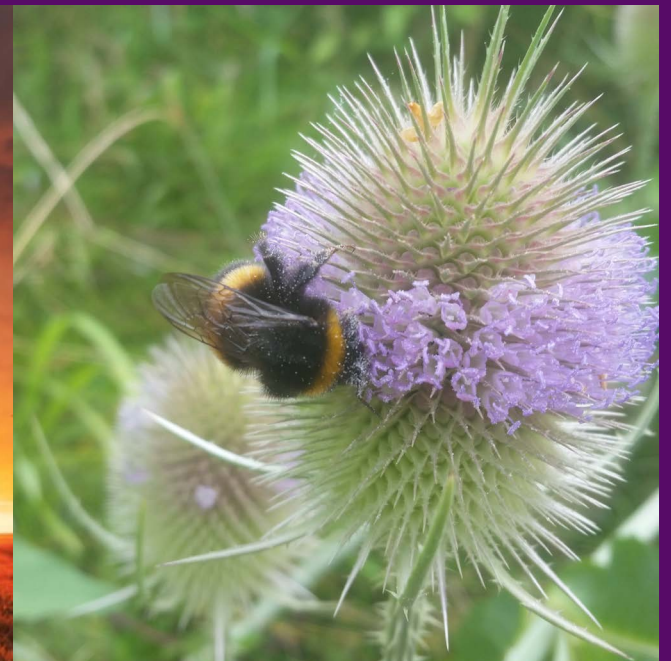


# Climate Emergency Development Plan Document

## Draft Policies consultation | August 2020

Please note that this is a working document and is still in the process of drafting and development.  
The policies map that will accompany the document will be subject to separate consultation as the plan progresses.



# 1 Foreword

- 1.0.1 The whole world has faced incredible challenges over the last few months in addition to the climate emergency. We have been forced to change the way we do things because of Covid 19 and this has shown that we can take urgent action when needed. Cornwall Council has declared an ambition for Cornwall to work towards carbon neutrality by 2030. This is a massive task, needing a sustained effort from not just the Council who aim to lead by example, but for other agencies, businesses, residents and visitors to Cornwall to take this huge step.
- 1.0.2 We know that to achieve our ambitions by 2030 may well prove impossible; but we will not back away from the challenge, not trying is worse than doing nothing. Despite the difficulties the health emergency has posed this is not the time to be passive or to wait for others.
- 1.0.3 Every individual, organisation and business have a part to play, as do all services across the Council. The Planning services and this Development Plan Document are just one small part of the work needed. We will need to continue to house our residents, provide infrastructure and ensure that our children have a Cornwall in which they can continue to live and work. Planning Policies will have a major impact on the way that places grow and change and how we can protect and shape the Cornwall of the future.
- 1.0.4 We completed scoping consultation at the end of May and have used the evidence and comments gathered from individuals, experts and stakeholders to identify planning policies that we are able to put forward here.
- 1.0.5 The Climate Change emergency affects everyone, and we need to work together to address it. Thank you to those who responded to the Scoping consultation. Whilst not every suggestion we have received is within the power of planning policy it is important that you have shared your ideas for the future of a more sustainable and resilient Cornwall. All information has been reviewed and has informed these proposed policies and will be shared with our colleagues in relevant teams.





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## 2 Climate Emergency DPD: Draft Policies Summary

- 2.1.1 This document presents the emerging policies which are being developed to help articulate the requirements of the Climate Emergency Development Plan Document (DPD). The draft policies will be subject to continuing sustainability appraisal (SA) and Habitats Regulations Assessment (HRA) as part of the development plan process. The findings from these appraisals are being used to inform the development of the policies. Please note that the policy scope and content is in draft form and as such is subject to change. This reflects the need to respond to the Climate Emergency and to publish policy ideas as soon as possible.
- 2.1.2 This first set of policies has been drawn from evidence gathering, development of topic papers and responding to consultation comments received following the publication of the Scoping document between March and May 2020. The policies set out include alternative options in a number of cases and will not necessarily be the final set of policies. Policies are also being tested against the Council's decision-making wheel, which is derived from Kate Raworth's Doughnut Economics.
- 2.1.3 The policies map is still being developed and evidence gathering continues to support the identification of Nature Recovery Networks and broad areas for Wind turbines which will feature on the policies map. The draft policies map will be subject to consultation as soon as possible.



### 3 Introduction to the Development Plan Document

- 3.1.1 The Cornwall Climate Emergency DPD is part of Cornwall Council's response to the climate emergency and the need for renewal post Covid-19. Our response and growth needs green, resilient and innovative ways to economic recovery.
- 3.1.2 The Climate Emergency DPD is a key action of Cornwall's Climate Change Action Plan, which sets out a programme of actions required to respond to the Climate Emergency and to create a carbon neutral Cornwall in 2030, a full 20 years before the UK commitment.

**Cornwall Council has an important role to play in achieving clean and green growth whether that's in setting strategy and policies or when it is commissioning and contracting work. The Council will look at ways to reduce emissions in all day to day operations and will influence and reduce emissions across Cornwall with programmes, policies, procurement and supply chains. Examples of such action include**

- Capital fund for low carbon projects
  - Delivery of local carbon projects as part of our investment programme.
  - Channelling government funding towards clean growth and accessibility by supporting green businesses and active travel not cars.
  - Change how our staff and services work through reducing our office estate, promoting working from home and introducing parking charges for Council staff where appropriate.
  - Ensure that our S106 and CIL funds are focused on mitigation which promote low carbon living
  - Maximise the use of funding to revitalise our town centres into vibrant community hubs by encourage a broader range of uses, repurposing space to improve the public realm and provide walking and cycling infrastructure including secure cycle storage and actively encouraging more people to live there.
- 3.1.3 A fundamental principle of the National Planning Policy Framework's (NPPF) environmental ambition is supporting a transition to the low carbon economy, through encouraging energy reduction, use of renewable resources and energy, reuse of existing resources and providing opportunities for people to live more sustainable lives in order to minimise our impact on climate change.
- 3.1.4 Planning is a vital part of the solution, playing a key role in making positive change in policy around building and the natural environment. Planning can provide and enforce the rules that will help to deliver greener growth with new or stronger policies around land use. There are many things that planning can help with, but it can't achieve everything alone and we will all need to take responsibility and make changes in the way we live so that we can move towards a more sustainable





future. Further change is also needed in national planning policies through key legislation related to the environment, agriculture, building standards and infrastructure provision. All these measures will help to achieve the change that is needed for biodiversity gain, clean and green energy, reduction in energy use, reduction in the need to travel and resilient communities and places.

3.1.5 Planning doesn't have control over all the factors and actions that are needed to let us all lead more carbon neutral lives.

### **Change is needed across many areas that fall outside planning rules:**

**Leading by example** – The Council is a major landowner, owns and operates a significant portfolio of buildings and has an investment programme and funding responsibility. The Council has committed to carbon neutrality and to eliminate greenhouse gases in its new buildings. The Investment plan contains a work stream for low carbon investment. There is potential for the Council to invest directly in renewable technologies and ensure that all new buildings are low carbon.

**Energy efficiency standards** – although we are proposing more ambitious standards through the DPD, ultimately Energy Efficiency is controlled by Building Regulations. Along with other Councils we are continuing to ask for either a faster move to zero carbon in new buildings or for the power to raise our own standards;

**Agricultural practice** – the planning system was not set up to control agricultural practice, but we can influence it through our policies where planning permission is required or there is investment in natural systems or offsetting for Biodiversity net Gain or Carbon sequestration;

**Funding** – funding and investment at local and national level is needed to help carbon neutral become normal with efficiencies and markets that make energy efficient and resilient places. This is critical to delivering a carbon neutral Cornwall and can't be achieved by just one decision or investment. The changes will not happen instantly but will need a strong focus over a number of years and a great effort to achieve the vision. The potential for Community Infrastructure Levy and other financial contributions to prioritise projects that lead to carbon neutrality is currently being explored, including a requirement for new infrastructure to be low carbon;

**Retrofitting or influencing existing buildings** – The council has a programme of investment in whole-house retrofitting (e.g. energy efficiency improvements) for existing buildings, but planning can't require this to happen unless buildings are being converted. We would like to see more incentives to retrofit buildings in this way;

**Reinforcement of the electricity network** – planning can help influence investment by creating certainty in areas where new renewable energy generation can be developed but can't force proactive growth in the network to allow more renewable technologies to be installed – this needs investment and direction from Government and Ofgem.

3.1.6 Cornwall Council has little direct control over the total emissions in Cornwall. Our Carbon Neutral Action Plan will develop and strengthen our leadership role giving us more power to influence, communicate and develop what we need from Government to help make the journey towards a carbon neutral Cornwall. This will drive talks between Cornwall Council, our partners and communities to agree a strong vision and strategy for our carbon neutral future.

3.1.7 The draft planning policies set out in this document are a starting point in understanding how to use planning to create a cleaner, greener and more sustainable Cornwall with the aim of being carbon neutral by 2030.

- 3.1.8 Alongside many other Councils, we are calling on the government to ensure clean growth is at the heart of recovery and renewal. The Government must provide clear and ambitious national leadership with support and resources for local actions. Building Regulations and other national standards for building must be more ambitious if we are unable to set our own standards. The low carbon and renewable energy economy are the fastest growing sector in the UK, and there is a huge opportunity around this, ensuring skills are maximised and developed. This is supported in Cornwall through our emerging Local Industrial Strategy.
- 3.1.9 The overarching strategic framework for planning is set out within the adopted Cornwall Local Plan. This DPD sits underneath that Local Plan and supports the strategic policies.

## 3.2 Neighbourhood Planning and local actions for Climate Change

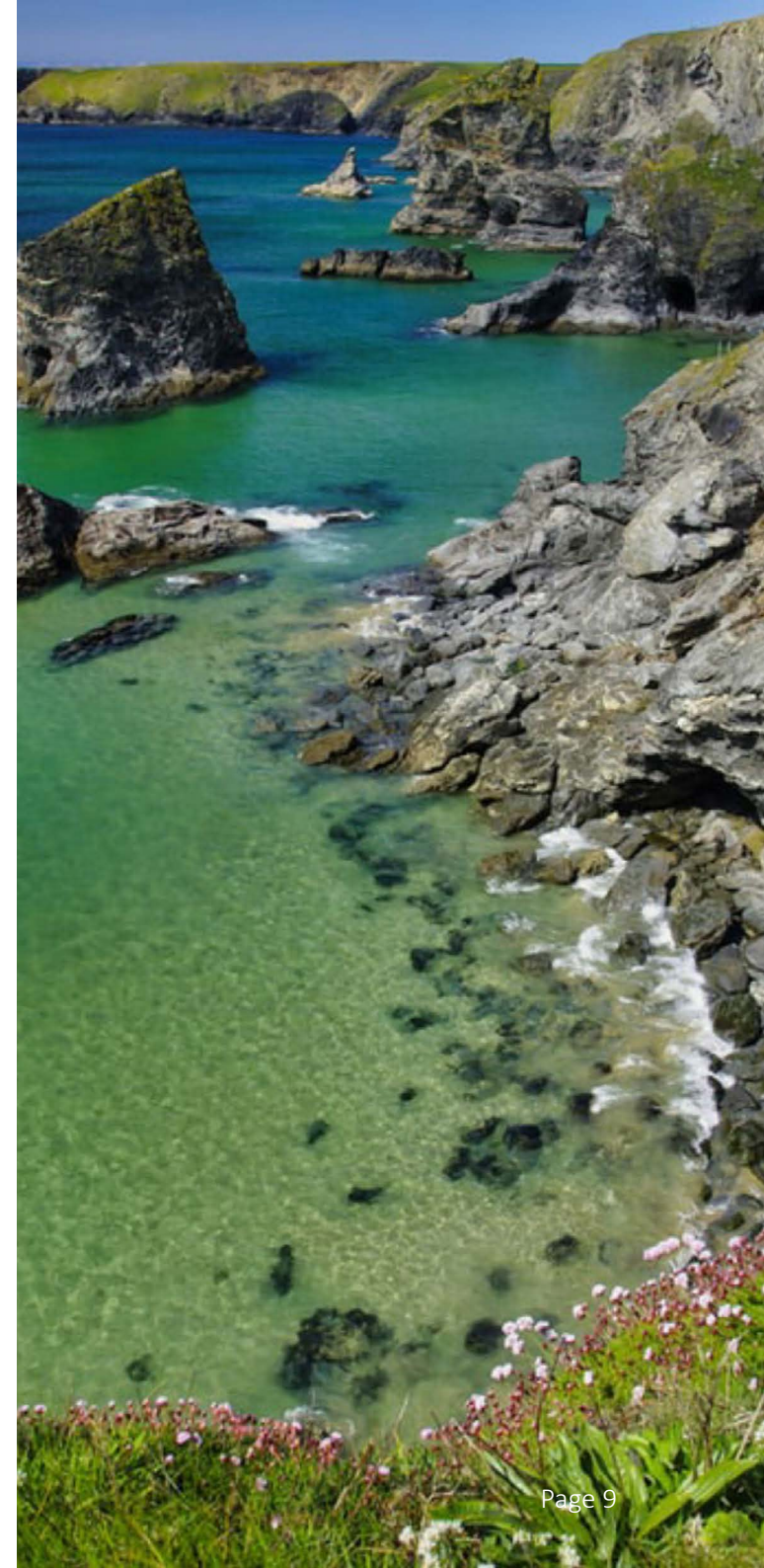
- 3.2.1 A number of Parishes and Neighbourhood Plan groups in Cornwall have declared climate emergencies. The DPD will act as an umbrella document to help in the development of Neighbourhood Development Plans, creating a link between the Local Plan and the climate emergency. Cornwall Council is keen to put in place Cornwall-wide policies to create consistent standards and provide certainty for applicants and communities. Whilst there will be a number of local actions that groups will also wish to pursue, Neighbourhood Development Plans will be expected to follow the emerging guidance set out in this DPD when considering policies in their neighbourhood plan areas to help ensure later conformity. Further guidance has been developed by the Neighbourhood Plan team to help guide groups that wish to create climate change policies.



