



Planning Future Cornwall: Cornwall Local Plan Strategic Policies 2010 - 2030

Addendum to Sustainability
Appraisal

Update to Local Plan Pre –
Submission Consultation Version

February 2013

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Addendum to Sustainability Appraisal of Planning Future Cornwall: Cornwall Local Plan

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1. Introduction

This Addendum Report supplements the Addendum Sustainability Appraisal Report prepared by Cornwall Council submitted in January 2013 and the Sustainability Appraisal Report December 2012 highlighting changes to the Local Plan policies as a result of consultation with members of PPAP, Cabinet and Full Council. These reports incorporate the requirements for and Environmental report under the Strategic Environmental Assessment Directive (European Directive 2001/42/EC) and the Environmental Assessment of Plans and Programmes Regulations 2004 (Statutory Instrument 2004, No. 1633).

These reports should also be read in conjunction with the Sustainability Appraisal Scoping Report published in June 2010 and updated in May 2012.

2. Methodology

This Sustainability Appraisal Addendum Report was carried out by Sustainability and Climate Change Policy and Planning Officers in a 'workshop format' during February 2013.

3. Policy Evolution and Sustainability Appraisal Implications

Since publication of the SA Addendum report (January 2013) some policy changes within the Local Plan have taken place. These changes are summarised in the following table along with the likely implications arising for the Sustainability Appraisal as result of the change.

Table 1: Policy Changes which have been added or significantly amended since the earlier appraisal.

Policy	Policy Intent (Local Plan January 2013)	Policy Changes Local Plan February 2013	Implications of policy change
Policy 2 – Key Targets and Spatial Strategy	Paragraph 4: Provide for 45,300 homes over the plan period at an average rate of about 2,040 homes per year between 2010 and 2018 and about 2,430 per year between 2018 and	A reduction in housing numbers to 42, 250.	The overall change in housing figures from 45,300 to 42, 250 will lead to a drop in housing provision of 3,050. This is not likely to result in any significant changes to the previous SA comments around a; <ul style="list-style-type: none"> • Reduced ability to

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	<p>2030 to help deliver sufficient new housing of appropriate types to meet future requirements in particular meeting affordable housing and Gypsy and Traveller needs.</p>		<p>deliver affordable housing requirements</p> <ul style="list-style-type: none"> • Reduced ability to meet overall housing demand <p>It is also likely that the policy changes could result in associated potential negative knock on effects for a variety of social and economic criteria. However, an overall reduction in housing numbers should result in lessening overall negative effects on the environment.</p>
<p>Policy 3 Role and Function of Places</p>		<p>Changes have been made to the associated wording of this policy to make a distinction between infill in towns and larger villages and infill in smaller villages and hamlets.</p>	<p>This amendment attempts to make the policy much clearer in terms of the definition of infill and what type of infill is appropriate and where. It also attempts to reduce the effects of sprawl in village settings.</p> <p>From a design perspective the changes to the Local Plan Policy will deliver positive effects as it takes consideration of the setting and character by being more specific about form, shape and definable boundaries.</p> <p>From a housing delivery perspective the changes to the policy will have very minor impacts.</p> <p>This Policy (Policy 3 Role and Function of Places) is linked to policy 9. Policy 9 (Affordable Housing Led Schemes) attempts to</p>

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			discourage open market housing from being delivered through infill policies and therefore actively promotes the delivery of affordable housing through the infill policy approach.
Policy 4 Shopping, Services and Community Facilities		A requirement to set limits to out of town retail development is covered within a forthcoming 'allocations' Development Plan Document (DPD)	This is outside of the scope of the SA and therefore has not required a re-assessment.
Policy 10 Publically Owned Sites		This is an entirely new policy that has been included within the Local Plan.	<p>This policy is aimed at delivering the maximum level of affordable housing on public sector owned land by disposing of 'assets at less than best consideration'.</p> <p>However it is noted that it still only requires 50% which is the same target as set for Zones 1 and 2.</p> <p>Although Policy 11 Managing Viability still applies, the inclusion of this policy in the Local Plan should in terms of managing viability give the potential for the land prices in all zones to be reduced and therefore maximise the delivery of affordable housing on these sites.</p> <p>This could result in the use of publically supported open and natural space being used to deliver housing, affecting peoples ability to access informal recreation areas with</p>

