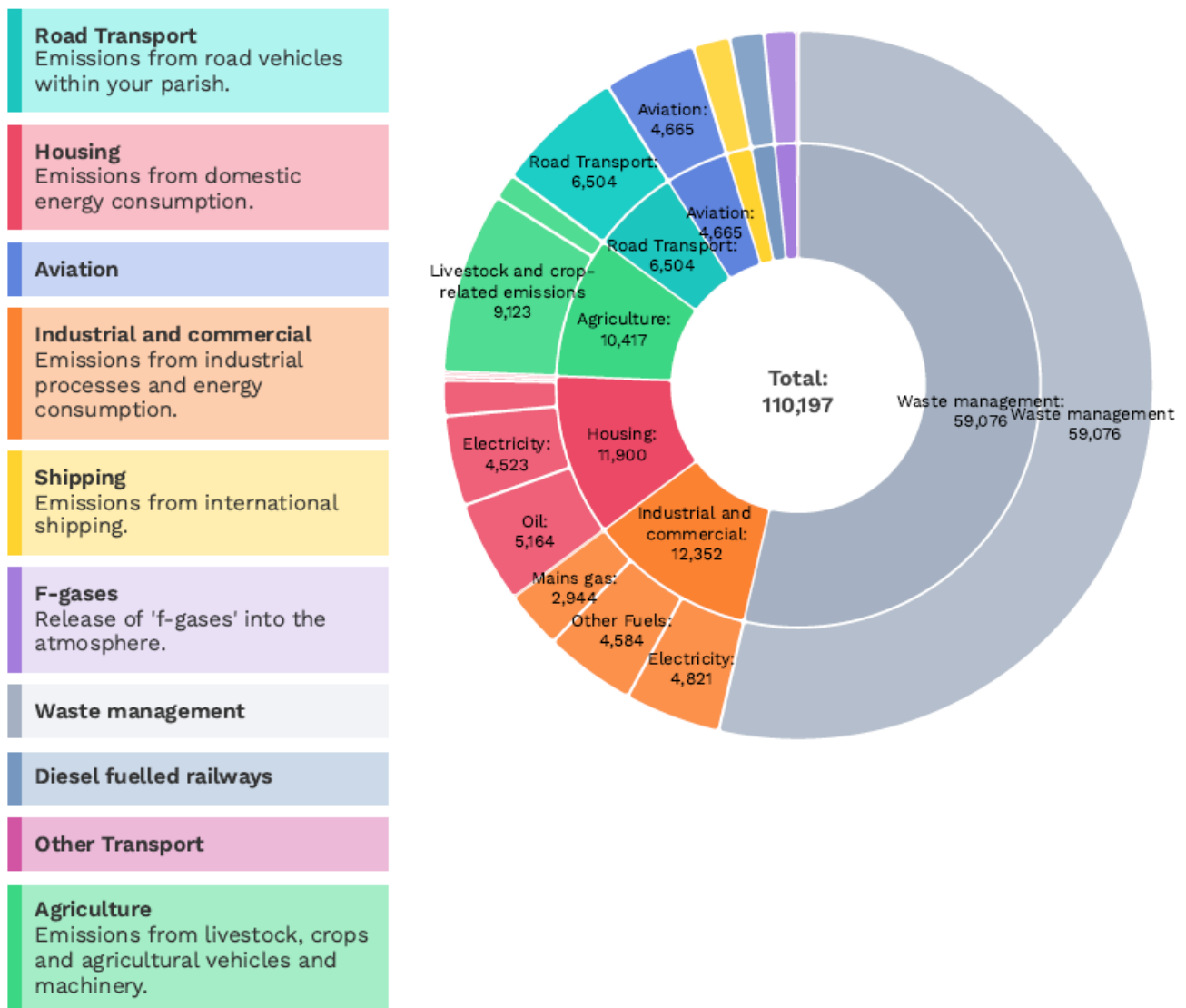
### *Policy NE6 – Sustainable Energy Production*

#### **Policy Justification**

8.36 Renewable energy is of considerable significance to Cornwall because of its geographical characteristics (as an exposed and hilly peninsula, enjoying strong levels of sunshine, with many watercourses and granite spine) and relatively sparse population making it particularly suitable for wind turbines, Solar PV arrays and other forms of 'natural energy'. However the landscape character, biodiversity and heritage status of much of the county restricts the opportunities for the larger scale forms of energy development such as wind turbines and solar arrays to areas away from the AONB.



**Figure 15: Emissions Breakdown for St Stephen in Brannel Parish – Territorial Basis - Total**



Source: [IMPACT Community Carbon Calculator](#)

8.37 This is not the case locally. Due to its topography, geology, relative lack of designated biodiversity and heritage features, and it's already heavily modified and largely undesignated landscape, the northern part of St Stephen in Brannel Parish has considerable potential to contribute to the production of renewable energy at a strategic scale. Some 65% of the 58.5ha of large solar power 'farms' hosted in the Parish is located on former china clay working sites. Much of the land safeguarded from sterilisation in the Minerals Safeguarding Local Plan could be favoured for use for solar energy production as a 'meanwhile' use prior to clay extraction. Nearly all the Parish, apart from the deeper valley of the Fal in the AGLV to the south, is identified within the Climate Emergency Development Plan Document as being suitable for 'onshore' wind energy. [Assessed as part of the Renewable Energy Landscape Study as having a low; low-moderate or moderate landscape sensitivity to wind energy]. The granite geology also suggests that deep geothermal energy production may be possible, whilst the presence of the River Fal and several tributary streams may support the opportunity for carefully designed small-scale hydroelectric power generation. Another approach is through microgeneration - the production of heat or power on a small scale, using a variety of local means, such as ground source and air-to-air heat pumps, biomass boilers, rooftop PV installation on a domestic scale, mostly not requiring planning permission.