## 4 Our guiding principles

4.1.1 Our guiding themes for developing the DPD approach are that we will:

- Create policy that helps to develop the right things in the right location, supporting sustainable practice, environmental growth and carbon reduction;
- Develop approaches that recognise the current situation in terms of finances, technology and skills (including viability), but be forward looking and as adaptable as we can be, to get to where we need to be faster, particularly in terms of investments and practice;
- Be clear what we can and can't do – and what we need from Government and our partners both inside and outside of the Council to achieve the right change;
- Use the process of developing this plan to understand where we need to be now and what needs to inform the development of the next local plan;
- Balancing interventions. Our plans must reflect all three types of intervention noted above and ensure we carefully evaluate the balance of what they deliver and their impact against the relative return on investment in both the short and long term;
- We must consider carefully the balance between investing in incremental changes to the way we live now through mitigation measures and those needed to help Cornwall to address climate change. Some changes may be seen initially as radical and could feel a little uncomfortable but will rapidly come to feel normal.





## 5 What we are aiming to achieve with the plan:

5.1.1 This plan and the draft policies that it includes has been developed to help deliver the Council's Climate Change Action Plan. Policies have been developed with the following objectives in mind:

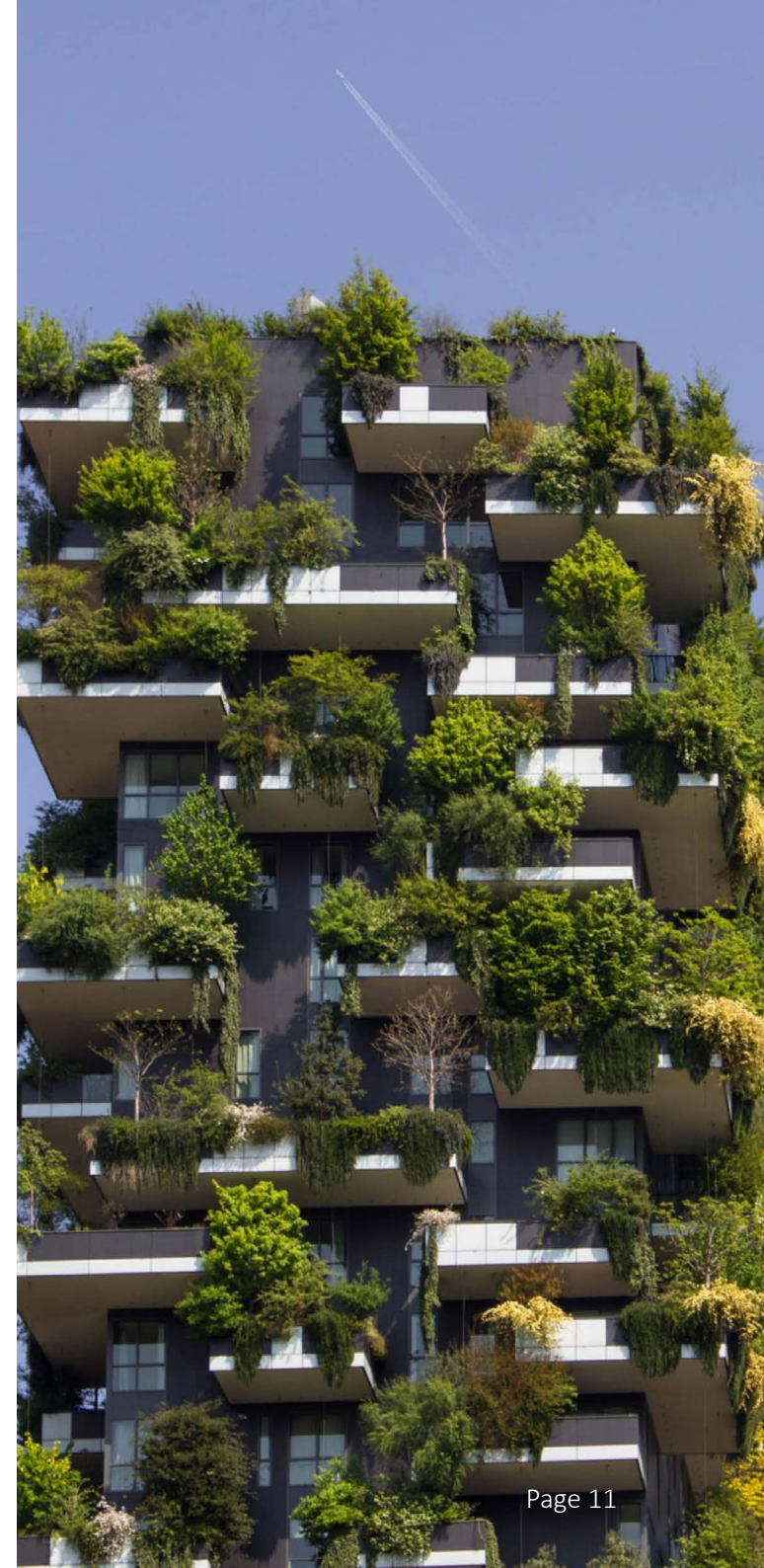
- Decarbonising our lifestyles – reducing carbon in our energy use, building methods, travel and leisure;
- Creating resilient communities and nature;
- Creating environmental growth and the development and reinforcement of natural systems to protect and enhance our environment;
- Rebalancing of the need to travel and how we move around and work;
- Ensuring the health and wellbeing of our residents;
- Embedding practice and standards around making buildings and places more efficient and reducing use of materials and waste rather than using 'green gimmicks';
- Developing a whole system approach.





## 6 Our vision:

- 6.1.1 Our vision for the DPD is to find ways to respond to the climate emergency by expanding the Local Plan approach and supporting the action needed to help Cornwall become carbon neutral by 2030. To help achieve this, developments will need to show that they help create energy efficient, sustainable buildings and places where communities can lead resilient and lower impact lives. We will support clean, green energy and will actively work to reduce the energy used, reducing the need to travel and making both rural and urban areas more sustainable. We will expect development that creates the conditions for landscapes, built environment and communities to be more biodiverse, safer and more resilient to the challenges of climate change, particularly in relation to flooding and coastal erosion.
- 6.1.2 To achieve the vision of being carbon neutral by 2030 everyone in Cornwall will need to lead lifestyles and have patterns of consumption that generate less greenhouse gases. The way we manage our land will need to change to absorb more greenhouse gas. There needs to be long-term thinking about how we build homes that are more thermally efficient, around avoiding building in flood plains and in designing roads and transport infrastructure that is climate resilient. Not all of these decisions will be popular and there will be costs to achieving change, but this is an emergency and we need to act now, so we are consulting all interested parties on our plans. We know there are very real benefits that can arise – from health (better air quality, warmer homes, increases in walking and cycling and healthier diets) to the creation of a more resilient economy (through better energy security and new green industries and practices).





## 7 Sustainability of the Climate Emergency Development Plan Document

- 7.1.1 A Sustainability Appraisal will be undertaken of the Climate Emergency DPD. This will assess the social, environmental and economic effects of the plan to ensure that any decisions made support the principles of sustainable development. The Sustainability Appraisal will build upon the assessment already completed for the Cornwall Local Plan: Strategic Policies 2010 - 2030, as this provides the strategic context for the Climate Emergency DPD.
- 7.1.2 The Climate Emergency DPD will also be subject to a Habitat Regulation Assessment, which will assess the impact of the policies on the integrity of sites of European nature conservation importance.

### Formal Scoping document (Regulation 18)

#### Scope of the Climate Change DPD: 6 weeks (April-May 2020) - The current stage

We publish a scoping document and a series of topic papers on our website to provide a scope of what needs to be addressed and ideas for policies. This information and evidence will be used to inform the proposed policies and allocations that will form the pre-submission Development Plan Document. At this stage information, suggestions and evidence are invited from as wide an audience as possible including members of the public, councillors, schools and relevant organisations. We will continue to gather views and information through the whole time of producing the document.

### Pre-submission document (Regulation 18) **CURRENT STAGE**

#### Stage two - Pre-submission document: 6 weeks (August-September 2020)

At this stage all the information and evidence gathered during scoping will be used to formulate a set of draft policies that will in turn be subject to public consultation. At this stage the consultation is aimed at ensuring the policies provide the best possible option, within current legislation, to support the Council's aim for Carbon Neutrality by 2030.

### Submission document (Regulation 19/20/22)

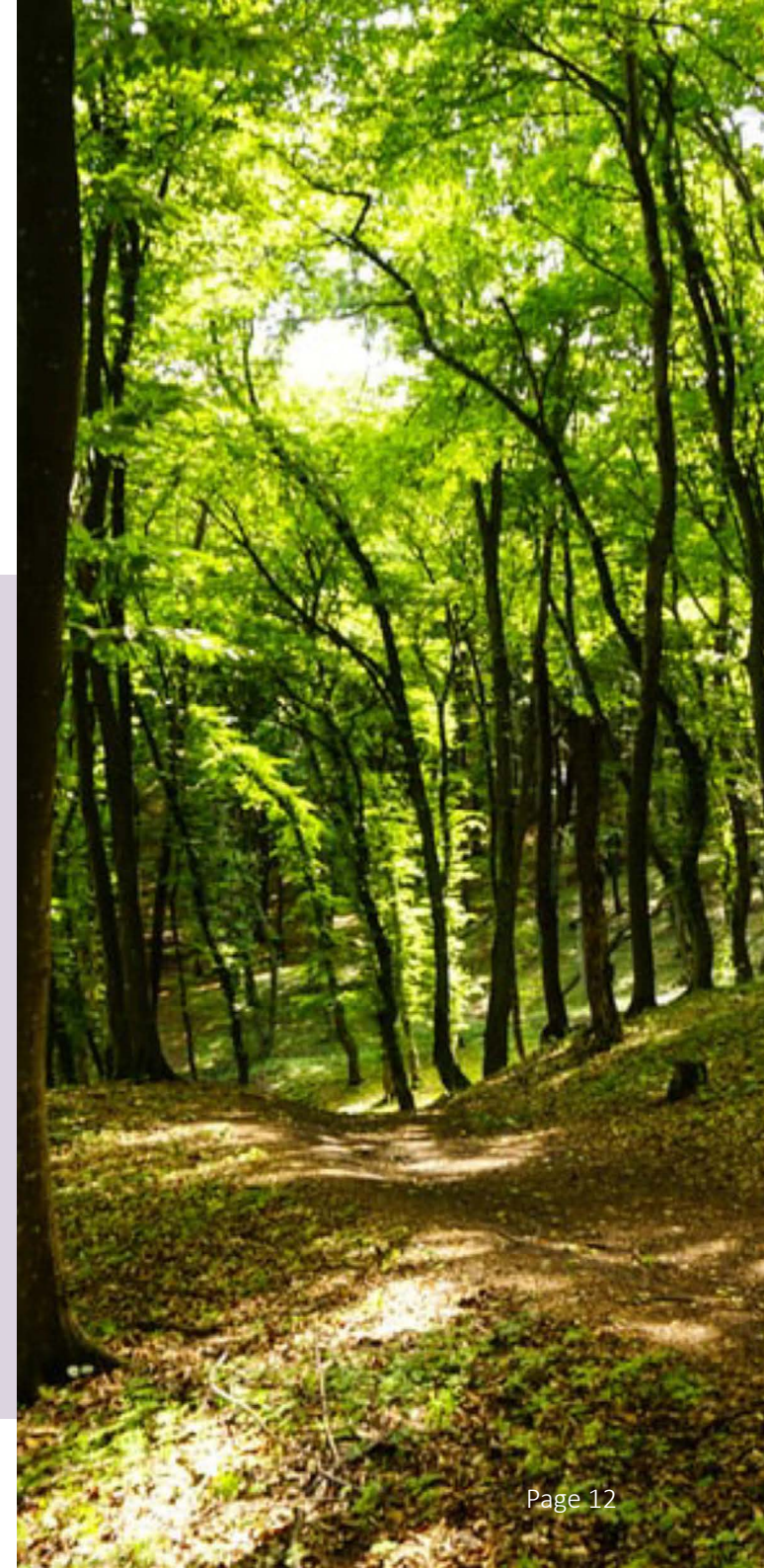
#### Stage three - Submission Consultation: 6 weeks (January-February 2021)

Stage three is a final period of consultation on the new policies and allocations before the completed Climate Change DPD is submitted for independent inspection.