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			<p>associated negative implications for health and well being, the environment and active travel.</p> <p>This entire policy may be in contradiction to other Cornwall Council policies around asset management.</p>
<p>Policy 14 Renewable & Low Carbon Energy</p>	<p>Removal of following target from policy wording and inclusion of it in the supporting text instead:</p> <p>Contribute towards a renewable energy target of at least 1427 megawatts of installed electricity generation capacity and at least 190 megawatts of installed useable heat energy generation capacity through a range of onshore / low carbon technologies by 2030</p>	<p>This policy has been renumbered and now appears as policy 15.</p> <p>There has been a removal of all targets associated with the generation of renewable energy and usable heat from the Local Plan.</p> <p>Additional text has been added to the policy in paragraph 3 to state ' when assessing proposals for wind turbines on the outskirts of the Area of Outstanding Natural beauty (AONB), the status of the AONB shall be taken into account when assessing landscape impacts'.</p> <p>That paragraph 3 is amended as follows 'in and adjacent to AONB</p>	<p>The alterations to this policy would seem to indicate that it will make it much harder for Cornwall Council to maintain a position regarding what we want in terms of renewables.</p> <p>Removal of the targets could result in more renewables being delivered as there is no maximum limit on which to reject applications (likely to be in relation to large scale renewables).</p> <p>Conversely removal of the targets may make it more difficult to require provision for onsite renewables from developers and make it harder for the council to insist on specific levels of provision within applications.</p> <p>The insertion of additional text related to renewables in land in and adjacent to AONB is a more restrictive policy, but permissions are unlikely to be granted in those situations and overall deliverability is unlikely to be effected.</p>

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		<p>and undeveloped cast, developments would not be allowed except in exceptional circumstances and should generally be of a very small scale in order that the natural beauty of these areas may be conserved’.</p> <p>Additional text has been added to the supporting information to state that ‘as part of the supplementary planning guidance, the council shall explore more widely the issue of noise including the impact of lower frequency noise and aerodynamic intermodulation and their effect on people’.</p> <p>Additional text has also been added to state that ‘any proposal for the generation of energy from non fossil fuel resources must not overshadow or have an overbearing effect on nearby habitations’.</p>	<p>In terms of other additional text changes this should not result in any significant changes to the previous Sustainability Appraisal findings.</p>
<p>Policy 19 Strategic Waste Management</p>		<p>This policy has been renumbered and now appears as policy 20.</p>	<p>Conon Bridge already has permission for landfill up to 2018. In addition the site has methane gas</p>

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<p>Principles</p>		<p>Paragraph 2 of this policy has been amended as follows 'new or extensions to existing landfill facilities (with the exception of Conon Bridge landfill site which will close on the 31st December 2018) will only be supported where</p>	<p>extraction infrastructure and therefore continuing to use this facility should deliver less environmental impacts than other options including new sites (globally) by reducing emissions. The provision of new landfill facilities elsewhere is unlikely to be viable due to economies of scale in delivering this type of waste management infrastructure.</p> <p>If economies of scale prove that new landfill facilities in Cornwall are unviable there is a risk of job loss as this form of waste management will be undertaken out of the County.</p>
<p>Policy 22 Natural Environment</p>		<p>This policy has been renumbered and now appears as policy 23.</p> <p>Paragraph 2.94 has been amended to read as follows 'however, 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. This is reflected by the Council's Landscape Character Assessment. A range of evidence will inform decisions about</p>	<p>This policy change will not result in any significant change to the previous Sustainability Appraisal findings and therefore has not required re-assessment.</p>