Such sources can be available for consumption on site or nearby, promoting energy diversity and alleviating concerns relating to security of supply, energy costs, shortages and power cuts for local communities and businesses.

- 8.38 In community consultations, a clear majority of respondents (81%) were generally in favour of renewable energy. Solar panels were the most popular choice of renewable energy for the Parish with over 70% of respondents selecting these options. With regard to wind energy NPPF 2021 (Footnote 54) says that *‘Except for applications for the repowering of existing wind turbines, a proposed wind energy development involving one or more turbines should not be considered acceptable unless it is in an area identified as suitable for wind energy development in the development plan; and, following consultation, it can be demonstrated that the planning impacts identified by the affected local community have been fully addressed and the proposal has their backing’*.
- 8.39 The Cornwall Climate Emergency Development Plan Document [CEDPD] identifies ‘broad areas’ that are ‘suitable for wind energy’ development based on a landscape sensitivity assessment and sets relevant criteria for decision making. The entire Parish of St Stephen in Brannel is within this area. Falling within the broad areas does not mean that proposals will automatically be granted planning permission. They are essentially an ‘area of search’ within which the Council will consider whether turbines should be granted permission in line with local and national policy which sets out a series of technical tests (including distances from homes and heritage assets (including Scheduled Monuments and Listed Buildings)) and demonstrate the acceptability of their visual impact.
- 8.40 Based on this the St Stephen in Brannel NDP has identified which the areas of the Parish that the community considers are appropriate locations for certain scales of wind energy, taking into account constraints such as landscape and visual impact, the presence of heritage, potential impact on habitat and species, and proximity to settlements. Taking the identified constraints into account a two-level Area of Search has been devised and is illustrated on the Proposal Map. This analysis may be found in the NDP Evidence Base.
- 8.41 Para 156 of NPPF 2021 encourages neighbourhood plans to support community-led initiatives for renewable and low carbon energy. The Government’s Energy Security Strategy of April 2022 includes plans to prioritise putting local communities in control by developing local partnerships for supportive communities who wish to host new onshore wind infrastructure in return for benefits.
- 8.42 The CEDPD requires renewable and low-carbon energy proposals to provide community benefit and gives significant weight to community-led energy schemes. Currently a Community Benefit Fund drawn from the existing solar-energy projects can be used for small scale projects that benefit those living in the Parish of St Stephen in Brannel. In future other forms of community benefits may be possible, see box below.

## Intent

- 8.43 To encourage the release of the local sustainable energy potential to help secure Cornwall’s zero-carbon targets and tackle the causes of climate change, in ways that respect residential amenity, natural habitat and its species, landscape and visual impact, and the historic environment.

### **Policy NE6 – Sustainable Energy Production**

1. Proposals for sustainable energy generation and distribution networks will be supported if they contribute to meeting Cornwall’s target of 100% renewable electricity supply by 2030; and comply with Policy RE1 of the CEDPD.
2. In addition, Wind Energy Generation proposals will be supported if:
  - a. They are located in the Red Wind Energy Area of Search as shown on the Proposals Map 3 and comprise individual wind turbines and small clusters of up to and including Band C; OR

- b. They are located in the Green Wind Energy Area of Search as shown on the Proposals Map 3 and comprise individual turbines and small to large clusters of up to and including Band D; and
- c. They would not dominate, or prevent the understanding and appreciation of the distinctive historic landmarks, heritage assets, or the views of the china clay tips, lagoons and landforms associated with Hensbarrow mining area, or the rising ground above the settlements, which mark the Cornish Distinctiveness of the area.

Outside the wind energy development Areas of Search, Development proposals involving one or more turbines will not be supported.

## COMMUNITY BENEFITS FROM RENEWABLE ENERGY PROJECTS

A variety of community finance, in-kind and wider benefits are becoming common as part of renewable energy development. Examples include:

- Community benefit funds (e.g. the existing St Stephen in Brannel and Carloggas Community Funds)
- Community ownership or share-holding in renewable energy
- Locally cheaper energy bills
- Shared funding of local infrastructure upgrades (e.g. faster broadband, electric vehicle charging points)
- Educational visits for schools
- Employment of local people in construction and maintenance
- Preference local contractors in tendering processes

It should be noted that it is a strict principle in the English planning system that a planning proposal should be determined based on material planning considerations. Local planning authorities cannot take into account contributions that are not necessary to make a development acceptable in planning terms. A development can however be required to undertake or make contributions towards a compensatory set of actions in order for planning permission to be granted, for example infrastructure improvements or initiatives to counteract the direct losses of amenity or habitat, providing they are necessary to make the development acceptable in planning terms; direct and related to the site development; and fairly and reasonably related in scale and kind to the development. More details can be found in Part 2 of the '[Community Engagement and Benefits from Onshore Wind Developments Good Practice Guidance for England](#)', December 2021.

Para 156 of NPPF 2021 encourages neighbourhood plans to support community-led initiatives for renewable and low carbon energy. The Government's Energy Security Strategy of April 2022 includes plans to prioritise putting local communities in control by developing local partnerships for supportive communities who wish to host new onshore wind infrastructure in return for benefits. The CEDPD gives significant weight to community led energy schemes where evidence of community support can be demonstrated, with administrative and financial structures in place to deliver/manage the project and any income from it. Encouragement will be given to schemes to provide for a community benefit in terms of profit sharing or proportion of community ownership and delivery of local social and community benefits.