### Examination in Public

#### Stage four - Examination in Public: (Likely to be late summer 2021)

The document will be submitted to the Government and an independent inspector appointed. He or she will hold an Examination in Public, which will make sure that the policies and allocations proposed are 'sound' and suitable to be used by the Council for determining planning applications.



## 8 Document preparation and timescales

8.1.1 An evidence base informs the development of the Climate Emergency DPD. A series of topic papers have been prepared and are available online at <https://www.cornwall.gov.uk/climatechangedpd>

### 8.2 Consultation and engagement carried out prior to pre-submission

8.2.1 Our consultation approach had to adapt to ensure a broad cross section of people were engaged in the scoping consultation despite the Covid 19 health emergency. Initial consultation was held predominantly online, but to ensure that the widest audience was reached in addition to press releases to all social and traditional media outlets adverts were placed in local newspapers and newsletters. Consultees were also able to write to us or telephone to talk to a member of the team. Strategic planning policy documents and scoping papers in particular often receive a relatively low rate of response from the community. Whilst the Covid restrictions impacted on our ability to hold public meetings in person we had a much better than average response to scoping. Many responses on behalf of local interest groups and organisations represented large groups of people. The submissions included a number of very detailed reports and technical detail that has been invaluable in shaping these draft policies. The Consultation Statement, available as part of the evidence base to support the DPD, sets out how the Council consulted along with the key issues raised and how these have been considered in developing the policies in this draft Plan.

8.2.2 There will be a further two rounds of consultation and we will use a mix of the best of new and traditional ways to engage as Covid restrictions ease further.

### 8.3 Pre-submission Consultation

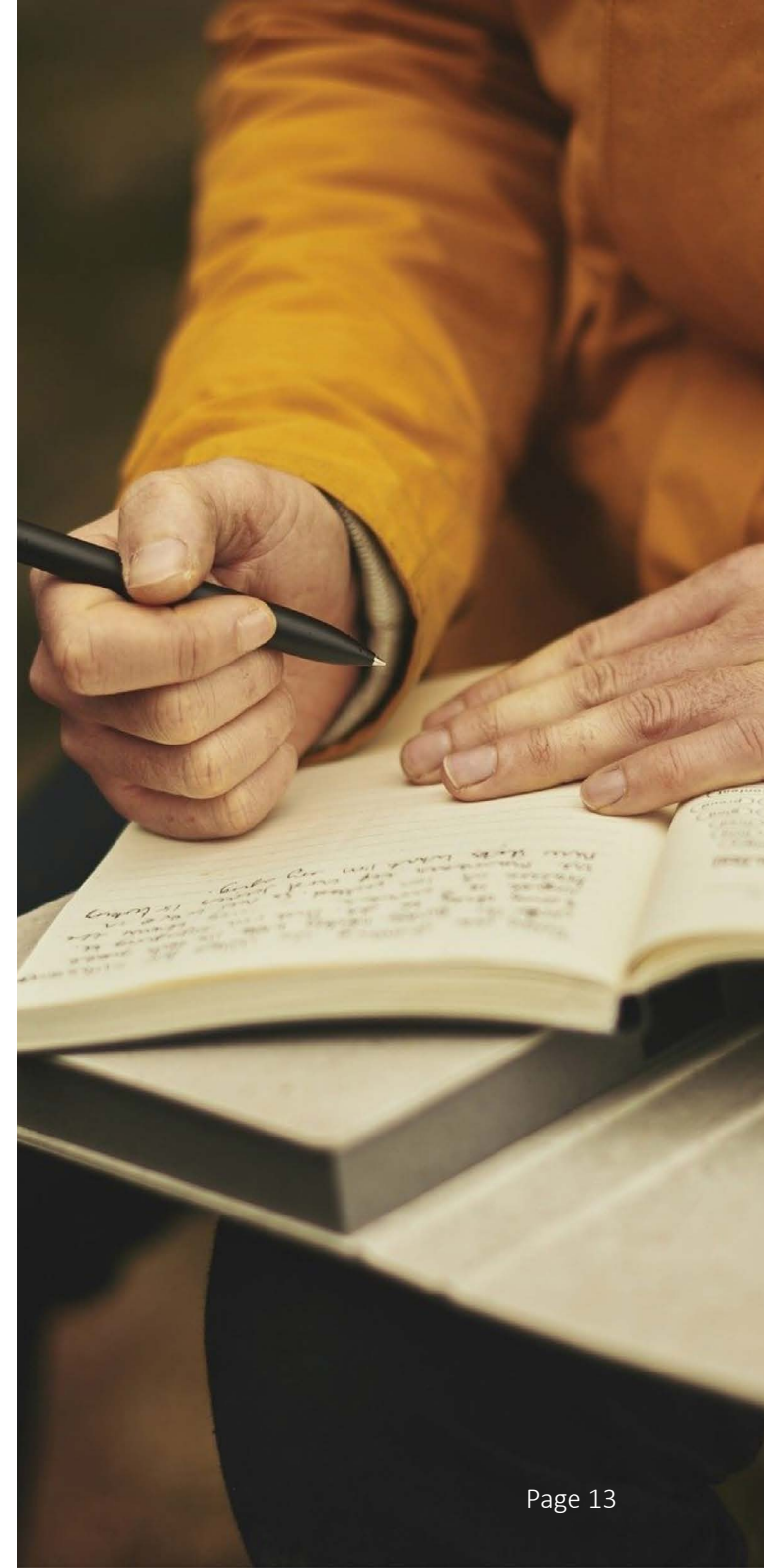
8.3.1 This consultation seeks views on the draft Climate Emergency DPD. The consultation starts at 9am on Monday 10 August 2020 and closes at 5pm on Friday 25 September 2020. The pre-submission consultation, together with the supporting evidence can be viewed at [www.cornwall.gov.uk/climatechangedpd](http://www.cornwall.gov.uk/climatechangedpd)

8.3.2 Responses should be submitted within the consultation period, using the response form which is available at [www.cornwall.gov.uk/climatechangedpd](http://www.cornwall.gov.uk/climatechangedpd) and returned using the details on the form.

8.3.3 If you can't access the internet or need a paper copy of the DPD please write to:

**Climate Emergency DPD, Cornwall Council – Planning, PO Box 676, Threemilestone, Truro TR1 9EQ**

Or Telephone: **0300 1234 151**

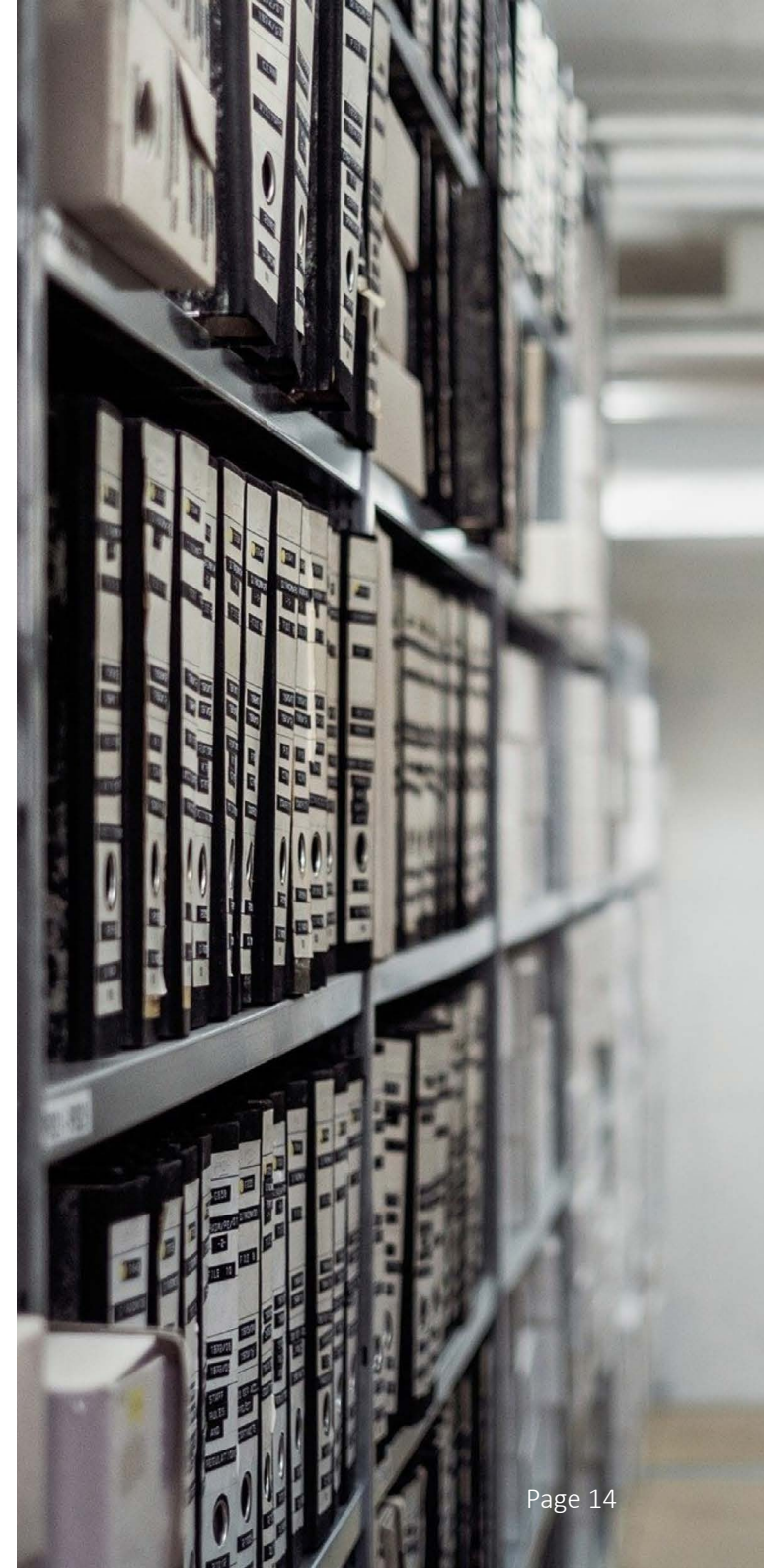




## 9 Planning policy context

### 9.1 National planning context

- 9.1.1 Local authorities are required to write local planning policies to reduce carbon emissions. In particular, Section 19 of the Planning and Compulsory Purchase Act 2004 states that: “Development plan documents must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority’s area contribute to the mitigation of, and adaptation to climate change.”
- 9.1.2 The National Planning Policy Framework (NPPF) expands on this duty, stating that: “local planning authorities should adopt proactive strategies to mitigate and adapt to climate change (In line with the objectives and provisions of the Climate Change Act 2008).” The primary duty of the Climate Change Act 2008 is “to ensure that the net UK carbon account for the year 2050 is at least 80 per cent lower than the 1990 baseline.”
- 9.1.3 Planning plays a key role in helping to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy. Policies that will require new development to contribute to the mitigation of, and adaptation to, climate change are set out here. Climate change is a cross-cutting issue and its impacts will have implications on the natural and the built environment, the economy, and human health and wellbeing. Therefore, the issue of climate change will be also dealt with by policies that reflect these cross-cutting issues and opportunities.