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		<p>the impact on landscape including our well documented Areas of Great Landscape Value and through the saved policies for these from previous Local and Structure Plans. We will undertake reassessment of the descriptions and extent of each Area of Great Landscape Value to inform and produce strong revised statements of these local designations of landscape value'.</p>	
<p>Policy 23 Historic Environment</p>		<p>The paragraph on assessment and mitigation has been replaced with the following text 'development and management proposals should be informed by proportionate historic environment assessments and evaluations. Where the balance of a decision in favour of development results in the loss of a heritage asset, the council will seek appropriate and proportionate mitigation by using planning conditions, management</p>	<p>The addition of this text clarifies that serious consideration is given to the potential loss of historic assets.</p> <p>However this policy text change will not result in any significant changes to the previous Sustainability Appraisal findings and therefore has not required re-assessment.</p>

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		agreements and obligations’.	
Policy Messages for Places – Local Objectives		Removal of all retail capacity figures from the CNA papers.	Even though retail capacity figures are being removed from the Local Plan this is unlikely to result in any changes to the previous SA assessment as the retail capacity figures will remain as publically accessible ‘evidence base’ documents.
Policy messages for Places – Local Objectives		Changes to distribution of housing figures	<p>It was agreed that a simple pro rata approach would be taken to the distribution of the new housing rather than an evidence based approach.</p> <p>This has resulted in a marked difference to the housing numbers in some of the major towns where much less housing will be provided in specifically (Camborne, Pool, Illogan & Redruth, St Austell, Truro, Penzance and Hayle) and slightly less in some of the smaller towns specifically Launceston and Liskeard with a slightly wider distribution in many of these towns CNA areas.</p> <p>Bodmin, Newquay and Falmouth have all retained their original housing figures.</p> <p>The changes to housing distribution patterns for the towns call into question the ability of the Local Plan to deliver economic growth.</p> <p>The reduction in housing numbers may have</p>

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			<p>impacts on job creation targets in the following ways: firstly less housing will mean that there are less people overall who would be available for work. Secondly there will be increased access issues from adoption of a more dispersed housing settlement pattern as people will be required to travel to where employment is created (mainly in and around the towns). Finally it could affect certain regeneration initiatives as there is not the scale of development required going forward to deliver the benefits.</p> <p>In addition the reduction in overall numbers combined with a more dispersed settlement pattern will also affect the ability to raise funding either from Section 106 contributions and Community Infrastructure Levy (CIL) funding to provide the necessary infrastructure to reduce issues related to commuting (for employment purposes). This is likely to have most implications for Truro where in commuting is already a serious issue.</p> <p>It is also unlikely to meet the Local Plans objectives on delivering sustainable communities as it will not enable the necessary infrastructure (including renewables) to be delivered to support communities to be more self sufficient as a wider</p>
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			<p>distribution pattern could affect economies of scale.</p> <p>A slightly more dispersed settlement pattern could result in negative effects on the landscape of Cornwall, in particular in specific areas such as West Penwith where much of the CNA is designated for its landscape.</p>
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These changes have also been presented in a visual format and have been attached as Appendix 1.

4. Spatial and Temporal, Permanent or Temporary and Secondary and Indirect Effects

Having re-appraised policies where necessary, the re-assessment has not resulted in any particular significant changes to the previous SA assessment in terms of spatial, temporal, secondary, cumulative and synergistic impacts. However it is worth noting that the previous assessment highlighted the following issues. This has now been updated and includes the resulting implications to these impacts in terms of the most recent Local Plan policy changes:

- An ambitious housing growth figure provides indirect benefits to the economy through supporting construction jobs. With a lower figure the optimum benefits of this indirect effect may not be achieved.
- The scale of development and investment in services and facilities is proportionate to the role and function of places which indirectly positively supports the SA objective of maximising accessibility for all to the necessary education, skills and knowledge to play a full role in society. This may not be the case given the approach to a simple pro-rata reduction in housing numbers.
- In setting a development pattern that aims to concentrate most development in the towns due to their size and function, this has indirect positive impacts on the energy SA objective through making it easier to deploy the use of renewable energy technologies. The Local Plan policy changes may make the deployment of renewable energy and usable heat much harder to achieve (with associated impacts on air and climate change)

