

Lanreath Parish

Neighbourhood Development Plan

Submission Version 2010 – 2030

Report of Examination

September 2017

Undertaken for Cornwall Council with the support of Lanreath Parish Council on the submission version of the plan.



Independent Examiner:

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Summary

- I have undertaken the examination of the Lanreath Parish Neighbourhood Development Plan during August and September 2017 and detail the results of that examination in this report.
- Subject to the recommended modifications being made, the Plan meets the basic conditions and may proceed to referendum.
- I recommend the referendum boundary is the designated neighbourhood plan area.

Abbreviations used in the text of this report:

The Lanreath Parish Neighbourhood Development Plan is referred to as ‘the Plan’ or ‘Lanreath NDP’.

Lanreath Parish Council is abbreviated to ‘Lanreath PC’.

The National Planning Policy Framework is abbreviated to ‘NPPF’.

The National Planning Practice Guidance is abbreviated to ‘NPPG’.

The Cornwall Local Plan 2016 is abbreviated to ‘Cornwall LP’.

Acknowledgements: My thanks to Local Authority staff and the qualifying body for their prompt assistance with this examination. Also compliments to the local community volunteers and Lanreath Parish Council, who have produced a well-written and concise Plan.

1. Introduction and Background

1.1 Neighbourhood Development Plans

1.1.1 The Localism Act 2011 empowers local communities to develop planning policy for their area by drawing up neighbourhood plans. For the first time, a community-led plan that is successful at referendum becomes part of the statutory development plan for their planning authority.

1.1.2 Giving communities greater control over planning policy in this way is intended to encourage positive planning for sustainable development. The National Planning Policy Framework (NPPF) states that:

“neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need”.

Further advice on the preparation of neighbourhood plans is contained in the Government’s Planning Practice Guidance website:

<http://planningguidance.planningportal.gov.uk/blog/guidance/neighbourhood-planning/>

1.1.3 Neighbourhood plans can only be prepared by a ‘qualifying body’, and in Lanreath that is the Lanreath Parish Council. Drawing up the Neighbourhood Plan was undertaken by the LNP Steering Group, working to the Parish Council under defined Terms of Reference.

1.2 Independent Examination

1.2.1 Once Lanreath PC had prepared their neighbourhood plan and consulted on it, they submitted it to Cornwall Council. After publicising the plan with a further opportunity for comment, Cornwall Council were required to appoint an Independent Examiner, with the agreement of Lanreath PC to that appointment.

1.2.2 I have been appointed to be the Independent Examiner for this plan. I am a chartered Town Planner with over thirty years of local authority and voluntary sector planning experience in development management, planning policy and project management. I have been working with communities for many years, and have recently concentrated on supporting groups producing neighbourhood plans. I have been appointed through the Neighbourhood Plan Independent Examiners Referral Service (NPIERS). I am independent of any local connections to Lanreath and Cornwall Council, and have no conflict of interest that would exclude me from examining this plan.

1.2.3 As the Independent Examiner I am required to produce this report and recommend either:

- (a) That the neighbourhood plan is submitted to a referendum without changes; or
- (b) That modifications are made and that the modified neighbourhood plan is submitted to a referendum; or
- (c) That the neighbourhood plan does not proceed to a referendum on the basis that it does not meet the necessary legal requirements.

1.2.4 The legal requirements are firstly that the plan meets the 'Basic Conditions', which I consider in sections 3 and 4 below. The plan also needs to meet the following requirements under Paragraph 8(1) of Schedule 4B to the Town and Country Planning Act 1990:

- It has been prepared and submitted for examination by a qualifying body;
- It has been prepared for an area that has been properly designated by the Local Planning Authority;
- It specifies the period during which it has effect;
- It does not include provisions and policies for excluded development;
- It does not relate to land outside the designated neighbourhood area.

The Lanreath Parish Neighbourhood Development Plan complies with the requirements of Paragraph 8(1). The Neighbourhood Area was designated on the 13th April 2015 by Cornwall Council. The Plan does not relate to land outside the designated Neighbourhood Area. It specifies the period during which it has effect as 2010 – 2030 and has been submitted and prepared by a qualifying body and people working to that qualifying body. It does not include policies about excluded development; effectively mineral and waste development or strategic infrastructure.