## 9.2 Cornwall local plan: strategic policies

9.2.1 The Cornwall Local Plan: Strategic Policies avoids repetition and so should be read as a whole and in conjunction with the National Planning Policy Framework (NPPF). The Plan contains a number of policies which are relevant to the Climate Emergency DPD which are summarised below:

- **Policy 1** (Presumption in favour of sustainable development) puts the three pillars of sustainability (environment, social, economy) at the heart of the local plan.
- **Policy 2** (Spatial Strategy) sets the overall strategy focusing development in and around the existing main settlements across Cornwall, in order to promote sustainable, well connected places. It also sets out the importance of protection and enhancement of environmental assets
- **Policy 3** (Role and Function of Place) outlines the towns in which housing growth will be focused and makes provision for ‘eco-communities’ which require high levels of energy efficiency, heat networks and improved non-car travel.
- **Policy 4** (Shopping, services and community facilities) outlines that the Council will seek to maintain the retail hierarchy by supporting centres to provide for the needs of their community.
- **Policy 12** (Design) requires adaptability to climate change and the provision of multi-functional and natural green spaces.
- **Policy 13** (Development Standards) aims to encourage natural lighting, ventilation and heating by design, layout and orientation (part 6) and heat networks (part 7).
- **Policy 14** (Renewable and low carbon energy) promotes the use and production of renewable energy, specifying that wind turbines should be within an area of search allocated by neighbourhood plans.
- **Policy 15** (Safeguarding renewable energy) protects our natural energy resource
- **Policy 16** (Health and Wellbeing) requires development to protect and alleviate risk to people and the environment from unsafe development by avoiding or mitigating potential hazards from future climate change impacts and providing flexible community spaces that promote health needs and social interaction.
- **Policy 23** (Natural Environment) (1) and (3) requires development to ‘sustain local distinctiveness and character and protect and where possible enhance Cornwall’s natural environment and assets...’ ‘conserve, protect and where possible enhance biodiversity...’ It is worth noting that the updating of the NPPF has removed the words ‘where possible’ from national policy, thereby changing the interpretation of policy 23 as the NPPF has primacy.
- **Policy 25** (Green Infrastructure) has cross-cutting provisions relating to development demonstrating the creation and enhancement of functional environmental infrastructure, ecosystem services and biodiversity, providing appropriate buffers to natural spaces and creating connections, including eco-system services and restoring and enhancing connectivity
- **Policy 26** (flood risk management and coastal change) states that development should take account of and be consistent with any adopted strategic and local flood and coastal management strategies including the Shoreline Management Plan and Catchment Flood Management Plans for Cornwall and the South West River Basin Plan.
- **Policy 27** (Transport and Accessibility) promotes maximising sustainable transport modes.

## 10 Scope of the Climate Emergency DPD

### 10.1 Geographic coverage of the Climate Emergency DPD

10.1.1 The Climate Emergency DPD will affect planning decisions throughout the whole of Cornwall.

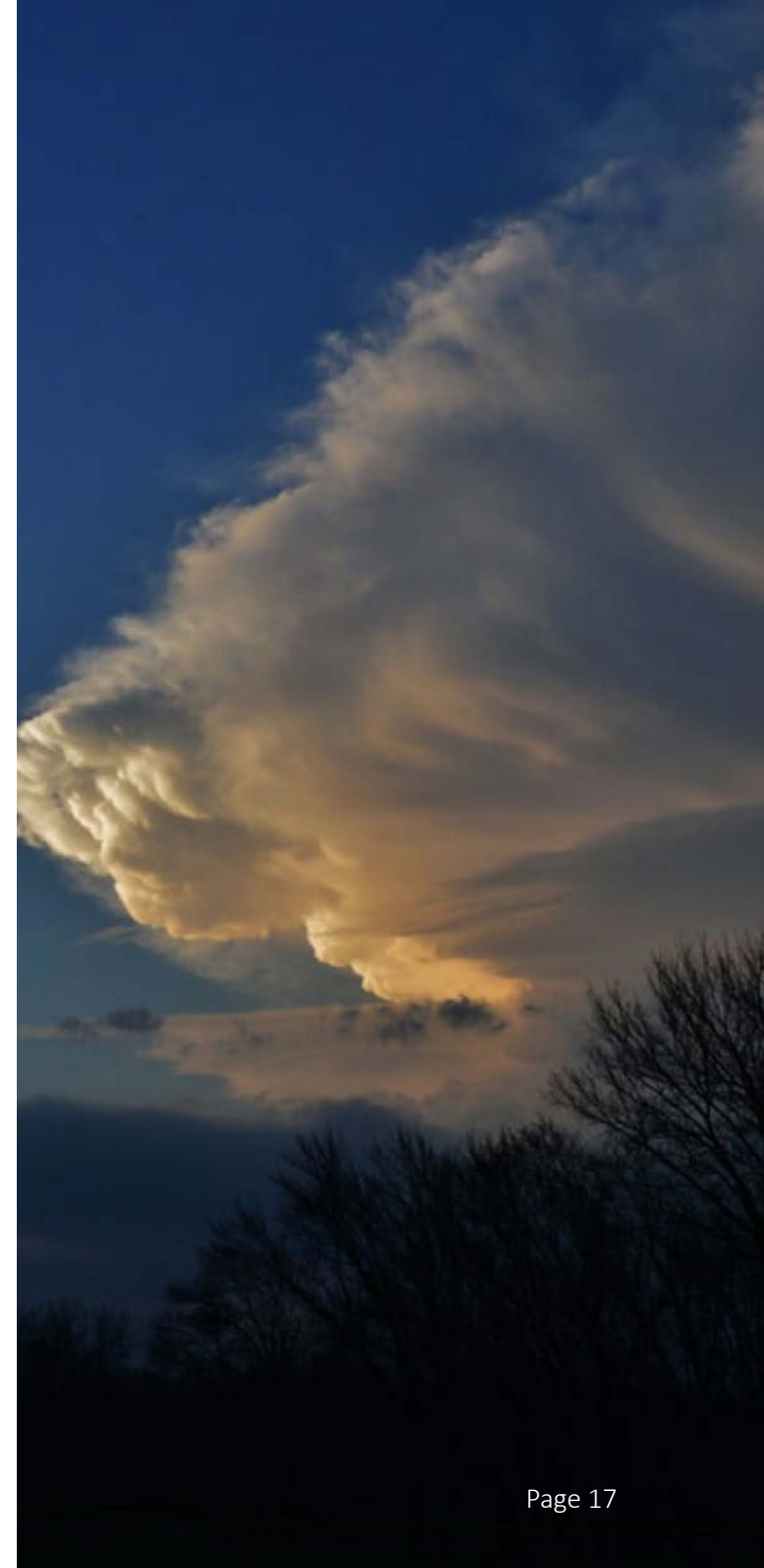


## 11 What the Climate Emergency DPD covers

11.1.1 The Pre-submission DPD continues the thematic-based approach taken by the Scoping Report and that draft policies cover options for allocation and policies relating to the following topics:

- Renewable energy;
- Energy efficiency;
- Coastal Change and flooding
- Natural climate solutions;
- Sustainable transport, town centre development and design;
- Agriculture and rural development.

11.1.2 A number of issues are cross-cutting and will impact on all areas. In particular biodiversity is critically significant to our long-term survival and has been identified as being in a state of decline. The draft policy suggestions of the DPD recognise the critical importance of biodiversity in relation to climate change and further embeds the Council's Environmental Growth Strategy and the emerging approaches to nature recovery.





## 12 Climate Change Principles for Cornwall

### 12.1 Introduction

12.1.1 This policy sets out the spatial strategy for the Climate Emergency DPD and sets out our expectations for new development in Cornwall. It provides a signpost to the other policies of the DPD.

### 12.2 Policy Context

12.2.1 The NPPF requires plans to take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures in line with the objectives and provisions of the Climate Change Act (2008).

12.2.2 In line with the advice of the NPPF, our policies have been developed to help ensure the future resilience of communities and infrastructure in Cornwall to climate change impacts. This includes ensuring that new development is supported by the planning of green infrastructure, support for environmental net gain, measures to reduce greenhouse gas emissions, improvements to the sustainability of buildings and increasing resilience of our communities to flooding and coastal erosion.

12.2.3 The climate change principles for Cornwall support both the guiding principles and spatial strategy of the Cornwall Local Plan – both of which were drawn from our Sustainable Community Strategy ‘Future Cornwall’.

12.2.4 The climate change principles draw particularly from Policy 2(2) of the local plan which deals with resilience and providing solutions to current and future issues. Whilst climate change is a key cross cutting theme of the Local Plan, the climate emergency declared by Cornwall Council in January 2019 means that further articulation of the spatial strategy is required.

### 12.3 Chain of Conformity

- Future Cornwall
  - Support the economy
  - Enable self-sufficient and resilient communities
  - Promote good health and wellbeing for everyone
  - Make the most of our environment
- Cornwall Local Plan
  - Policy 2 – Spatial Strategy



## ***Proposed Policies***

### **12.4 Policy C1 - Climate Change Principles for Cornwall**

#### **Policy C1 – Climate Change Principles**

Development in Cornwall must represent sustainable development and manage our natural and cultural assets wisely for future generations. Proposals must contribute to and achieve the following objectives:

- 1) Be low carbon and make the fullest contribution to minimising greenhouse gas emissions in accordance with the following energy hierarchy:
  - a) Be lean: use less energy
  - b) Be clean: supply energy efficiently
  - c) Be green: use renewable energy
- 2) Mitigate against and improve resilience to the effects of climate change;
- 3) Contribute positively to the health, wellbeing and resilience of our communities;
- 4) Contribute positively to environmental growth, protecting and increasing the ability of natural systems nature recovery networks and ensuring a net gain for biodiversity;
- 5) Ensure resource efficiency, minimisation of waste, reduction in embodied carbon and conditions that create opportunities for a circular economy;
- 6) Maximise the ability to make trips by sustainable and active modes of transport in all developments through careful design and mix of uses that support walking and cycling rather than car use for day to day living;
- 7) Use and reuse land efficiently through the delivery of appropriate higher densities of development on the most accessible sites (including town centres and public transport hubs such as stations);
- 8) Conserve the capacity for sustainable production of food, water, raw materials and energy and minimise the impact upon the quality, stability, and function of soil;
- 9) Conserve and enhance our natural and historic environment and cultural heritage and increase built and natural environment distinctiveness through locally distinctive, high quality and sustainable design and multi-functional green infrastructure provision;
- 10) Minimise or avoid light, water, air and noise pollution and improve or maintain air quality;
- 11) Protect and enhance carbon storage in our natural environment (including the marine environment); and
- 12) Improve or maintain the natural functioning of coastal and river processes, avoiding areas at risk of flooding and coastal change and further reducing flood risk elsewhere wherever possible.