- It was previously highlighted that there was a risk that in the short term the dispersed settlement pattern may result in an increased need to travel. Given the changes to the Local Plan it is uncertain whether this will result in the delivery of the necessary infrastructure (including accessibility) to enable a reduction in the need to travel in the long term.
- The pro rata reduction in housing numbers may not help to alleviate air quality issues.
- A reduction in housing growth numbers and resultant population figures could result in a reduction in the anticipated indirect impacts on the maritime environment from recreation pressure, but this is likely to be marginal. In addition it may have an impact on the ability to upgrade capacity of sewage treatment works as the numbers proposed in areas may not be economically viable.
- A requirement for seeking new landfill space could be complicated by public objections and ensure that new landfill provision in Cornwall is not achieved in the short and medium term.
- The overall reduction in housing numbers from a minimum of 49,000 to a new target of 42,250 may not meet one of the population's basic needs (shelter) which could increase crime.
- Meeting the population's needs for jobs, homes and energy are important for health. The reduction in the housing growth figure and the slightly wider distribution pattern of development along may undermine the ability of the Local Plan to meet needs and result in negative impacts for health.
- The potential implications of the changes to the Local Plan could result in undermining the ability of communities to become more self sufficient and inclusive and this has implications for tackling social exclusion.

5. Significant Effects

The changes to policies within the Planning Future Cornwall: Cornwall Local Plan is unlikely to result in any changes to the significant effects identified and contained within the Authority Monitoring Report (see Appendix 1 of the SA Report December 2013).

If you would like this information in another format please contact:

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Appendix 1. SA Assessment of Total Plan Impacts

Policies	SA Criteria																		
	Environment											Social				Economic			
	Climatic Factors	Waste	Minerals & Geodiversity	Soil	Air	Water	Biodiversity	Landscape	Maritime	Historic Environment	Design	Social Inclusion	Crime & Anti-Social Behaviour	Housing	Health, Sport & Recreation	Economic Development, Regeneration & Tourism	Education & Skills	Transport & Accessibility	Energy
Policy 1 - Presumption in Favour of Sustainable Development	-	-/+	-/+	--/+	-/+	-/+	-/+	+	-	-	+	+	+	+	+	+	-/+	-/+	
Policy 2 - Spatial Strategy	-	-	-	--/+	-	--	--	--/+	+/-	--/+	+/-	+/-	+	+	Ind	+	Ind	-	++/-
Policy 3 - Role and Function of Places	+	N/A	N/A	+/-	?	-	--/+	-/+	-	-/+	++/-	++	+	+	+/-	++	Ind	+	Ind
Policy 4 - Shopping, Services and Community Facilities	+	N/A	N/A	+/-	++/-	N/A	-	-	-	+/-	+/-	++	+	N/A	+	++/-	N/A	+	N/A
Policy 5 - Jobs and Skills	+/-	--	+/-	+/-	--	-	-	--/+	+/-	-/+	+/-	+	+	N/A	Ind	+/-	++/-	+/-	-/+
Policy 6 - Housing Mix	Ind	Ind	N/A	?	N/A	Ind	N/A	Ind	Ind	Ind	?	++	Ind	++	Ind	Ind	+/-	Ind	+/-
Policy 7 - Housing in the Countryside	-	+	0	+	+/-	-	?	+	Ind	+	+	+	N/A	+	Ind	Ind	N/A	+/-	+/-
Policy 8 - Affordable Housing	Ind	Ind	N/A	+/-	?	-	-	Ind	Ind	Ind	?	+	Ind	+	Ind	Ind	N/A	Ind	+/-
Policy 9 - Affordable Housing Led schemes supporting Housing for Local Need	-	Ind	N/A	-	-/+	-	?	-/+	-	-/+	?	++	N/A	+	Ind	Ind	N/A	+	+/-
Policy 10 – Publicly owned sites	-	Ind	N/A	-/+	-	-	N/A	-	-	-	-	+/-	N/A	++/-	-	Ind	N/A	Ind	+/-
Policy 11 - Managing Viability	-	Ind	N/A	-/+	-	-	N/A	-	-	-	-	+/-	N/A	+/-	Ind	Ind	N/A	Ind	+/-
Policy 12 - Gypsies, Travellers and Travelling Showpeople	Ind	Ind	-	-	N/A	-	N/A	-	N/A	Ind	?	+	Ind	++	Ind	Ind	+	+	+/-
Policy 13 - Design	-	N/A	-	N/A	?	-	+/-	+/-	+/-	+	+/-	+	+	+	N/A	N/A	+	N/A	N/A
Policy 14 - Development Standards	+/-	++/-	N/A	N/A	++/-	--	?	+/-	+	+/-	++/-	+	N/A	N/A	+	N/A	N/A	+/-	++
Policy 15 - Renewable and Low Carbon Energy	+/-	N/A	N/A	+/-	+	?	-	-	-/+	-	+	+	N/A	N/A	-/+	+	N/A	N/A	+
Policy 16 - Safeguarding Renewable Energy	++	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	--	N/A	N/A	N/A	N/A	N/A	Ind	N/A	N/A	++