### *Policy NE7 – Local Energy Storage*

#### **Justification**

8.44 Local energy storage is considered to be a crucial element in moves to increase the proportion of renewable and low carbon energy in rural systems. When renewable sources produce insufficient power to meet demand, rather than draw from the grid, power is drawn from batteries and they progressively discharge. When the system produces more electricity than can be used, the batteries can be recharged. Such storage can help improve energy security in rural areas, alleviate energy poverty, and potentially assist moves to off-grid systems. Storage could, in addition, be part of a new residential or non-residential development site, as an essential element of an energy strategy to decarbonise the new development. Carefully designed and located

storage facilities can be accommodated in sensitive locations. However, as an emerging area of technology a cautious approach to their development is appropriate.

### **Intent**

8.45 Policy NE7 is intended to encourage the provision of infrastructure to support rural renewable energy generation and use and set the parameters by which such proposals can be accommodated without harming the various planning interests.

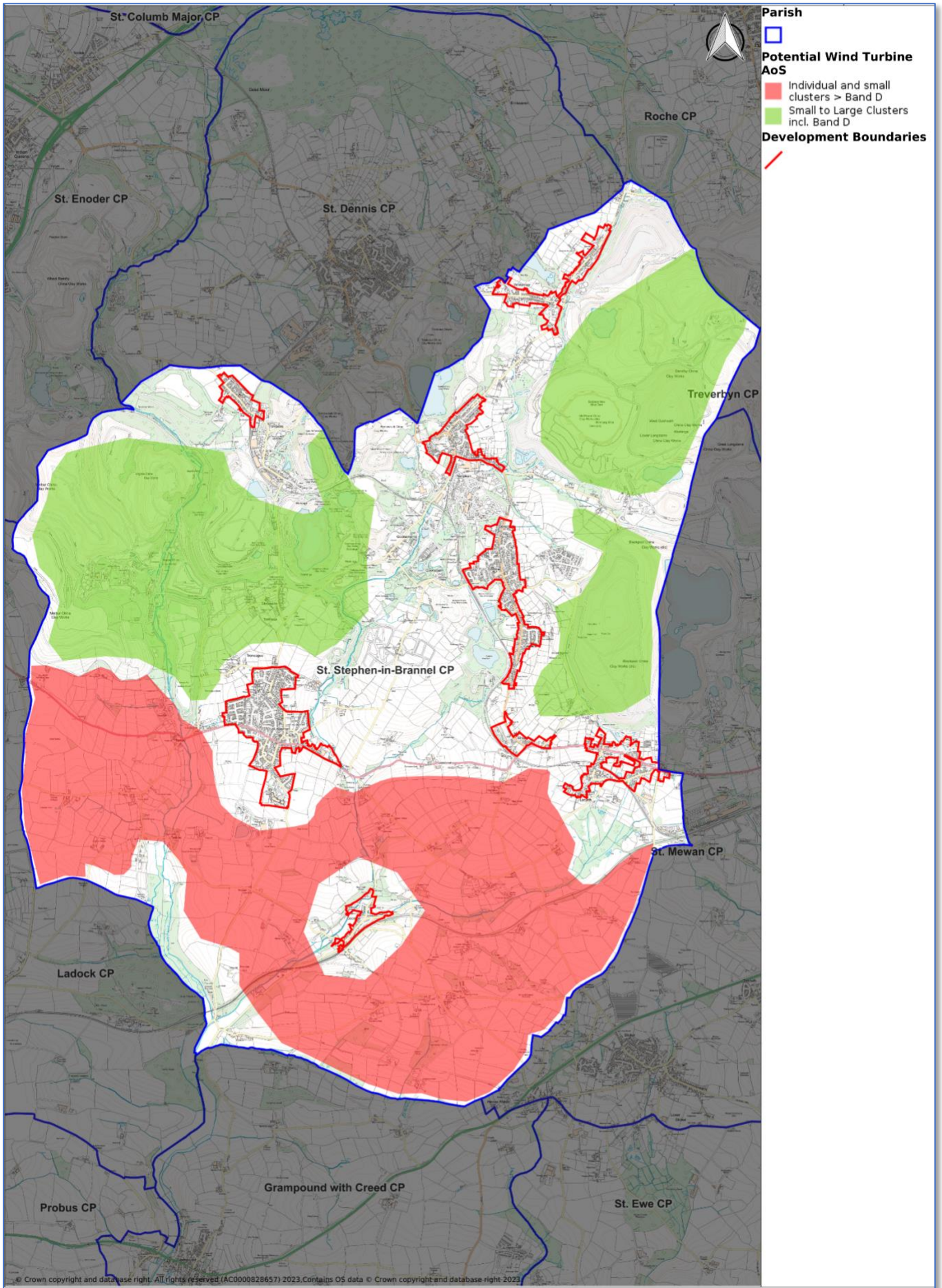
#### **Policy NE7 – Local Energy Storage**

Proposals for renewable and low carbon energy storage developments will be supported and encouraged where:

- A. They are co-located with an existing or proposed renewable energy development, or will alleviate grid constraints or support the deployment of further low or zero carbon initiatives.
- B. They would not dominate, or prevent the understanding and appreciation of historic landmarks, heritage assets, views and vistas identified in NDP Policy NE1, or rising ground above the settlements; or have an overbearing visual impact;
- C. They would not adversely affect the amenities of local residents or other users of the countryside in terms of noise, vibration, traffic generation, security lighting, fencing, and construction impacts – e.g. noise, vehicle movements, tree removal.
- D. Wherever possible, the opportunity is taken to re-use existing agricultural or mine buildings and remediate despoiled ground;
- E. Any new buildings are designed to reflect local vernacular and minimise visual impact on the landscape.
- F. In the case of historic mining sites, the layout and use of buildings is informed by a detailed Heritage Impact Assessment incorporating a Cornish Distinctiveness Assessment.