### ***Pre-submission Consultation Questions***

- 1. Does Policy C1 pick up the right issues and principles – is there anything you would add?*
- 2. Is there anything else that should be included in this policy?*
- 3. Do you have an alternative approach to C1 that you think the council should consider?*



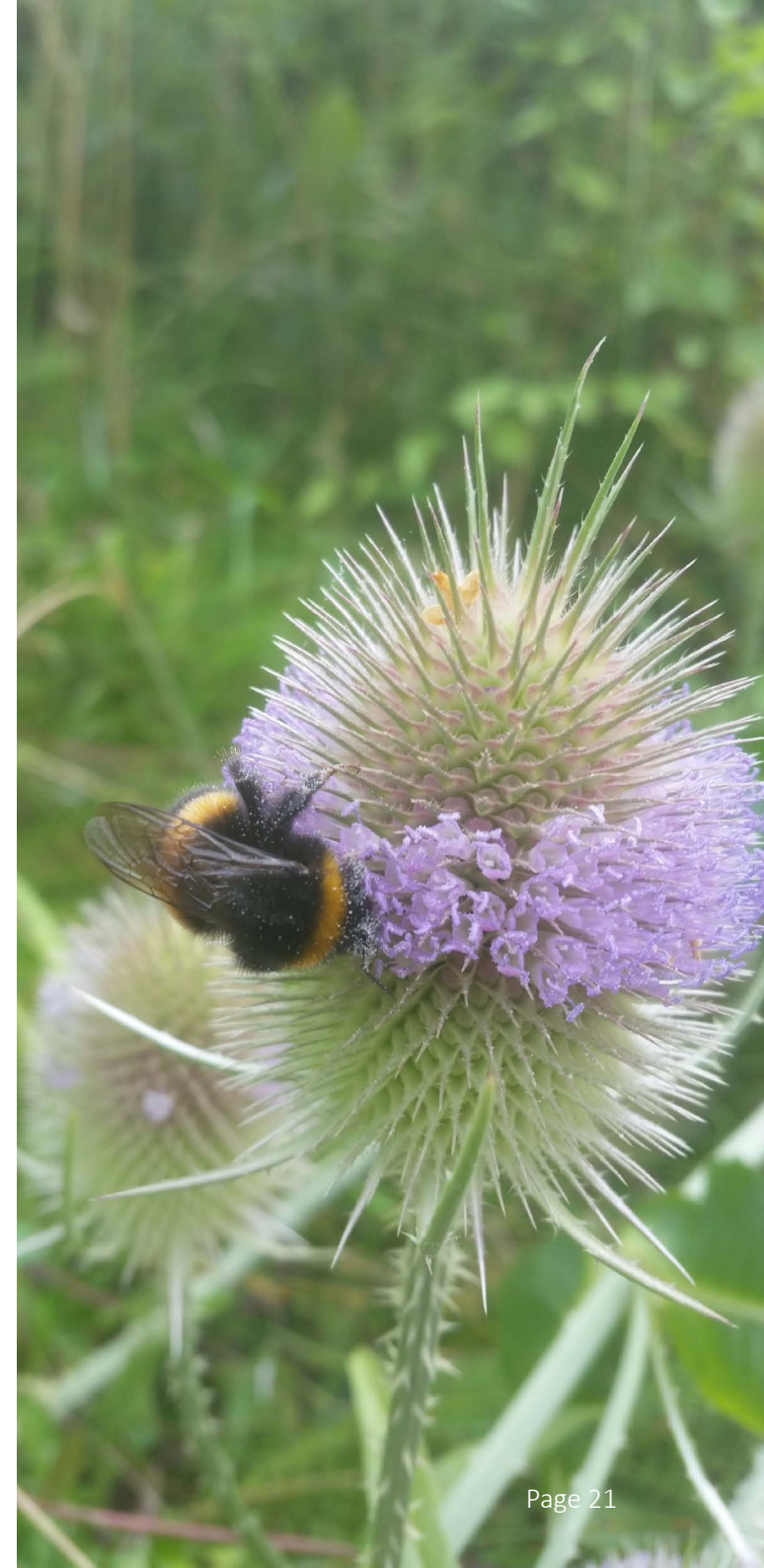
## 13 Natural Climate Solutions

### 13.1 Introduction

13.1.1 These policies have been developed to protect and enhance Natural Capital (Cornwall's stock of natural resources, which includes geology, soils, air, water, habitats and biodiversity (plant and animal species) to provide long term adaptability and resilience to anticipated extremes of weather and to provide long term carbon sinks. The new policy approach of Biodiversity Net Gain will facilitate not only increased tree cover and green infrastructure but will also help to fund opportunities to work towards rebuilding the wider natural world through Local Nature Recovery Networks.

### 13.2 Policy Context

- 13.2.1 The NPPF recognizes the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland and minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.
- 13.2.2 This is reflected in the Cornwall Local Plan but the required level of net gain is not currently specified other than through Chief Officer Advice Notes. A national standard will mandate the biodiversity net gain requirement and there are a number of emerging tools used in pilot schemes throughout the UK which developers could now use practically to identify harm and provide wider environmental gains.
- 13.2.3 The Draft Environment Bill 2020 is also set to mandate the creation of Local Nature Recovery Networks. This will identify large numbers of sites at a county level where targeted investments of Natural Capital Assets will most successfully reduce habitat fragmentation and maximise ecological resilience. In terms of Green Infrastructure both the NPPF and Cornwall Local Plan make relatively broad requirements, but there are many useful accreditation schemes such as Building with Nature and the Cornwall Draft Design Guide which contain more detailed guidance. These are designed to accentuate the importance of green infrastructure at the heart of good places.



### 13.3 Chain of Conformity

- Future Cornwall
  - protect and enhance the natural environment
  - create integrated green infrastructure
  - provide net gains for biodiversity through development
- Cornwall Local Plan
  - Policy 23 - Natural Environment
  - Policy 25 - Green Infrastructure
- Cornwall Design Guide

### *Proposed Policies*

#### 13.4 Policy G1 - Green Infrastructure Design and Maintenance

- Green infrastructure (GI) is a well-established planning concept, but its implementation needs to become more central to planning site design.
- Poorly placed green infrastructure can have limited value for people and the environment. Green infrastructure needs to demonstrate functional links not only within the site but also, to other wildlife features, corridors or Local Nature Recovery Networks.
- This policy adds greater detail and rigour to the Cornwall Local Plan and reflects the principles outlined in the Cornwall Design Guide.

#### **Policy G1 – Green Infrastructure Design and Maintenance**

Green infrastructure should be central to the design of schemes, ensuring permeability of the site for wildlife and people and creating a multi-functional network of spaces and uses rather than being a series of disparate spaces or uses. Major development proposals will be expected to meet the following principles of green infrastructure design:

- 1) The green infrastructure forms a multifunctional network through the creation of linear and other green infrastructure features to provide and enhance natural connections;
- 2) Identifies important local character features, including existing planting, trees, groups of trees, copses, wetland and hedgerows as the key starting point for green infrastructure proposals and retains, reinforces and embeds them into the design of the development to create distinctive places that reference, reflect and enhance the local environment;
- 3) The green infrastructure is accessible for all and promotes health, wellbeing, community and cohesion and active living;
- 4) The green infrastructure incorporates sustainable drainage and creates better places for people and wildlife;
- 5) The development creates networks of habitat within the site and links effectively to networks beyond the site. Where development is adjacent to or within Local Nature Recovery Network Areas (Policy G3) the proposal must include clear and functional links to these areas;

- 6) The green infrastructure is resilient to climate change, minimises the development's environmental impact and enhances the quality of water, soil and air, aiding resilience and adaptation to climate change;
- 7) For grass habitats such as verges and amenity grassland, planting should consist of at least 50% insect pollinated plants with a minimum of 10 species and predominantly native species;
- 8) Street trees and other greening are integrated into street design and public open spaces wherever possible. In order to create environments suitable for street trees any streets should be designed to be wide for the creation of tree pits, whilst maintaining the space for the necessary runs of services (e.g. water, electric, sewerage);
- 9) Landscape bed planting, including ornamental beds, should comprise of at least 50% insect pollinated plants of a varied species mix and including predominantly native species;
- 10) Homes should have access to a well-proportioned and well-orientated garden to the rear of the property that provides for a range of activities (at least equal in size to the footprint of the house). For flats, this may be communal space, but ideally should also include a balcony or patio space. Triangular shaped gardens, excessive shading or steeply sloping gardens should be avoided wherever possible;
- 11) The development shall make provision for long-term post development management and maintenance for all green infrastructure, including provision for community representation and management.

The Council encourages all development to be designed in line with the free-to-access Building with Nature Standard and achieve accreditation where possible

### 13.5 Policy G2 - Environmental Net Gain

- At present Biodiversity Net Gain is required by local and national planning policy although the requirement of a specific uplift requirement is not set out, other than in the Environment Bill (expected to be enacted in late 2020).
- The minimum 10% net gain for biodiversity figure is specified by DEFRA as being the level of gain which not only halts the decline of natural capital but enhances it in a measurable way.
- For all major planning applications and all CC development schemes (including highways and infrastructure) a Biodiversity Net Gain calculation will be performed and assessed by a qualified ecologist as part of site surveys. This will ensure net gains for biodiversity are provided on site, or, as a last resort, offsite, as part of a formal offsetting scheme.
- Biodiversity offsetting can be provided if the applicant has demonstrated that the mitigation hierarchy has been followed and the gain cannot be provided on site. Provision should be made in accordance with the DEFRA Biodiversity Metric which provides the highest weighting to proposals reinforcing the Nature Recovery Network.
- The Council will not tolerate pre-emptive clearance of sites to circumvent biodiversity requirements. Where there is evidence of pre-emptive clearance the habitat lost will be treated as the highest distinctiveness and condition and must be replaced as such.
- For all minor planning applications Cornwall Council has developed a Green Points system to deliver gains for biodiversity in a simpler way, proportionate to the scale of development proposed. Recognising the sometimes limited space on small sites a range of environmental options are



included to allow the collection of the right number of green points for the size of development. The provision of bird or bat boxes or bee bricks and the planting of trees is prioritised in this score. A single green points requirement is made for domestic extensions to make the requirement understandable and simple to use.

- Cornwall has a lower than average tree cover at around 10%, and it is vital that trees are not lost in new development or replaced with other habitat types. All applications for major development will need to demonstrate through the biodiversity metric that there will not be a net loss of canopy cover by retaining existing trees and hedges where possible and enhancing canopy cover provision. This will be measured for major developments by the DEFRA metric, with the specific requirement that all canopy providing habitat types (e.g. woodland, hedges, street trees, orchards etc) achieve no net loss, on top of the requirement for a 10% minimum net gain overall.

## **Policy G2 - Environmental Net Gain**

Development proposals should deliver gains for the environment and biodiversity. Development should not result in any net loss of canopy on site by means of the retention of existing canopy (including trees and hedges) and the planting of new canopy in the form of trees and hedges as reinforcement of existing hedges and woodland, street trees and other planting.

All major development proposals shall provide at least a 10% measurable biodiversity net gain over the pre-existing score for the site using the latest DEFRA metric or any subsequent metric. All minor development proposals will deliver gains for the environment using the Green Points system.

- 1) Minor development (creating new floorspace of more than 20 square metres gross, excluding change of use not creating new dwellings) shall contribute to a measurable increase of biodiversity in Cornwall through the provision of biodiversity features using the Cornwall Green Points system.
- 2) All major development types, including highways and infrastructure projects which may not need planning permission, in Cornwall must achieve a minimum of 10% Biodiversity Net Gain (or any higher percentage mandated by national policy/legislation) over the baseline site score as measured by the latest version of the DEFRA Biodiversity Metric or any subsequent on the application site.
- 3) All major development types should result in no net loss from all the habitat types which create canopy cover e.g. the woodland habitat types, hedgerows, street trees, orchards etc (evidenced through the net gain metric), and should provide through the retention of existing and/or the establishment of new, canopy coverage equal to at least 15 % of the site area (excluding priority habitat types) which shall be counted against the 10% requirement for Biodiversity Net Gain.
- 4) Where a proposal has followed the mitigation hierarchy, but demonstrates that the required net gain cannot be achieved onsite within the site boundary, it must provide for the offsetting of any habitat types to be lost alongside the percentage gain required either through:
  - d) the purchase of biodiversity offsetting units to enable provision to be made by an approved biodiversity offset provider; or
  - e) direct provision of the habitat types in a suitable location by the applicant provided the in-perpetuity management and monitoring of the offset site can be assured.

## 13.6 Cornwall Nature Recovery Network

- The forthcoming Environmental Bill 2020 will, in addition to the requirement for Biodiversity Net Gain, create a requirement for Local Authorities to identify opportunities for bolstering and connecting networked areas for wildlife.
- Cornwall Council will be using the Lagas Nature Recovery Network map produced by the University of Exeter ([www.lagas.co.uk](http://www.lagas.co.uk)) to identify these opportunities. The map will inform the opportunities weighting within the DEFRA BNG Metric, and will be used to identify areas where biodiversity offsetting is best delivered.

### **Policy G3 - Cornwall Nature Recovery Network**

Development should contribute to the ability of the Local Nature Recovery Network, as identified on the policies map and specific policies inset maps, to provide functional natural links between existing or potential habitats. Development that would result in the significant reduction of the Network to provide functional natural links between existing or potential habitats will be refused.