1.2.5 I made an unaccompanied site visit to Lanreath to familiarise myself with the area and visit relevant sites and areas affected by the policies. This examination has been dealt with by written representations, as I did not consider a hearing necessary.

1.2.6 I am also required to consider whether the referendum boundary should be extended beyond the designated area, should the Plan proceed to a referendum. I make my recommendation on this in section 5 at the end of this report.

1.3 Planning Policy Context

1.3.1 The Development Plan for Lanreath, not including documents relating to excluded mineral and waste development, is the Cornwall Local Plan 2016 and the remaining saved policies from the Caradon Local Plan First Alteration 2007. All policies in the 2016 Local Plan are considered strategic by Cornwall Council, the saved countryside policies from the Caradon Local Plan (CL8 and CL9) are strategic and relevant to this Plan.

1.3.2 The National Planning Policy Framework (NPPF) sets out government planning policy for England, and the National Planning Practice Guidance (NPPG) website offers guidance on how this policy should be implemented.

1.3.3 During my examination of the Lanreath NDP I have considered the following documents:

- National Planning Policy Framework (NPPF) 2012
- National Planning Practice Guidance (NPPG) 2014 and as updated
- Written Ministerial Statement on Wind Energy June 2015
- Town and Country Planning Act 1990 (as amended)
- Planning and Compulsory Purchase Act 2004 (as amended)
- The Localism Act 2011
- The Neighbourhood Planning Regulations 2012 (as amended)
- Submission version of the Lanreath Parish Neighbourhood Development Plan
- The Basic Conditions Statement submitted with the Lanreath NDP
- The Consultation Statement submitted with the Lanreath NDP
- The Equality Impact Report submitted with the Lanreath NDP
- The Strategic Environmental Assessment and HRA Screening Opinion Report Sept2016
- Report to Service Director Planning: Legal Compliance of the Lanreath NDP 26 April 2017
- Neighbourhood Area Designation (map)
- Cornwall Local Plan 2010 – 2030: Adopted November 2016
- Saved Policies from the Caradon Local Plan First Alteration 2007
- Representations received during the publicity period (reg16 consultation)

2. Plan Preparation and Consultation

2.1 Pre-submission Process and Consultation

2.1.1 Lanreath Parish is a rural parish with farms and small settlements besides the main village of Lanreath. It is located in the southeast of the County of Cornwall, within the former district of Caradon. The Larger settlements of Looe, Liskeard and and Lostwithiel are within 10km of the parish boundary. There is some tourist development within the parish, and Forestry Commission land with public access, but the predominant feel is a rural community. The eastern section of the parish, to the east of the B3359, is designated as an Area of Great Landscape Value.

2.1.2 The LNP Steering Group, which comprises Parish Councillors and local volunteers, was set up to lead on the production of the Plan. This group reported regularly to the Parish Council, as its terms of reference required. Minutes of the LNP Steering Group meetings were made available on the Lanreath NDP website.

2.1.3 The Consultation Statement sets out the nature and form of consultation prior to the formal Reg14 six week consultation. Efforts were made to ensure the views of as many residents and local businesses as possible were gathered, and a response rate of over 25% was obtained to a second residents' questionnaire.

2.1.4 After commissioning an Evidence Base Report, the LNP Steering Group developed a scoping document for their neighbourhood plan, and held a second public meeting to discuss the contents, which included the vision and objectives for the plan. After this, a draft plan was drawn up, and an informal consultation undertaken prior to the formal Reg14 consultation. The draft plan was also discussed with Cornwall Council, and was amended to take into account the adoption of the new Cornwall Local Plan in November 2016.

2.1.5 As required by regulation 14 of the Neighbourhood Planning Regulations 2012, the formal consultation for six weeks on the pre-submission Draft Lanreath NDP ran from the 1st March 2017 to the 12th April 2017. The draft Plan was available at the Village shop and Post Office and could also be downloaded from the Neighbourhood Plan website. The Consultation Statement sets out in two appendices issues and concerns raised by the statutory consultees and the local community. The LPA have ensured that all statutory consultees were notified at this stage (legal compliance check report to Service Director 26 April 2017).

2.1.6 Representations were received from seven statutory and community consultees during the consultation period, all of which were considered and documented. Amendments to the Plan were made when that was considered appropriate. These are clearly detailed in the consultation statement, which is generally a comprehensive and very well-written document. I am satisfied that due process has been followed during the consultation undertaken on the Plan.