Appropriate ecological surveys will need to be undertaken and adequate mitigation of any effects proposed.





**MAP 3: Wind Energy Development Areas of Search**

# 9

## ST STEPHEN IN BRANNEL NEIGHBOURHOOD DEVELOPMENT PLAN

### SECTION NINE: ROADS, ACCESS AND TRANSPORT

## 9: Roads, Access and Transport

This section sets our policies to encourage improvements in sustainable transport and connectivity.

Objective	Policy Index
A. Ensure parking and highways development are robust and support future development	RT1: Accessibility and Transport RT2: Conversion of Residential Garages RT3: Future Bus and Rail
B. Encourage greater transport links with an emphasis on more eco-friendly solutions	RT3: Future Bus and Rail RT4: Broadband and Mobile Communications
C. Maintain access to public rights of way, cycleways, footpaths and bridleways.	RT5: Public Footways, Pedestrian Links, and Public Rights of Way.
<p><i>Climate Crisis</i></p> <p>A. Reduce the causes of the climate crisis within our community</p> <p>B. Reduce the impact of the climate crisis on our community</p> <p>C. Encourage sustainable energy generation and use.</p> <p><i>Health and well-being</i></p> <p>D. Protect and enhance leisure opportunities, social gathering places, and ensure that design discourages crime and encourages exercise.</p> <p><i>Environmental sustainability</i></p> <p>E. Support self-sufficiency in communities, for food production, energy, work and leisure.</p>	RT3: Future Bus and Rail

8.1 The evidence on which this theme’s objectives and policies is based can be found under this link: [Roads, Access & Transport](#)

### *Policy RT1 – Accessibility and Transport*

#### **Policy Justification**

8.2 The South West Rural Mobility Strategy aims to level up rural communities through improvements to connectivity, such as enhanced digital connections supporting e-commerce and online services enabling more to be done without the need to travel; supporting more local services where people need them; integrated rural hubs; and networks of settlements which work together, sharing facilities, services and resources.

8.3 St Stephen in Brannel Parish is linked to the major service and employment centres of St Austell, Newquay and Truro via the A3058 and either the A390 or the A30, the main A and B roads in Cornwall. The B3279 which runs through the ‘island settlements’ from the North, also gives eastbound access to the A30. Both the A3058 and B3279 can be busy and are single carriageway and in places have awkward alignments and to suffer what is perceived locally to be a quite high level of road traffic collisions. The villages and other small settlements within the Parish are accessed via the various C roads that criss-cross the area. Traffic sensitivity is centred around those built-up areas of housing and the village educational centres. Thus there is a practical need to encourage more sustainable transport and accessibility in addition to climate change reasons.

- 8.4 Most of the villages within the Parish have convenient access to bus travel run by the Transport for Cornwall/Kernow Bus Network and these enable residents to travel to St Austell, Truro, Newquay, Fowey and Bodmin, with key journey to work and school services available, and some late night services. The only villages where there is no cover is Coombe, with the nearest bus stop being in St Stephen. Despite this car ownership and use is high.
- 8.5 Local public opinion favours more regular and safe transport with 72% of survey respondents saying that such links were one of the most important resources for young people. 28% of respondents felt that public transport provision is adequate whilst 50% felt it was not. 50% felt that more frequent buses and improved bus routes between villages would improve connectivity.
- 8.6 As car use is high, due to the rural nature of the area, a lack of car parking is a perceived problem in many parts of the Parish and some 63% of respondents thought there was a need for more parking. 52% also considered that improved car parking should be a criteria for new development, and 49% that traffic calming should be implemented. Parishioners often express concern about the dangers this poses to emergency services trying to pass and to pedestrians walking between parked cars, especially children.
- 8.7 In an area where there is a high level of valuable heritage and traditional street and estate layouts, insufficient and poorly designed parking encourages pavement parking, obstruction of accesses and other ad hoc parking. It is essential that new development does not make this situation worse and where possible helps to alleviate existing problems.
- 8.8 The Cornwall Design Guide includes a section on ‘Movement’ which gives useful guidance, and the following Policy should be used with reference to this, taking into account the local concerns noted above. For guidance, parking space provision should be designed to accommodate modern family-sized private vehicles with the minimum provision for at least two vehicles, and where possible for larger dwellings, one parking space per bedroom.

#### **WHO DO I CONTACT ABOUT AN ILLEGAL PARKING ISSUE?**

Most people park safely and legally. Unfortunately, some do not, causing traffic obstruction and harming road and pedestrian safety. This cannot be controlled through the NDP as the issue is outside planning powers. Cornwall Council has the responsibility to enforce parking restrictions on public roads. It can issue penalty charge notices any time a parking or waiting restriction applies. This includes on public and bank holidays and at night. Cornwall Council’s civil parking enforcement procedures explain when its staff issue penalty charge notices, how appeals are handled and more.