*Note: Key elements of the Nature Recovery Network are identified in the policies map and detail identified in the Cornwall Nature Recovery Strategy or successor document. The Local Nature Recovery Network is material to all planning determinations*

### ***Pre-submission Consultation Questions***

- 1. Do Policies G1 – 3 pick up the right issues and principles – is there anything you would add?*
- 2. Is there anything else that should be included in these policies?*
- 3. Do you have an alternative approach to policies G1 – 3 that you think the council should consider?*
- 4. Do you think further clarification or advice on the interplay between green infrastructure design and green space factor (Policy G2) is required for minor developments?*
- 6. Policy G2 requires the provision of Canopy Cover (trees and hedges) as part of biodiversity net gain. Given the Council's commitment to tree planting as a part of the Forest for Cornwall, should this be a separate policy?*
- 7. Or would it be better having a policy requiring a specific proportion of tree provision with a policy setting out a requirement for Biodiversity Net Gain specifically for trees?*
- 8. The mandatory minimum 10% Biodiversity Net Gain figure is specified by DEFRA as being necessary to reverse the decline of natural capital and allow a sufficient buffer to ensure that real net gains are made. There is no legal reason why Cornwall Council could not set a more ambitious local target of 20% but a larger requirement could impact on the amount of developable land on sites or increase the financial contribution required and must be balanced against financial viability. In your opinion should the target be 10% or 20% or another percentage target and why?*
- 9. Metrics are being developed to measure the wider impacts of development on natural capital and eco-system services, such as flood risk and carbon soil storage. Do you agree that a requirement should be made through policy requiring that major developments are accompanied by a basic form of ecosystems metric?*
- 10. There are different potential policy options to increase tree cover including building in requirements to the net gain policy (as per Policy G3) or setting out a separate requirement. How do you think this requirement should be expressed and made simple to understand and implement?*



## 14 Agriculture and Rural Development

### 14.1 Introduction

- 14.1.1 Planning plays a key role in supporting a transition to a low carbon economy which is central to the economic, social and environmental aspects of sustainable development. In tackling climate change and transition to a lower carbon Cornwall, the plan will need to take an inclusive approach to sustainable development, supporting the varied needs of Cornwall's communities, landowners and food producers and businesses.
- 14.1.2 These policies have been developed to support the further sustainability of our rural areas and to provide opportunities for development that helps to provide for rural service centres, reducing the need to travel and creating a supportive and mutually beneficial environment for agricultural diversification and regenerative land management and ecosystem service provision. They seek to identify ways that planning can help influence land management to reduce greenhouse gas emissions and increase carbon absorption. There are strong links to the provision of ecosystems in other policies in the document and these may provide opportunities for landowners and farmers to diversify and provide services to the community including natural flood management through tree planting and reestablishment of hedge lines as well as increasing soil carbon through land management techniques. Biodiversity Net Gain offsetting also provides an opportunity for landowners to create new habitat.
- 14.1.3 Rural communities also need to be provided with opportunities to help support their sustainability. Whilst there remain clear relationships between rural communities and towns for services and employment, it makes sense that day to day needs can be met locally to reduce the need to travel. There has also been a particular demand for opportunities for small groups of dwellings to be established in more rural locations, offering an opportunity for off-grid living, similar to existing policies in Wales (known as 'one planet development') and Dartmoor National Park.

### 14.2 Policy Context

- 14.2.1 The NPPF requires planning policies to promote sustainable development in rural areas, including the recognition of the need to encourage multiple benefits from rural land (in addition to urban land), including through mixed use schemes and taking opportunities to achieve net environmental gains – such as developments that would enable new habitat creation or improve public access to the countryside whilst recognising that some undeveloped land can perform many functions, such as for wildlife, recreation, flood risk mitigation, cooling/shading, carbon storage or food production.



- 14.2.2 The NPPF and policies of the Cornwall Plan both recognise the need to enable the sustainable growth and expansion of all types of business in rural areas, the development and diversification of agricultural and other land-based rural businesses and the retention and development of accessible local services and community facilities. These balance the need for sites adjoining or beyond settlements with opportunities to improve options for sustainable transport. Changing circumstances with more people working from home and opportunities to improve public transport mean that rural settlements may be able to sustainably support more facilities and services.
- 14.2.3 The approach to low impact living takes inspiration from Welsh policy and from the NPPF's environmental ambition to support a transition to a low carbon economy and an inclusive approach to sustainable development, supporting the varied needs communities in Cornwall, including those wishing to pursue a more sustainable and low impact lifestyle derived from the land.
- 14.2.4 The policies that support rural services and housing are also drawn from relevant policies of the Cornwall Local Plan which recognise the rural and dispersed nature of Cornwall. They extend further the opportunities to provide a variety of opportunities to diversify agriculture and rural enterprise and support landowners to contribute to environmental growth and the provision of ecosystem services.

### 14.3 Chain of Conformity

- Future Cornwall
  - support the economy
  - enable self-sufficient and resilient communities
  - promote good health and wellbeing for everyone
  - to make the most of our environment.
- Cornwall Local Plan
  - Policy 4 - Shopping, services and community facilities
  - Policy 7 - Housing in the countryside
  - Policy 21 - Best use of land and existing buildings
  - Policy 23 - Natural Environment
  - Policy 25 - Green Infrastructure

### *Proposed Policies*

#### 14.4 Policy AG1 - Whole Estate/Farm Plans and Rural Development

- 14.4.1 We want diversification proposals for agricultural and land based rural businesses to help sustain the rural economy, and maintain the character of the landscape and environment.
- 14.4.2 Whilst it is recognised that there are fewer controls over agriculture by planning, particularly around management regimes, there are clear ecosystem links provided on farms and estates that impact on wider public goods such as pollinator habitat, natural flood management, biodiversity, food and fuel growing and countryside access for active lifestyles. The question is how to link these to development.

14.4.3 Other planning authorities have explored the use of Whole Estate Plans to help influence the management of estates and land and identify eco-system services that land managers may be able to offer to the wider community. They consist of a plan prepared by individual land-owning estates that may justify exceptions to usual planning policy, for instance to permit larger buildings than might normally be supported or other diversification or non-agricultural uses of the land. The plans set out the assets of the estate and the opportunities and threats which the estate may encounter and describes their plans for the future. A Whole Estate Plan would normally include environmental and social assets, public benefits, and issues as well as economic development projects. Whilst they don't guarantee planning permission, endorsed Whole Estate Plans can be a material consideration in determining planning applications or the assignment of offsetting monies from contributions made from other development and will provide a solid understood contextual background to any development proposals being made.

#### 14.4.4 Agricultural businesses

14.4.5 To achieve this we will support proposals that demonstrate sustainable practices that do not compromise the long-term running of the farm. To ensure proposal for new development do not compromise the working of the farm business we will not support the piecemeal stripping of assets from farms without regard for the overall viability of farm holdings.

#### 14.4.6 Privately managed estates

14.4.7 Diversification proposals on privately managed estates will be supported where a proposal demonstrates sustainable practices and outcomes and is in accordance with an up to date endorsed Whole Estate Plan that delivers and secures multiple wider public benefits such as employment and enterprise opportunities, sustainable access, social and cultural facilities, environmental enhancements, conserving and enhancing heritage assets, and improvements to land management.

#### 14.4.8 Forestry

14.4.9 Appropriate scale diversification proposals for forestry businesses will be supported where a proposal demonstrates sustainable practices and outcomes, sustains the long term operation of the business and secures multiple wider public and environmental benefits.

### **Policy AG1 - Whole Estate/Farm Plans and rural development**

Diversification or improvements that provide public benefits and help to manage or absorb carbon or other emissions and help to maintain a viable and active countryside outside settlements within rural estates and large farms will be permitted where:

- 1) The proposed development helps deliver the proposals of an up to date Whole Estate or Farm Plan that has been endorsed by Cornwall Council and lead to the development and sustaining of low carbon and wider sustainable practices and a significant reduction in greenhouse gas emissions; and
- 2) The development proposals deliver multiple social, environmental and economic benefits such as employment and enterprise opportunities, sustainable access, social and cultural facilities, environmental enhancements, conserving and enhancing heritage and landscape assets, and providing improvements to land management in line with the spatial strategies of the Climate Emergency DPD and Cornwall Local Plan and particularly in relation to providing or enhancing ecosystem services and ensure the long-term sustainable operation of the farm business.



## 14.5 Policy AG2 - Regenerative and Low Impact Development (One Planet Development)

- 14.5.1 Supporting innovative, low carbon development that supports self-sufficient lifestyles could be part of our approach to help reducing greenhouse gas emissions. This is based on the Welsh 'One Planet Development' policy that has been supported by a number of respondents to the Scoping version of the Climate Change DPD.
- 14.5.2 The One Planet movement seeks to encourage society to live within the capacity of the planet, and to raise awareness of the continuous depletion of Earth's resources. One Planet Developments (OPD) are proposals on sites that seek to enable off-grid lifestyles that minimise the ecological footprint of the inhabitants to sustainable levels. OPD is low impact, highly sustainable development that either enhances or does not significantly diminish environmental quality; in effect, a one planet development should be broadly self-sufficient in terms of energy, water and waste, whilst also providing a significant proportion of food and income directly from the land.
- 14.5.3 This policy option sets out an approach for Cornwall, that is set in the context of aims to support the development of low impact, easily removable homes that would support the restoration of regenerative land management techniques. This would be aimed at small groups and potentially private estates providing affordable, low impact housing tied to the restorative use of land and controlled by conditions regarding measurable environmental net gain.
- 14.5.4 Low impact means not only being broadly self-sufficient but doing so in a way that brings positive environmental enhancements. This includes respecting the landscape and cultural heritage of the site and its surroundings, whilst improving and increasing biodiversity, air, water and soil quality and other relevant environmental enhancements on-site. The use of the land may be experimental, in which case it should include elements of education and research.
- 14.5.5 This policy allows for a departure from national and local policy preventing development in the open countryside, so it is critical that proposals must clearly demonstrate a truly low impact approach and will therefore undergo rigorous assessment and ongoing monitoring. In order for proposals to clearly demonstrate the achievability of the project, permissions will only be granted initially on a temporary basis.
- 14.5.6 Proposals must be supported by robust evidence including:
- A justification and improvement plan – setting out the need to live on the site, quantifying how the inhabitants' requirements in terms of income, food, energy and waste assimilation can be met directly from the site, and demonstrating that land use activities proposed are capable of supporting the needs of the occupants. A baseline survey of the biodiversity and ecological state of the site and proposals that will lead to a measured improvement in biodiversity and carbon capture improvements;
  - Ecological Footprint Analysis - providing a figure for the land area required to support an individual, a family or a community in terms of food, resources, energy, waste assimilation, and greenhouse gas mitigation. Developments should demonstrate that they will achieve an Ecological Footprint consistent with this type of low impact living.
  - Zero Carbon Analysis - demonstrating that a zero carbon status will be achieved for the construction and use of buildings.
  - Travel Plan and Transport Statement or Assessment – to demonstrate the suitability and sustainability of its location through ready access to other services and facilities by walking or cycling.

## Policy AG2 Regenerative, Low Impact Development

Low impact residential development as part of a regenerative use of land will be permitted where the proposal:

- 1) is located adjoining, or well-related to a settlement or comprises an existing farm or the location can be justified in terms of the activity being undertaken and that travel patterns required for day to day needs can be met sustainably; and
- 2) is demonstrably linked to a use of the land that will support a self-sufficient lifestyle for the development's occupants and make a positive environmental and social contribution to Cornwall; and
- 3) can demonstrate through a carbon statement a clear zero-carbon approach to both construction and operation and demonstrate self-sufficiency in energy, waste and water; and
- 4) can demonstrate that all activities and structures on site will have a low impact in terms of the environment and use of resources. The need for new structures and buildings on the site is minimised and suitable redundant buildings are used before constructing any new buildings; and
- 5) leads to the environmental and biodiversity regeneration of the site through a binding action plan and conserves and enhances the landscape character, heritage and biodiversity of the site and surroundings; and
- 6) is tied directly to the land on which it is located and new buildings are designed to be temporary in nature, have a low impact on the land and be removable and the land restored at the end of an agreed period of time; and
- 7) demonstrates a management plan for the activity proposed and includes sufficient land to substantially meet the needs and ensure the livelihood of all residents on the site; and
- 8) provides a trust or other bona fide mechanism for the management and running of the enterprise and the selection of any future residents or activity.

## 14.6 Co-housing

14.6.1 Following our scoping consultation, several respondents have suggested that we include policies to encourage co-housing developments within our DPD. Co-housing schemes are usually designed and managed by a group of future residents and usually consist of privately owned or rented homes for a mix of ages of people, although there are also successful examples of schemes aimed at solely at older people. Co-housing developments generally share facilities and spaces and therefore take less land than housing schemes that do not have shared facilities. Co-housing schemes are often developed to be affordable for future residents, but may not comply with our current definition of affordable housing. Schemes usually they also have an aspiration for eco-living and generally share a range of facilities and endeavour to create a community with shared facilities and community activities. Co-housing schemes may not always be able to compete in the building market for land and may require the use of an exception site (land that we would normally only allow for a mix of affordable and market housing) to ensure that the scheme can be built viably.