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Policies	SA Criteria																		
	Environment											Social				Economic			
	Climatic Factors	Waste	Minerals & Geodiversity	Soil	Air	Water	Biodiversity	Landscape	Maritime	Historic Environment	Design	Social Inclusion	Crime & Anti-Social Behaviour	Housing	Health, Sport & Recreation	Economic Development, Regeneration & Tourism	Education & Skills	Transport & Accessibility	Energy
Policy 17 - Health and Wellbeing	+	N/A	+	+	++	+	+	Ind	+/-	N/A	+	+	+	N/A	++	Ind	N/A	+	Ind
Policy 18 - Minerals General Principles	--/+	--/+	++	--/+	-	-	+/-	-/+	+/-	+/-	+	N/A	N/A	Ind	+/-	++	N/A	+/-	-
Policy 19 - Minerals Safeguarding	N/A	N/A	++	N/A	N/A	Ind	+/-	N/A	+/-	+	N/A	N/A	Ind	N/A	Ind	N/A	+/-	-	-
Policy 20 - Strategic Waste Management Principles	-	-	-	-	-	+/-	+/-	-	N/A	N/A	?	N/A	N/A	N/A	Ind	+	N/A	-	+
Policy 21 - Managing the Provision of Waste Management Facilities	+	Ind	-	++/-	+	+/-	N/A	-	N/A	N/A	?	N/A	N/A	N/A	Ind	++	N/A	+	+
Policy 22 - Best Use of Land and Existing Buildings	+	N/A	+/-	+/-	N/A	N/A	+/-	+/-	N/A	+	+/-	N/A	Ind	+	Ind	+	N/A	N/A	N/A
Policy 23 - Natural Environment	N/A	N/A	+	Ind	N/A	+	-/+	+/-	+	+	+/-	Ind	N/A	-	+/-	+/-	N/A	N/A	0
Policy 24 - Historic Environment	N/A	N/A	++/-	Ind	N/A	N/A	+	+	+	++	+/-	N/A	N/A	-	+/-	+	N/A	N/A	-
Policy 25 - Green Infrastructure	+	N/A	N/A	+	+	+	+	+	+	N/A	++	+	N/A	N/A	++	+	N/A	+	N/A
Policy 26 - Flood Risk Management and Coastal Change	++	N/A	-	+	N/A	++	+/-	?	+/-	?	+/-	+	N/A	Ind	+	Ind	N/A	Ind	N/A
Policy 27 - Transport and Accessibility	++	N/A	N/A	-/+	+/-	--	-	-	-	-	+	++	N/A	N/A	++	+	+	++	Ind
Policy 28 - Infrastructure	+/-	+	N/A	+/-	+/-	+/-	+/-	-	--/+	-	+	+/-	+/-	N/A	+/-	+	+	+/-	+

Scoring

Very Negative Effect	Negative Effect	Positive and Negative Effects	Neutral	Uncertain Effects	Positive Effect	Very Positive Effect	Scoped Out	Indirect
--	-	+/-	0	?	+	++	N/A	Ind