If you think there is a vehicle illegally parked where there is a parking restriction you can report it to Cornwall Council via the Council’s website at this address: [Illegally Parked Vehicles](#)

#### **Intent**

- 8.9 The aim of this Policy is to help to ensure that the current range of transport links for the Parish are maintained or improved, that housing or business developments should not aggravate the existing traffic/transport difficulties in terms of delays and safety, and incorporate adequate parking that reflects the rural nature of the area.

#### **Policy RT1 – Accessibility and Transport**

Development will be supported where it is located and designed to promote active travel and access to public transport and improve air quality, and :

1. For new residential development it:



- A. Is within a safe walking distance of public transport (bus stop or railway station), maximises opportunities for safe walking and cycling to services and facilities, and includes the appropriate provision of new paths to link with the existing network and to local facilities, to a standard which allows for wheelchair access wherever practicable and appropriate, and
  - B. Incorporates sufficient car parking to realistically meet demand [including residents, visitors, delivery and work vans] without impacting on the appearance and safety of the development in locations where users are likely to feel confident that their own security and that of their vehicles will not be compromised, and
  - C. Supports a layout which provides and facilitates interconnected streets and avoids the use of cul-de-sacs; and
  - D. Is supported, dependent upon the size and scale of the proposals, by a Transport Assessment or Travel Plan which demonstrates how the impact of any additional traffic will be managed to minimise the impact on the local road network; and
  - E. Is designed to take into account the needs of groups with protected characteristics, particularly those with age-related infirmity, disability and/or poor health; and
  - F. In the case of developments of more than 4 dwellings, are designed with a speed-reducing layout which prioritises active travel, social interaction and play, with the following hierarchy of transport in mind: pedestrian, cyclist, public transport, service vehicles, other motor vehicles; and where the scale is appropriate, includes bus bays/stops and shelters located where they will encourage public transport provision and use; and
  - G. Demonstrates that singularly or cumulatively the development will not cause increased risk to human health from air pollution or exceed adopted national standards and where relevant includes appropriate mitigation under CLP Policy 16.
2. For other developments it:
- A. incorporates, on-site, adequate provision to meet the needs of potential occupiers for :
    - a. Staff and visitor car and cycle parking;
    - b. Commercial vehicle loading, unloading, parking ; and
    - c. External storage/transfer space for materials and products.
3. OVERALL
- A. All developments should be designed and will be constructed to the appropriate road layouts and design requirements of the Manual for Streets (DoT 2007), the Design Manual for Roads and Bridges (DMRB) and the Cornwall Council Design Guide.
  - B. Development which has the potential to impact on the A30 trunk road, must be supported by an appropriate transport assessment in line with the requirements of DfT Circular 02/2013
  - C. The provision of appropriate traffic calming measures within, alongside, or off site on roads approaching the site are encouraged. \*
- \*Rural Minor Road Traffic Calming, Sustrans, 2004 <https://www.satinonline.org/Documents/71-Rural-Minor-Road-Traffic-Calming---Sustrans-Routes-for-People-Information-Sheet-FF38.pdf>

## *Policy RT2 – Conversion of Residential Garages*

### **Policy Justification**

8.10 The conversion of garages, often integral, from use as potential vehicle parking to habitable accommodation, is a frequent concern where on street parking is already congested. The loss of a garage can result in the loss of on-site vehicle parking spaces, thus adding to street parking congestion. It is recognised that integral garages are often not used for vehicle parking and residents may wish to convert them into residential accommodation as a relatively cheap and easy way of creating extra living space. Nevertheless, this can lead to increased problems of on-street parking and this can prove of great concern to other residents. It is therefore vital that a proper balance is found.

## Intent

- 8.11 The aim is to strike a balance between the provision of adequate parking to help in the prevention of road obstruction and congestion, and the needs of householders for adequate living accommodation.

### **Policy RT2 - Conversion of Residential Garages**

Where planning permission is required for garage conversion to habitable rooms, proposals will only be supported where they include appropriate replacement parking adequate to meet the needs of the occupiers of the dwelling.

### *Policy RT3 – Future Bus and Rail*

#### **Policy Justification**

- 8.12 As noted in paragraphs 8.28, and 9.1 to 9.4 above, there is a need to support a shift from private transport to other modes of sustainable and less congestive modes. Whilst bus services are adequate for current demand, there may be a need to increase frequency and stopping places in the future, and it is essential that the infrastructure to back this is supported. St Stephen in Brannel Parish includes within its area the still operational route of the Newquay and Cornwall Junction Railway [later subsumed into the Cornwall Mineral Railway and GWR, now operated by Imerys]. This passes close to several settlements, from St Dennis down to St Austell, where there are links on the national rail network for both commuter and more long distance journeys, and could have potential as a public transport route sometime in the future.

## Intent

- 8.13 This Policy aims to indicate support for a future possible initiative to introduce an additional form of sustainable public transport.

### **Policy RT3 – Future Bus and Rail**

New development proposals for buildings and infrastructure to support the extension and enhancement of bus services and the re-use of the mineral railway passing through St Stephen in Brannel Parish will be supported, subject to the other policies in this NDP.