## 14.7 Policy AG3 - Air and Water Quality Improvements

14.7.1 British agricultural Greenhouse Gases (GHG) emissions in 2017 were 45.6 million tonnes of CO<sub>2</sub> equivalent (10% of UK total GHG emissions), comprising methane (5.6% of UK total), nitrous oxide (3.1%) and CO<sub>2</sub> (1.2%). In Cornwall the emissions count is higher at 19% reflective of the balance of agricultural

and other uses across our landmass. Nationally, agricultural emissions have decreased by 16% overall since 1990, but there has been only modest progress since 2011, when the industry's GHG Action Plan was agreed.

- 14.7.2 The National Farming Union (NFU) and others have identified issues regarding emissions on farms and the impact of pollutions resulting from land management, agricultural practice and the keeping of animals. Whilst many farming activities are balanced between emissions associated with land management and animals and sequestration, there remain pollution risks from older systems and buildings. An issue is Methane and Nitrous Oxide. In addition, Ammonia (NH<sub>3</sub>) is a key air pollutant that can have significant effects on both human health and the environment. Around 88% of ammonia emissions in the UK come from agriculture and Government has committed to reduce this by 16% by 2030. It will be important to support proposals or development on farms designed to reduce the emissions of these gases.
- 14.7.3 New development can significantly help to manage and improve air and water pollution. This could be in the form of anaerobic digestors, covered slurry pits, ammonia scrubbers on chicken houses, and other technologies designed to reduce greenhouse gas emissions. The Council will support new development that leads to wastewater and air quality practice improvements.
- 14.7.4 Renewable energy installations have formed a considerable element of agricultural diversification proposals ranging from small private installations to reduce energy costs to larger more land intensive installations operated by third parties (such as energy companies). These have implications for agriculture with a diverse set of issues relating to continued viability of units to removal of land temporarily from active agricultural production. The development of renewable energy installations to help farms reduce GHG emission will be encouraged where the site is suitable (for wind turbines this would require the site to be identified on the policies map) and would be accompanied by other agricultural or operation improvements to increase carbon sequestration and reduce GHG emissions.

### **Policy AG3 - Air and water quality improvements**

Proposals for agricultural buildings to house livestock, any new or expanded pit, tank or lagoon for storing slurry and anaerobic digesters will be permitted where they resolve potential adverse impacts on air quality from ammonia and other air and water pollutants, including the covering of slurry pits and installation of waste water treatment systems. Particular weight will be given to proposals with the potential to reduce or remove impact on European Protected sites or a Site of Special Scientific Interest.

For agriculture development requiring the benefit of planning permission and renewable energy proposals the Council will support proposals that lead to a significant improvement to greenhouse gas emissions, water and air pollution and practice, evidenced by a binding farm plan.

## **14.8 Rural service development**

- 14.8.1 Cornwall has a largely dispersed population and rural communities are frequently portrayed as unsustainable due to a travel pattern that has developed and necessitated through the loss of employment and shops and services over past decades. This position is changing with the increase in online shops and services and that many more people, especially office workers are now working from home. This change is being accelerated as a result of Covid-19 and will have an impact on all our places. This, combined with improvements to broadband connectivity is likely to mean that more people can work at home, but will potentially still need to make frequent journeys for day to day needs. Therefore measures to help increase sustainability, digital connectivity and reduce the need to travel are essential to decreasing carbon emissions.



- 14.8.2 This policy aims to provide greater certainty for rural facilities where they may not have been permitted previously which is intended to help to address this issue. Clustered uses and facilities, potentially to be shared by a number of smaller settlements may also help to reduce the need to travel and distances travelled.
- 14.8.3 This policy allows for limited exceptions to housing policy to allow for a very small proportion of market housing to ensure the delivery and operation of community facilities, including employment and flexible working and service hubs. The proposal must be able to demonstrate a demand for the services and facilities proposed. The functional link between the community facilities and other uses and the housing or other enabling development will be strictly controlled so as to enable continued rural service provision and prevent misuse of the provision.

### **Policy AG4 – Rural Service Development**

The provision of new rural service and employment hubs (including small scale day to day retail facilities to meet the needs of the settlement or cluster of settlements) will be permitted where they:

- 1) Are located within or adjoining the settlement that they are intended to serve and do not materially extend the form of the settlement;
- 2) Enable local employment opportunities and facilities that support the rural economy and/or economy and scale of the settlement and can evidence demand of their need;
- 3) Deliver digital connectivity and/or working accommodation including hot desking and flexible accommodation that supports the rural economy;
- 4) Reduce the need to travel; and
- 5) Protect and enhance the local distinctiveness, character and form of the settlement.

Any housing and retail provision required to enable delivery must be subservient to the main use for employment and community facilities. Any permission granted will be required to ensure the delivery and a mechanism to ensure the ongoing functioning of the community facilities.

### ***Pre-submission Consultation Questions***

- 1. Do Policies AG1 – 4 pick up the right issues for rural areas – id there anything more that you would add?*
  - 2. Are the policy approaches that we are suggesting in policies AG1 – 4 about right – is there anything missing?*
  - 3. Do you have specific comments to make about the content or intentions of policies AG1 – 4?*
  - 4. Policy AG1 adds to types of exceptional development in the countryside that support the aim for Cornwall to be carbon neutral and provide public goods such as carbon sequestration, flood protection or increases in biodiversity. Should this include allowing small numbers of housing to meet local needs, particularly of the estate and how should this be tied to enabling land management improvements and delivery of our sequestration or biodiversity aims?*
  - 5. Policy AG2 adds a further exception for new housing in the countryside based on the creation of zero carbon homes and restorative low carbon agriculture – do you support this exception, and do you think that the policy provides protection against unnecessary development in the countryside?*
  - 6. Policy AG4 increases the development types that may be permitted on rural exception sites to help create more sustainable communities. This policy could potentially impact on the ability to delivery affordable housing on exceptions sites. Would you support this approach?*
  - 7. Do you have an alternative approach to AG4 that you think the council should consider?*
- Q8a. In addition to low impact development in Policy AG2, would you support a policy that encourages the development of low carbon co-housing schemes within or adjacent to existing settlements?*
- Q8b. Should a policy allow for co-housing to be developed on exception sites that would normally be used only for affordable housing where a mechanism for controlling future residents and price can be provided?*

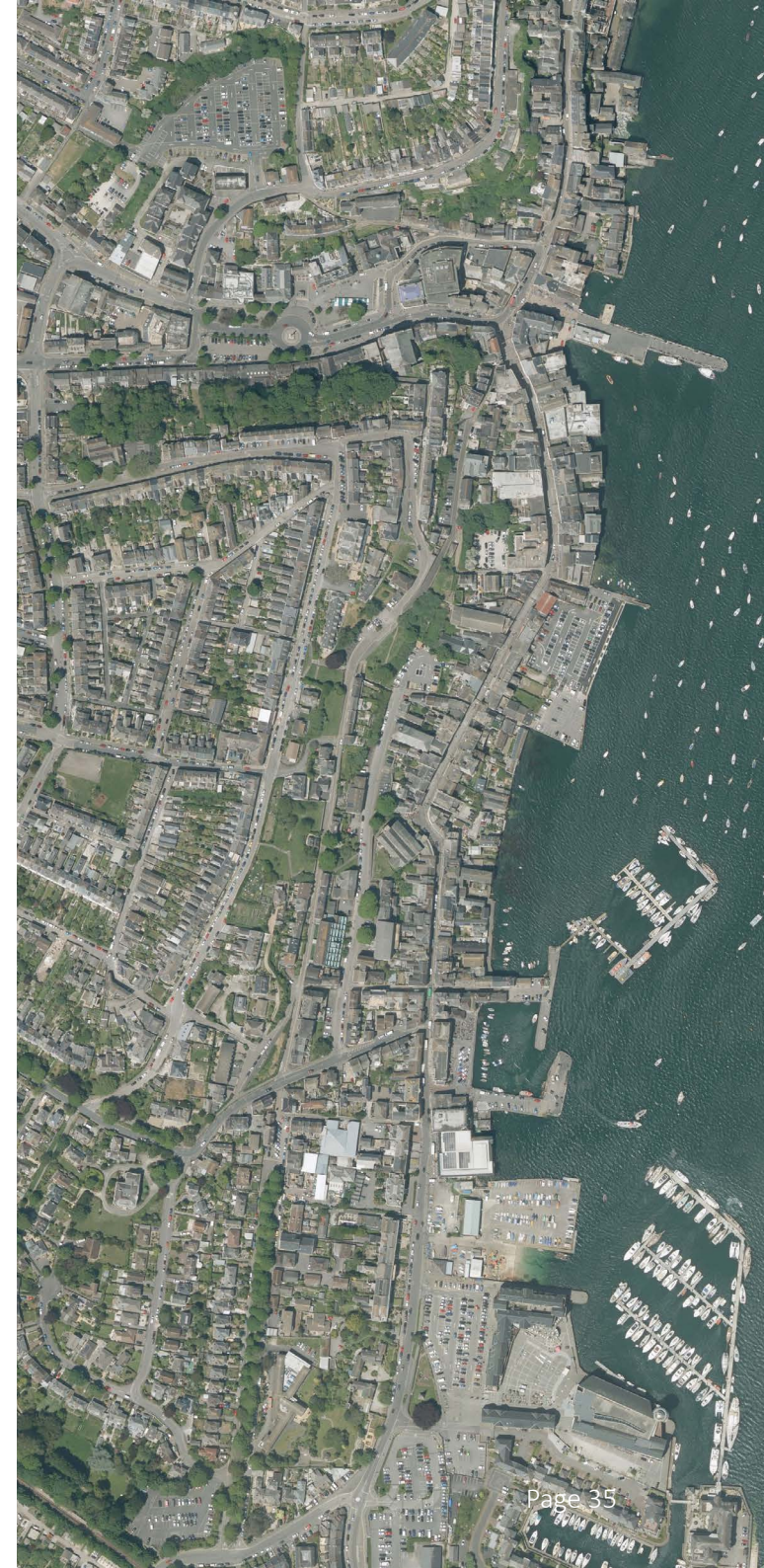
## 15 Town Centres, Design and Density

### 15.1 Introduction

- 15.1.1 Our town centres have long been the focus of community and commercial life and are often the focus of public transport routes and community facilities. In the past decades the focus of town centres has been changed as travel patterns have shifted and retail models have changed. A move to out of town retail sheds and internet shopping has changed the dominance of shopping as a main focus of activity in town centres. The function of our primary shopping area is changing as retail stores close with many national companies downsizing or ceasing to trade. The vitality of many town centres is under threat. The policies for town centres have been drafted to help secure their function as vital community hubs, secure new uses and to address opportunities for adaptation and change to ensure that our towns are thriving places to live and work, whilst not eroding their vitality and viability.
- 15.1.2 Cornwall's settlement pattern is made up of one small city and a large number of dispersed market towns. The spread of Cornish towns is linked to the historic economic focus of particular roles and industries. The challenges faced by Cornwall's towns and high streets and their rural hinterlands are not unusual in the UK, but they are exacerbated by additional economic challenges including lower than average pay, geographical remoteness and the seasonality of tourism. The changes are leading to an increasing number of empty shops which in turn is leading to reduced foot fall in most of our towns. Government changes to permitted development and the Use Class Order have sought to address the issue of town centre decline.
- 15.1.3 There is considerable evidence available regarding the decline of town centres. Whilst it is recognised that increasing density and encouraging other uses into towns can assist their vitality, it has also been acknowledged that this could assist mitigate the impacts of climate change. Evidence suggests that compact, connected and co-ordinated places are more productive, socially inclusive, resilient, cleaner and have lower greenhouse gas emissions.

### 15.2 Policy Context

- 15.2.1 The National Planning Policy Framework retains the 'town centre first' principle and the sequential approach to site selection. This is reflected in the Local Plan.
- 15.2.2 National policy sets out some principles for development densities; in particular stating that local authorities optimise the use of land. There should be a significant uplift in average densities of residential development in these areas. The NPPF also recognises the transport infrastructure opportunities in relation to density of development.





- 15.2.3 There are also permitted development rights and the Use Class Order have sought to address the issue of town centre decline. which enable a change of use within towns without any application process or with prior approval from the local planning authority, these are aimed at encouraging flexibility in uses. These are set out in the town centre topic paper.
- 15.2.4 Increasing economic activity within towns would support high street vitality and reduce the need to use cars and encourage more sustainable forms of transport. Mixed-use buildings which are well service by public transport and with green spaces interspersed create a more vibrant town. More housing in town centres would also enable a night-time economy and generate greater footfall.
- 15.2.5 Each town centre is unique, they have their own economic geographies, specialisms and character. They are changing in different ways and have different relationships with the areas around them. The Council recognises that there are opportunities to create place visions and priorities through place-shaping and town centre renewal priorities, these will set a clear vision taking into account the towns role characteristics and opportunities for growth and regeneration.