2.1.7 As required, the amended plan, together with supporting documentation that included a Basic Conditions Statement, a Consultation Statement, the Screening Opinion and a plan showing the neighbourhood area, was submitted to Cornwall Council. Lanreath PC approved the documents for the purpose of submission on the 18th April 2017.

2.1.8 Cornwall Council undertook the Reg 16 consultation and publicity on the Lanreath NDP for six weeks, from Friday 26th May 2017 until the 7th July 2017. The representations received during this consultation are considered below.

2.2 Regulation 16 (Reg16) Consultation Responses

2.2.1 Publicity and consultation on the plan undertaken by Cornwall Council after submission, as required by regulation 16 of the Neighbourhood Planning Regulations 2012, resulted in eleven submissions received. Seven of those were from statutory bodies with no specific comments to make on this Plan but offering general guidance. Other responses are summarised below, and, where necessary, issues they raise concerning a failure to comply with the basic conditions are considered in sections 3 and 4 of this report.

2.2.2 **Devon and Cornwall Police** welcomed Policy CO2: Secured by Design.

2.2.3 The **Affordable Housing Team** at Cornwall Council discussed the clarity of policy H1.

2.2.4 The **Highway Development Management Team** at Cornwall Council drew attention to the Local Transport Plan and how it impacts certain policies of this Plan.

2.2.5 The **Public Space Team** at Cornwall Council drew attention to the lack of evidence concerning the adequacy of public space provision in Lanreath Parish. It was felt that the Plan had not addressed the public open space needs of residents, but there is no requirement on a neighbourhood plan to cover the whole range of potential planning issues.

3. Compliance with the Basic Conditions.

3.1 General legislative requirements of the 1990 Town and Country Planning Act (TCPA) other than the Basic Conditions are set out in paragraph 1.2.4 above. The same section of this report considers that the Lanreath NDP has complied with these requirements. What this examination must now consider is whether the Plan complies with the Basic Conditions, which state it must:

- Have regard to national policies and advice contained in guidance issued by the Secretary of State;
- Contribute to the achievement of sustainable development;
- Be in general conformity with the strategic policies of the development plan for the area; and
- Be compatible with and not breach European Union (EU) obligations and human rights law.

3.2 The Basic Conditions Statement explains how the Plan promotes the social, economic and environmental goals of sustainable development (page 17-18). With the modifications to policy recommended below, I accept that this is so.

3.3 Strategic Environmental Assessment (SEA) and Habitat Regulations Assessment (HRA) are the main environmental requirements in EU law and EU Directives that neighbourhood plans need to comply with. Cornwall Council produced a screening opinion which considered whether SEA and/or HRA were required for the Lanreath NDP, and decided that neither were necessary. The relevant statutory bodies were consulted on this opinion, and either agreed with the screening opinion or offered no objection to it. I accept therefore that the Basic Conditions with regard to compliance with EU obligations has been met. The screening opinion states that:

“The scale of proposed development is small and policies are proposed to ensure that this development preserves and enhances the built and natural environment. Development proposed within the plan will not give rise to significant effects on the habitats and species of any European sites. The Lanreath Neighbourhood Development plan therefore does not require a full SEA or HRA to be undertaken.”

3.4 The Lanreath NDP in my view complies with Human Rights Legislation and it has not been challenged with regard to this. The Lanreath NDP Steering Group produced an Equality Impact Assessment that considered the policies in the plan and showed no adverse impact on people with protected characteristics under the Equality Act 2010. The Consultation Statement showed that the need to consult with a wide cross-section of the community was appreciated, and comprehensive consultation was undertaken within the neighbourhood area.

4. Compliance with National Policy and the adopted Development Plan

4.1 The final and most complex aspect of the Basic Conditions to consider is whether the Lanreath NDP meets the requirements as regards national policy and the development plan. This means firstly that the Plan must have regard to national policy and guidance, which for this neighbourhood plan is the NPPF and the NPPG. Secondly the Plan must be in general conformity with the strategic policies of the development plan. The phrase ‘general conformity’ allows for some flexibility. If I determine that the Plan as submitted does not comply with the Basic Conditions, I may recommend modifications that would rectify the non-compliance.