### *Policy RT4 – Broadband and Mobile Communications*

#### **Policy Justification**

- 8.14 There is 'Superfast Broadband' throughout the main settlements in the Parish but speeds can vary, whilst more rural parts have poor broadband access. The signal for mobile phones (voice and data) is widely variable according to location and provider, but is poor in parts set within valleys or screened by tips etc.
- 8.15 New developments should have the capability to connect to the internet and mobile phone network with the best available speed and with realistic future proof upgrade capability, subject to NPPF 2021 Para 58 on viability and deliverability. This will help to ensure that all current and future members of the community are not digitally disadvantaged, and that inward investment is not restricted by any local inadequacy in digital communications. Enhanced digital communication links will enable business to take a full part in the modern economy.
- 8.16 Mobile phone masts need to be located where they can provide a good signal. This means that they are often sited where they are visually prominent. Whilst accepting that mobile phone masts are a necessity, this NDP seeks to ensure that new mobile phone masts are located so as to keep visual impact to a minimum.
- 8.17 An updated Code of Best Practice for Mobile Phone Network Development was published in 2016. Mobile phone operators are expected to follow the guidelines in the current version (and any future versions) in relation to public consultation and good design for the mast location and appearance.

- 8.18 Whether or not a planning application is required, operators must undertake appropriate public consultation in line with the relevant Code of Practice. Where a new ground-based mast is proposed, operators applying for planning permission must provide evidence that sharing an existing mast is not possible.
- 8.19 There are many examples of mobile phone mast designs that help to minimise visual impact - for example, designs that appear to be trees or streetlights. This NDP wishes to encourage designs such as these in St Stephen in Brannel Parish.

### **Intent**

- 8.20 The intention is to encourage the enhancement of digital communication links, reducing needs to travel and associated environmental issues, avoiding harm to the landscape and village character, and enabling business to take a full part in the modern economy.

#### **Policy RT4 - Broadband and Mobile Communications**

1. Development will be supported where it makes provision for the connection of highspeed broadband.
2. The provision of ducting, available for community owned local access network or fibre optic cable deployment, in its own supporting infrastructure will be encouraged.
3. Proposals for mobile phone masts will be supported where:
  - A. The siting of the mobile phone masts seeks to minimise its visual impact, both within the Parish, and on views from outside the Parish; and
  - B. The design of the mobile phone mast and associated equipment seeks to minimise visual impact and blend in with the background in accordance with NDP Policy NE1; or
  - C. The new mast is to be grouped with existing masts; and
  - D. If it involves sharing of a mast the visual impact of the proposed changes does not result in unacceptable harm to the character of the area.

#### ***Policy RT5 – Footways, Pedestrian Links, Public Rights of Way***

### **Justification**

- 8.21 Footpaths, bridleways and cycle paths can make an important contribution to sustainable connectivity, the reduction in greenhouse gas emissions, and to healthy activity and leisure. Such routes may also be wildlife corridors through fields and built-up areas. Such routes are only useful if they are available and perceived to be safe, reasonably pleasant and take a reasonably direct route from where people start from (usually their home) to where people want to be.
- 8.22 Being a rural location there are a considerable number of PROW footpaths and bridleways for the residents to use for their exercise, well-being and enjoyment of their surrounding environment. Whilst there are a number of 'Gold' standard footpaths maintained by the Parish Council, the rest are not maintained due to financial constraints. Indeed, half of those responding to the NDP consultations felt they were not adequate. Three quarters of respondents felt there were not enough footpaths. Other responses felt they were not linked together, were poorly maintained, had been lost or that dog fouling was an issue.
- 8.23 Unfortunately, the NDP does not include maintenance and repair in its legal remit of powers. However it can ensure that new developments are properly related to the public footpath network.
- 8.24 Several routes have been truncated for safety reasons as a result of mineral development, although Imerys follows a policy of allowing 'permissive access' such as with the Blackpool Trail which runs south/north along the edge of the Blackpool and Karslake Operational Areas, with links into the PROW, close to the 'island

settlements'. The draft Cornwall Council Restoration and Tipping Strategy [2021] suggests that these links could be improved, and also suggests a central strategic footpath link between the western and eastern china clay areas, and in the longer term, a western strategic link between Terras and Fraddon.

- 8.25 The implication of the Equality Act 2010 is that rights of way provision for disabled people has to be considered equally with that of other users. Applying the principle of 'Least Restrictive Access', which requires that all structures erected on rights of way must meet the highest possible standards and will benefit all users not only those with restricted mobility.

#### **Intent**

- 8.26 The aim is to ensure that development proposals do not unacceptably impinge on effectiveness of existing routes and wherever appropriate and feasible contribute to their improvement.

#### **Policy RT5 – Public Footways, Pedestrian Links, and Public Rights of Way.**

1. Development (except for agricultural need dwellings) will be supported where there are existing safe walking routes to public transport, services and facilities or this can be achieved through the provision of new paths to link with the existing network to a standard which is accessible to all including people with disabilities, applying the principle of 'Least Restrictive Access';
2. Development proposals which are likely to effect public footways, pedestrian links, and Public Rights of Way should protect the existing network and its ambience and respect heritage features such as stiles and hedges.
3. Where public footways, pedestrian links, and Public Rights of Way are routed or realigned through new development, they should be incorporated into the development as a through route which is:
  - A. Not diverted to an unreasonable degree,
  - B. Designed as part of a landscaped wildlife corridor rather than being routed along estate road pavements as part of the highway network;
  - C. Link where possible to permissive routes created through the restoration of china clay tips and workings; and
  - D. Accessible to all including people with disabilities, applying the principle of 'Least Restrictive Access'.

# 10

**ST STEPHEN IN BRANNEL  
NEIGHBOURHOOD DEVELOPMENT  
PLAN**

**SECTION TEN:  
LOCAL PROJECTS**

## 10: Local Projects

This section records local activity which is outside the remit of neighbourhood planning but which contribute to its vision and objectives.

10.1 The St Stephen in Brannel Parish Council Three Year Strategic Plan 2022-2025 includes the following initiatives that are not planning matters but new development could contribute to as they concern matters new development could add pressures to:

- Resurfacing of St Stephen Short Stay car-park
- The extension of St Stephen Churchtown cemetery
- Maintenance/ improvement of various areas of land and buildings devolved by Cornwall Council
- Installing Speed Indicator Devices to help manage speed limits
- Installing mobile defibrillators across the Parish.
- Maintenance and improvement of grass verges/ weed spraying
- Creation of a Climate Change Plan
- Extension of Air Quality Monitoring

10.2 Ideally a group or committee should emerge from the NDP, to look seriously at opportunities to deliver new open space projects in line with Policy CF2, so that schemes are ready for development when funding becomes available.





# 11

ST STEPHEN IN BRANNEL  
NEIGHBOURHOOD DEVELOPMENT  
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SECTION ELEVEN:  
JARGON BUSTER

## 11: Jargon Buster

**This section** explains what the technical terms unavoidably used in this document actually mean.

### **Community Plan (also known as Parish Plans)**

Community plans are produced through collaboration between local residents and representatives of public, voluntary and private sector organisations and businesses. Community plans seek to influence and inform public bodies, organisations and other service providers about the priorities for people in the plan area.

### **Cornwall Local Plan**

A plan setting out the spatial vision and strategic objectives of the planning framework for Cornwall. Our Neighbourhood Plan must conform to the strategic principles and policies of the Local Plan.

### **Habitats Regulation Assessment**

This is a requirement for strategies such as Local and Neighbourhood Plans that are likely to lead to significant effects on European sites of nature conservation importance.

### **Homeworking**

This is defined as a householder and one or two other people working in a way which does not intrude on neighbouring properties adversely, for instance by increasing traffic, receiving large vehicles, generating noise or odours, or by working anti-social hours.

### **Island Settlement**

A description of the China Clay villages which have been constrained by the surrounding China Clay industry workings, so that they become linear in form and somewhat isolated.

### **Local Planning Authority**

A local planning authority is the local authority or council that is empowered by law to exercise statutory town planning functions for a particular area of the United Kingdom

### **Localism Act**

The Localism Act 2011 includes five key measures that underpin the government's approach to decentralisation:

- Community rights
- Neighbourhood planning
- Housing
- General power of competence
- Empowering cities and other local areas

### **Listed Building**

A building or structure listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as having special historic or architectural interest. Listing brings it under the consideration of the planning system, so that it can be protected for future generations.

Grade I buildings are of exceptional interest, only 2.5% of listed buildings are Grade I

Grade II\* (referred to as 'two star') buildings are particularly important buildings of more than special interest; 5.8% of listed buildings are Grade II\*

Grade II buildings are of special interest; 91.7% of all listed buildings are in this class and it is the most likely grade of listing for a home owner.

### **National Planning Policy Framework (NPPF)**

The NPPF sets out the planning policies for England. This was a key part of the reforms to make the planning system less complex and more accessible, and to promote sustainable growth. The Framework sets out planning policies for England and how they are expected to be applied. It provides guidance for local planning authorities and decision-takers, both in drawing up plans and making decisions about planning applications. At the time of publication of this NDP, the current version was NPPF 2021.

### **Neighbourhood area**

A neighbourhood area has to be formally designated for a neighbourhood plan or order to be produced

### **Neighbourhood Plans**

New type of plans introduced by the Localism Act. They will be prepared by town/Parish councils, and develop detailed planning policies for a town/Parish (or part of them) in general conformity with the council's Local Plan

### **Planning Advisory Service**

The Planning Advisory Service helps councils provide faster, fairer, more efficient and better quality planning services. See [www.pas.gov.uk](http://www.pas.gov.uk)

### **Permitted development**

Certain types of work can be carried out without needing to apply for planning permission. These are called "permitted development rights". Often referred to as 'PD'.

They derive from a general planning permission granted not by the local authority but by Parliament. The permitted development rights which apply to many common projects for houses do not apply to flats, maisonettes or other buildings. Similarly, commercial properties have different permitted development rights to dwellings.

Permitted development rights are more restricted in Conservation Areas, and the Area of Outstanding Natural Beauty.

### **'Prior approval' process.**

Some proposals for 'PD' developments involving tele-communications, demolition, agriculture or forestry are subject to a process whereby details are notified to the local planning authority prior to the development taking place

### **Qualifying Body**

This is a town or Parish council authorised to act in relation to a neighbourhood area for the purposes of a neighbourhood development plan

### **Statutory Consultees**

Statutory consultees for the purposes of neighbourhood planning are defined within the Neighbourhood Planning (General) Regulations

## **Steering Group**

A steering group is a committee of individuals made up of community representatives who will drive forward the neighbourhood planning project on behalf of the town or Parish council.

## **Strategic Environmental Assessment**

An assessment of the impact of certain plans and policies on the environment.

## **'Social Capital'**

This refers to the network that exist between people, voluntary organisations, clubs and societies who have common values and are able to work together to make things happen in their community, for example by caring for more vulnerable people, environmental action, arts and community events. A sustainable community has strong social capital

## **Sui Generis**

Latin phrase used to describe land uses which are literally, 'in a class of their own' and not found elsewhere in the Use Classes Order.

## **Sustainability Appraisal (including Environmental Appraisal)**

An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development. (Environmental appraisal covers only environmental impacts)

## **Town and Country Planning Act 1990**

The Town and Country Planning Act 1990 is an act of the British Parliament regulating the development of land in England and Wales.