4.2 The Plan and its policies are considered below in terms of whether they comply with the Basic Conditions as regards national policy and the development plan. If not, then modifications required to bring the plan into conformity are recommended. Modifications are boxed in the text, with text to remain *in italics*, new text highlighted **in Bold** and text to be deleted shown but ~~struck through~~.

4.3 The format of the Plan is good, with a comprehensive contents page and introduction to the process of neighbourhood plans generally, as well as the process followed in Lanreath. Policies are clearly distinguished and justified. The section on “The way forward” (page 9) will need to be updated or deleted in the final version of the Plan. Evidence supporting the policies is set out in a comprehensive and very useful Evidence Base Report. This report will now consider whether or not each policy in the Plan meets the basic conditions with regard to planning policy and government guidance.

4.4 Policy H1 – New Housing Development

The previous Local Plan for Caradon defined a settlement boundary for Lanreath, but this policy and the related housing policies have not been saved. The Cornwall LP recognises that exception sites on the edge of villages is a key way to provide affordable housing in the county (para 2.56). Exception sites should start with an expectation of 100% affordable homes provided, but can subsidise provision up to a maximum of 50% non-affordable housing included within any scheme (para 2.58).

4.4.1 Policy H1 promotes development of rural exception sites of a scale suitable to the village of Lanreath, and is in general conformity with the development plan for Cornwall and national guidance. The policy therefore complies with the Basic Conditions.

4.5 Policy H2 – New Housing Design Considerations

The justification for this policy, and indeed many of the policies in the Lanreath NDP, includes explanation and definitions for the policy. This is helpful, and clear enough for any future user of the Plan. I find this policy complies with the requirements of the Basic Conditions.

4.6 Policy C1 – Commercial Development

The policy is in general conformity with Policy 5 and the need for employment development to be appropriate to a rural location. It is a positive policy and has had due regard to the NPPF with regard to promoting sustainable employment opportunities. I consider Policy C1 to meet the Basic Conditions. The first sentence of the policy is however not framed well. Although not a Basic Condition issue, the final version may wish to make the meaning here clearer by removing reference to the policy not applying to permitted development. The justification could include a brief discussion on permitted development, but there is no need to state in the policy that it will not apply in instances where planning permission is not needed.

4.7 Policy C2 – Commercial Development – Change of Use

This policy complies with the Basic Conditions in that it has paid due regard to national policy and guidance and the local development plan.

4.8 Policy EH1 – Environment and Heritage

The policy complies with the Basic Conditions.

4.9 Policy EH2 – Demolition in the Conservation Area

There is no Conservation Area Statement or Appraisal for the Lanreath Conservation Area at present, and this policy is useful guidance on when demolition within the conservation area may be acceptable. The policy complies with the Basic Conditions.

4.10 Policy CO1: Community Facilities

The policy complies with the Basic Conditions.

4.11 Policy CO2: Secured by Design

The policy complies with the Basic Conditions.

4.12 Policy EE1: Carbon Reduction, Energy Efficiency and Energy Generation

This policy, and the text justifying and explaining it, has required detailed consideration particularly with regard to other development plan policy and recent government policy on wind energy. The following discussion and recommended modifications are allowing some deviation away from higher level policy in the Lanreath NDP, but within a range of variation that I consider has paid due regard to national policy while being locally sensitive to community wishes.

4.12.1 Policy EE1 is proposing that a future scheme for discretionary relief from the Community Infrastructure Levy (CIL) will apply to buildings and development proposals offering exceptional energy efficiency or onsite energy generation. As the local planning authority (LPA) Cornwall Council has not yet adopted a CIL Strategy this requirement is premature, and the LPA also advises the information is inaccurate, there is no such intention. The reference to the future CIL scheme in the text that gives background and justification to the policy (para 11.2.4) is thus also inaccurate.

4.12.2 Paragraph 11.2.7 of the Plan goes beyond defining the meaning of terms in policy, to actually being a policy statement as to what development the policy will and will not apply to. Paragraph 11.2.8 has a definition of small scale renewable energy schemes for farms that would appear to have a typo in it: there is a reference to generating capacity being in excess of a certain power, which would allow large schemes but disallow smaller schemes, clearly against the intent of the policy. The second sentence of para 11.2.8 refers to 'industrial scale', and defines 'industrial scale' as having particular financial returns and relationship with the national grid – neither of which are planning considerations. I have considered alterations to Policy EE1 that promote the policy statements included in paras 11.2.7 – 8 below in para 4.12.6 of this report.