## **The Regs**

The Neighbourhood Planning Regulations 2012 which set out the detailed rules for Neighbourhood Planning.

## **Use Classes Order**

The legal definition of Planning land use classes defined under the General Development orders and various regulations:

### **Class E – Commercial, business and service**

Use, or part use, for all or any of the following purposes:

- (a) for the display or retail sale of goods, other than hot food, principally to visiting members of the public;
- (b) for the sale of food and drink principally to visiting members of the public where consumption of that food and drink is mostly undertaken on the premises,
- (c) for the provision of the following kinds of services principally to visiting members of the public: (i) financial services, (ii) professional services (other than health or medical services), or (iii) any other services which it is appropriate to provide in a commercial, business or service locality,
- (d) for indoor sport, recreation or fitness, not involving motorised vehicles or firearms, principally to visiting members of the public,

- (e) for the provision of medical or health services, principally to visiting members of the public, except the use of premises attached to the residence of the consultant or practitioner,
- (f) for a crèche, day nursery or day centre, not including a residential use, principally to visiting members of the public,

(g) for:

- i. an office to carry out any operational or administrative functions,
- ii. the research and development of products or processes, or
- iii. any industrial process, being a use, which can be carried out in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit

### **Class B2 (General industrial):**

Use for the carrying on of an industrial process other than one falling within class E above.

### **Class B8 (Storage or distribution):**

Use for storage or as a distribution centre.

### **Class C – hotels, hostels and dwelling houses**

Class C1— Use as a hotel or as a boarding or guest house where, in each case, no significant element of care is provided

Class C2— Use for the provision of residential accommodation and care to people in need of care (other than a use within Class C3 (dwelling houses))

Use as a hospital or nursing home

Use as a residential school, college or training centre

Class C2a – Secure residential institutions Prisons, young offenders’ institutions, detention centres, secure training centres etc.

Class C3— Use as a dwellinghouse (whether or not as a sole or main residence) by:

- (a) a single person or by people to be regarded as forming a single household,
- (b) not more than six residents living together as a single household where care is provided for residents,
- (c) not more than six residents living together as a single household where no care is provided to residents (other than a use within Class C4)

Class C4—House in multiple occupation

Use of a dwelling house by not more than six residents as a HMO.

### **Class F.1 – Learning and non-residential institutions**

Any use not including residential use:

- (a) for the provision of education,
- (b) for the display of works of art (otherwise than for sale or hire),
- (c) as a museum,
- (d) as a public library or public reading room,
- (e) as a public hall or exhibition hall,
- (f) for, or in connection with, public worship or religious instruction,
- (g) as a law court

## **Class F.2 – Local community**

Use as:

- (a) a shop mostly selling essential goods, including food, to visiting members of the public in circumstances where:
  - i. the shop's premises cover an area not more than 280 metres square, and
  - ii. there is no other such facility within 1000 metre radius of the shop's location,
- (b) a hall or meeting place for the principal use of the local community,
- (c) an area or place for outdoor sport or recreation, not involving motorised vehicles or firearms,
- (d) an indoor or outdoor swimming pool or skating rink

### **Sui generis – No class specified Includes:**

- (a) as a theatre,
- (b) as an amusement arcade or centre, or a funfair,
- (c) as a launderette,
- (d) for the sale of fuel for motor vehicles,
- (e) for the sale or display for sale of motor vehicles,
- (f) for a taxi business or business for the hire of motor vehicles
- (g) as a scrapyard, or a yard for the storage or distribution of minerals or the breaking of motor vehicles,
- (h) for any work registrable under the Alkali, etc. Works Regulation Act 1906,
- (i) as a hostel,
- (j) as a waste disposal installation for the incineration, chemical treatment or landfill of hazardous waste,
- (k) as a retail warehouse club being a retail club where goods are sold, or displayed for sale, only to persons who are members of that club,
- (l) as a night-club,
- (m) as a casino,
- (n) as a betting office,
- (o) as a pay day loan shop,
- (p) as a public house, wine bar, or drinking establishment,
- (q) as a drinking establishment with expanded food provision,
- (r) as a hot food takeaway for the sale of hot food where consumption of that food is mostly undertaken off the premises,
- (s) as a venue for live music performance,
- (t) a cinema,
- (u) a concert hall,
- (v) a bingo hall,
- (w) a dance hall

# 12

**ST STEPHEN IN BRANNEL  
NEIGHBOURHOOD DEVELOPMENT  
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**SECTION TWELVE:  
ACKNOWLEDGEMENTS**



## 12: Acknowledgements

### **List of Steering Group Members**

Cllr Kim Wonnacott

Cllr Keith Wonnacott,

Cllr Mike Berryman,

Cllr Keith Truscott,

Cllr Don Hallett,

Cllr Barry Davey,

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Cornwall Council Neighbourhood Planning

GoCollaborate

### **Consultants**

Steve Besford-Foster

# Appendix 1

ST STEPHEN IN BRANNEL  
NEIGHBOURHOOD DEVELOPMENT  
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PROPOSALS MAPS

## Appendix 1 Proposals Maps

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Map 4	St. Stephen
Map 5	Coombe
Map 6	Treviscoe
Map 7	Foxhole
Map 8	Nanpean
Map 9	Whitemoor
Map 10	High Street
Map 11	Lanjeth
Map 12a and 12b	Key Recreation Spaces and Sports Pitches
Map 13	Green Infrastructure Network
Map 14	Landscape Areas