4.12.3 Criteria iii) of Policy EE1 also uses the term 'industrial scale'. Besides lacking the clarity required of planning policies (NPPF para 154), as argued above, the definition of 'industrial scale' in the text introduces characteristics of a development which are not planning considerations. For clarity, and in order that the plan is properly dealing with landuse and planning issues, I recommend that the words 'large scale' replace 'industrial scale': wording that can at least be

judged against the broad range of whatever technology is being considered and is referencing a planning consideration – size and impact.

4.12.4 The intent of the policy indicates that the title of the policy, and other references, needs to clarify that it is **renewable** and low carbon energy generation supported. With this clarification, there is no internal conflict within the policy – which also requires any development to contribute to sustainable development [criteria i) c)]. Additionally, Criteria i) should refer to ‘development proposals’ rather than ‘planning applications’, as the latter comes too close to pre-determining planning applications in policy. Criteria ii), for clarity, should also state that the developments supported will need to comply with other policy in the development plan.

4.12.5 The Cornwall LP Policy 14 promotes the use of renewable and low carbon energy generation. There are criteria requiring renewable energy development proposals to respect valued landscapes and nearby residential development, but the discouragement of any commercial energy generation development in Policy EE1 criteria iii) of the Lanreath NDP is not in general conformity with Policy 14. Additionally it is not acceptable to pre-determine an approach to a development proposal solely on the basis of it being ‘commercial’, the method of financing a development project is not a planning consideration. Para 11.2.8 describes ‘commercial’ wind turbines as typically having a generating capacity greater than 50kW, so there is an implication that the development not considered suitable is large scale wind turbines.

4.12.6 The Lanreath NDP has not designated any areas as suitable for wind energy as required by the Written Ministerial Statement of June 2015 (WMS) for any planning application for a wind turbine. The Plan states (para 11.2.3) that “no areas within the Parish have been identified by the community for the development of large scale renewable energy projects”.

The Cornwall LP (Policy 14) requires wind turbines to be located within an area allocated as suitable in a neighbourhood plan in line with the WMS. The Lanreath NDP states in Policy EE1 and supporting text that the neighbourhood area is not considered suitable for large scale renewable energy development, rather than not suitable for any wind energy development. The policy and its stated intent indicates that small scale renewable energy installations of whatever type are generally supported within the neighbourhood area, subject to having the support of the community and contributing to sustainable development. There is a specific statement in the text that Policy EE1 will not apply to domestic micro-generation. Para 11.2.8 in the plan defines a small scale alternative (renewable) development, and implies that the restrictions of Policy EE1 will not

apply to these, only large-scale energy saving or energy generating projects – which includes wind turbines.

4.12.7 Although Policy 14 requires wind turbines to be located within an area designated as suitable for wind, it is supportive of renewable energy generally. The Lanreath NDP has effectively declared their neighbourhood area to be potentially suitable for small scale wind turbines, and I consider this qualified support for small scale wind energy development is in general conformity with Policy 14. Policy EE1 in Lanreath NDP will of course be subject to other development plan policy in the Cornwall LP including caveats regarding no unacceptable impact on valued and protected landscapes or neighbouring properties in Policy 14. As Policy 14 suggests that in protected landscapes only small scale development is likely to be acceptable, Policy EE1 and its intent is in general conformity with it in this regard as well. Although the effective designation of the neighbourhood area as suitable for small scale wind is not as direct as could be wished, Policy EE1 has been very specific about what a ‘small scale renewable energy development is in terms of generation capacity, and I consider the restriction will be enforceable and very clear to apply to any future development proposals.

4.12.8 The WMS on wind energy also has requirements regarding the need to demonstrate that planning impacts identified by local communities have been fully addressed, and has community backing. Policy EE1 currently has a requirement that any proposal is supported by a majority of the community [criteria i) a)]. For wind energy proposals this is not adequate if the policy is to pay due regard to the requirements of the WMS, and I recommend in Modification 1 that an additional caveat is added to criteria i) in order to address this point.

4.12.9 Criteria i) b) states that any renewable energy or energy saving proposal must have ‘demonstrable benefit to the community’. There is a separate caveat at c) that any proposal must positively contribute to sustainable development, and I cannot see what other community benefit it is legitimate to insist on. The NPPF does encourage community energy developments (para 97), but this does not mean that any proposal must have a financial or other benefit for the community beyond promoting low carbon sustainable development. I recommend in Modification 1 therefore that caveat b) in criteria i) is removed, and caveat c) specifically mentions low carbon benefits as well as sustainable development.

Modification 1: Policy EE1 is recommended to be modified as shown below in order that it is in general conformity with the development plan's promotion of renewable energy, has the clarity required of policy in the NPPF and has paid due regard to other government policy including the WMS of June 2015:

Policy EE1: Carbon Reduction, Energy Efficiency and Renewable and low carbon Energy Generation

i) ~~Planning applications~~ **Development proposals** for small scale carbon reduction or energy saving / **renewable energy generation** development will be permitted where the development:

a) has the majority support of the Community;

b) ~~has demonstrable benefit to the Community~~ in the case of wind energy has demonstrated that all planning impacts identified by the local community have been fully addressed to the satisfaction of the LPA; and

c) positively contributes to a low carbon future and sustainable development of the Parish.

ii) Residential ~~or~~ and commercial developments will be ~~supported~~ **viewed favourably if where** at least 10% of the energy requirement of the development is provided by on-site renewable energy generation ~~in the design or where~~ the design exceeds current building regulation requirements in terms of energy efficiency **and the proposal complies with other policy in the development plan.**

~~Where the developer enters into an obligation to provide such facilities under Section 106 of the Town and Country Planning Act 1990, such development may also be considered for Discretionary Relief for Exceptional Circumstances from the applicable Community Infrastructure Levy where this is provided for by Cornwall Council, as the charging authority, at the time of the planning application.~~

iii) ~~Planning applications for the development of commercial~~ **Large scale wind turbines or and other industrial large** scale carbon reduction, energy saving or energy generating projects are not considered development of a suitable scale ~~within~~ **for the parish of Lanreath will not be supported.**

This does not include the following small-scale renewable energy developments including wind turbines which will be considered on their merits and against policy in this Plan and the wider development plan:

* **micro-generation schemes included within the curtilage of a domestic property and providing energy for that property;**

* **Community renewable energy schemes and other small-scale renewable energy schemes where the energy is used on the premises, if the generating capacity in each case is not more than 10kW.**

Modification 2: Paragraphs 11.2.4, 11.2.7 and 11.2.8 are recommended to be altered as shown below for accuracy and to remove the promotion of non-planning issues within the policy EE1:

Para 11.2.4: delete existing paragraph and replace with “**Standards for energy performance in developments can currently only be set through building regulations. This policy is intended to encourage developers to adopt technology and design, including on-site renewable energy generation, to achieve low carbon or zero carbon energy within new developments or conversions.**”

Para 11.2.7: Delete this paragraph

Para 11.2.8: Delete the second sentence of this paragraph and amend the first sentence to end “.....with a generating capacity **not** in excess of 10kW.~~11.28~~”

4.13 Policy LS1: Planning for Schools

There are no immediate plans to build a school in Lanreath, so no site has been designated. However a replacement school is a local aspiration, and if further residential development is realised in the parish it may be a realistic aspiration. The policy meets the Basic Conditions and is concerned with landuse issues, but as currently worded the first sentence gives the impression of policy pre-judging any future planning permission. Thus for legal clarity I recommend the wording of the first sentence is altered as shown in modification 3 below.

Modification 3: The wording of the first sentence of Policy LS1 is recommended to be altered to:
~~Planning applications~~ **Development proposals** for the establishment of an infant / primary school adjacent to the Village of Lanreath will be ~~approved~~ **supported** where the development:.....

4.14 Policy LS2: Facilitating Superfast Broadband Access

The policy complies with the Basic Conditions.

5. The Referendum Boundary

5.1 The Lanreath Parish Neighbourhood Development Plan 2010 - 2030 has no policy or proposals that have a significant enough impact beyond the designated Neighbourhood Plan Boundary that would require the referendum boundary to extend beyond the Plan boundary. Therefore I recommend that the boundary for the purposes of any future referendum on the Lanreath NDP shall be the boundary of the designated Neighbourhood Area for the Plan.