### 15.3 Chain of Conformity

- Community Strategy
  - Support our economy
  - Enable self-sufficient and resilient communities
  - Promote good health and wellbeing for everyone
- Cornwall Local Plan
  - Policy 4 -Shopping, services and community facilities
  - Policy 7 - Housing in the countryside
  - Policy 21 - Best use of land and existing buildings
  - Policy 27 - Transport and accessibility

### *Proposed Policies*

#### 15.4 Policy TC1 - Town Centre Development

- 15.4.1 Town centre support and diversification is needed to encourage different uses including innovative and meanwhile uses, events and residential particularly in underused properties and floorspace. We will support change of use where it is compatible with other town centre uses and it enhances the vitality and viability of the settlement, including work hubs, community facilities, events and meanwhile uses.
- 15.4.2 In locations where retail or commercial demand no longer exists or has been significantly reduced, there is an opportunity for the conversion of retail and other commercial premises to appropriate alternative uses such as housing, business, leisure, entertainment and community uses.
- 15.4.3 There are opportunities to increase residential densities in and around town centres, including reuse and redevelopment of buildings where high-quality living environments can be provided. In some cases this will be a more traditional living over the shop use, but in other areas it will support the reuse of entire buildings including retail units or even the redevelopment of whole buildings or blocks of buildings.

- 15.4.4 New development must ensure that it protects, enhances and contributes to improvement of the public realm, green infrastructure assets and improves facilities for inclusive use. This includes the development of high quality, safe and secure facilities that support active travel, public transport accessibility and cycling facilities in town centres, linked to the draft sustainable transport policies.

### **Policy TC1 - Town Centre Development Principles**

Development in town centres should support, maintain or enhance the viability and vitality of the settlement, recognising that they are at the heart of the communities that they serve and may act as a wider service centre for a number of other settlements.

Support will be given for the diversification of uses and increase in the number of residential dwellings in town centres to support its long term sustainable, social and economic stability. This would be achieved through change of use, redevelopment, enhancement of the public realm and promotion of sustainable lifestyles by, for example, reducing the need to travel and improving access to public transport. Regard should be given to how the development proposed would help deliver or support the towns' Place Shaping Vision and Priorities, where such a document exists.

Development of community facilities and appropriate meanwhile uses that maintain or increase footfall and vitality will be supported. The provision of a range of high-quality residential dwellings using underused or redundant space will be supported.

All development should complement the local character, cultural heritage and enhance the host building and public realm; where possible improving conditions for active travel, public transport, play and general amenity including green infrastructure and open space and be designed for safety and security. The conversion of ground-floor retail units or redevelopment of buildings should encourage activity and vitality.

### **15.5 Policy TC2 - Town Centre Renewal**

- 15.5.1 There are often considerable opportunities to increase density and reuse land and buildings in urban areas. This policy recognises opportunities for intensification of uses including residential at high density and where it is well located. Town centres are generally very accessible and often well served by public transport, creating opportunities for a diverse mix of uses including shared workspace, residential and community uses.
- 15.5.2 Town centres can no longer rely on a retail focus, but care should be taken to maintain the vitality and viability of the centre to ensure that retail, commercial and community facilities and uses are not further impacted.
- 15.5.3 The Town Fund and other initiatives in Cornwall are creating strategies to help our town centres adapt to new uses and functions for town centres that move away from a pure retail model. This has been discussed for a considerable time and highlighted in the Grimsey and Portas Reviews. The resultant Town Centre Renewal Priorities will form material considerations for changes of use and development in towns and policy TC2 has been developed to help lead the development of those strategies. Where a strategy has not yet been developed, the Council will expect proposals to be informed by the criteria in TC2 to assist an understanding of the likely impact of the proposals on the future of the town centre.

## Policy TC2 – Place Shaping Vision and Priorities, including Town and Town Centre Renewal Priorities

The Council supports the development of locally led Place Shaping Visions and Priorities to help manage the transition of town centres to community focused and sustainable spaces. Locally produced town centre strategies will be material to determining planning applications.

Vision and Priorities should take a proactive approach to planning for retailing and related community and cultural facilities and services to:

- 1) support the role of the town centre to secure a sustainable mix of retail, facilities, housing and cultural facilities to create strong, lifetime neighbourhoods;
- 2) provide a decision making framework that helps maintain, manage and enhance the vitality of the town and provide a mix of uses including shopping and facilities which provide local goods and services, especially essential convenience and specialist shopping or valued local community assets, including pubs and social facilities;
- 3) identify areas where it would be appropriate to promote changes of use from retail to other uses and facilities, including the development of high-quality housing for a variety of residents, especially where they are accessible by walking, cycling and public transport and would support the town centre;
- 4) support attractions and uses that bring people into town such as markets including any facilities or changes to road systems and the creation of pedestrian focused spaces necessary to accommodate them and to contribute to the vitality of town centres
- 5) manage and support distinctive clusters of uses to create diversity in town centres and to avoid creating ‘dead areas’ and support:
  - the broader vitality and viability of the centre and add to its quality and diversity of offer;
  - sense of place and local identity;
  - community safety or security;
  - supporting transport through creating opportunities for accessing a number of facilities and services;
  - health and well-being and the social and cultural value of the centre;
  - improved public realm through green infrastructure provision, including street trees, pocket parks and biodiverse public spaces;
  - opportunities for cycling including the provision of well-located suitable, highly accessible and safe and secure bike parking and storage.

### 15.6 Policy TC3 - Diversification of Uses in Town Centres

- 15.6.1 Our town centres are well located and often well served by public transport, creating opportunities for a diverse mix of uses including shared workspace, residential and community uses.
- 15.6.2 Town centres can no longer rely on a retail focus to remain viable. As our town centres have shifted away from large retail chains and a focus on retail there has been a rise of vacant units and persistently vacant units that impact on the diversity and appearance of our town centres. This policy will provide a reinterpretation and replace part of Local Plan Policy 4 to create greater flexibility for non-retail uses in town centres.
- 15.6.3 There are often considerable opportunities to increase density and reuse land and buildings in urban areas. This policy recognises opportunities for intensification of uses including residential at high density and where it is well located.
- 15.6.4 Continued protection of the vitality and viability of the centre requires a diversity of uses and activity from a variety of uses that attract visitors and residents to use them. Decisions need to ensure that a mixture of residential, employment and retail uses help to create active places and support remaining retail, restaurants, cultural and entertainment and other facilities.



## Policy TC3 - Diversification of Uses in Town Centres

- 1) Development and changes of uses in town centres, including primary retail areas, will be approved where they will positively contribute to a mix of uses so that centres become community hubs that people want to visit.
- 2) Proposals for redevelopment or larger scale reuse in town centres will be approved where they will help to provide the following benefits:
  - a) sustain and enhance the vitality and viability of the centre;
  - b) accommodate economic and/or housing growth through intensification of existing buildings and spaces;
  - c) support and enhance the competitiveness, quality and diversity of the town centre offer of retail, leisure, employment, arts and cultural, other consumer services and public services
  - d) are in scale with the centre
  - e) promote access by public transport, walking and cycling
  - f) promote safety, security and lifetime neighbourhoods
  - g) contribute towards an enhanced environment, urban greening, public realm and links to green infrastructure
  - h) reduce delivery, servicing and road user conflict, including the creation of pedestrian dominated areas.
- 3) Splitting of large retail or commercial units that are no longer required or sustainable will be supported where it will create a supply of unit sizes responsive to the local market, support innovation in creating economic resilience and cultural heritage and facilities and maintain or enhance the character and appearance of the host building. The creation of flexible space and mixed uses for meanwhile or collective uses will be encouraged to bring buildings back into use.
- 4) The provision of cultural facilities, community and non-residential institution uses<sup>1</sup> such as clinics, nurseries or schools should be encouraged and located in places that maximise footfall to surrounding town centre uses.
- 5) New housing uses should be provided in redevelopment of buildings or sites at a density that maximises the benefits of being sustainably located whilst ensuring that residential amenity is provided for, ensuring that they do not lead to conflict with existing permitted uses or premises<sup>2</sup> in the area.

## 15.7 Policy TC4 - Density of Development in Towns

- 15.7.1 Increasing the density of development in town centres can help to mitigate the impacts of climate change by locating people closer to facilities, shops and places of work, thereby reducing the need to travel. A number of our town centres contain under used spaces and unused buildings and spaces. The potential for new housing can be realised through conversion of existing buildings and well-designed new mixed-use development which capitalises on the availability of services within walking or cycling distance or those which are accessible by public transport.
- 15.7.2 The redevelopment, change of use and intensification of surplus office or retail space into other uses including housing is already encouraged through a range of existing permitted development rights, but this policy seeks to realise opportunities for conversion, redevelopment and new build accommodation in our towns.

<sup>1</sup> D1 uses

<sup>2</sup> E.g. those in uses formerly covered by A4/A5/D2 use classes

- 15.7.3 Due to their accessibility and range of services, there are opportunities for different types of residential development within town centres. The range of buildings available will create opportunities for larger family homes and apartments as well as dwellings for smaller households, older people's housing, extra care housing and student accommodation, the provision of residential development should be well-balanced in terms of tenure and range of size of unit, high quality and follow the principles set out in the Cornwall Design Guide.
- 15.7.4 Residential development in town centres should not be predicated on a lack of noise from other uses, particularly restaurant and drinking establishments and other forms of entertainment and should make provision for this in their design and layout to prevent conflicts.
- 15.7.5 The desire to increase density in town centres needs to be balanced with retaining important open spaces and green space and drainage within towns, which will become more important with changes to temperatures and increased storm events. Development must be well planned and make provision for green infrastructure and contribute where appropriate to the creation of new spaces or gardens for residents. The green points system will apply to conversions and new build property in towns.

### **Policy TC4 – Density of Development in Town Centres**

New residential development in town centres should make best use of land and buildings, taking into account the availability of services within walking and cycling distance and accessibility by public transport.

Development proposals that provide a well-balanced and diverse range of high-quality housing, providing a range of tenures and sizes. A mix of family homes, smaller households, older people's housing and student accommodation will be encouraged.

Development in town centres should not result in the loss of green space and should create opportunities for enhanced green infrastructure and green spaces in line with the Cornwall Green points calculator. Where appropriate developments should contribute to the planting of street trees and the creation of pocket parks.

### ***Pre-submission Consultation Questions***

- 1. Do Policies TC1 – 4 pick up the right issues for rural areas – is there anything more that you would add?*
- 2. Are the policy approaches that we are suggesting in policies TC1 – 4 about right – is there anything missing?*
- 3. Do you have specific comments to make about the content or intentions of policies TC1 – 4?*

## 16 Sustainable Transport

### 16.1 Introduction

- 16.1.1 The policies for sustainable transport have been drafted to address the climate change impacts of travel and aim to encourage more sustainable transport modes and active travel.
- 16.1.2 Road transport greenhouse gas emissions represent a fifth of total UK emissions, the biggest contributor being private vehicle trips. Only 0.5% of vehicles in the UK at the end of 2018 were ultra-low emission vehicles. Cornwall has continued to see a growth in road trips. Current private vehicle trips and predicted growth represents a significant challenge in meeting national and local carbon reduction targets. It is not expected that mass take-up of low emission vehicles will solve the problem alone, nor will it solve the challenges of capacity, congestion, deteriorating health and well-being and pressure on space. One of the biggest challenges in reducing highway transport emissions is achieving behaviour change, convenience is one of the main drivers of human behaviour. Planning of new developments offers an important opportunity to influence behaviour from day one.
- 16.1.3 The dominance of vehicles on streets is a significant barrier to walking and cycling, they also reduce the appeal of streets as public places. Reduced parking provision can facilitate higher-density development and support the creation of mixed and vibrant places that are designed for people rather than vehicles.
- 16.1.4 New developments provide an opportunity to influence behaviour change and achieve necessary modal shift. To successfully achieve this modal shift new development should:
- Be located in areas that are connected by public transport, walking and cycling links as far as possible,
  - Offer a mix of uses to support internationalisation of trips i.e. live, work, services
  - Provide appropriate densities that reduce distances and promote walking and cycling trips
  - Reflect the hierarchy of uses through the site layout and streetscape as established in national guidance and Cornwall's design guide,
  - Be permeable for pedestrians, cyclists and buses,
  - Provide off-site sustainable links to the surrounding network
  - Limit parking spaces whilst allowing space for car clubs cars
  - Provide electric vehicle charging points, cycle parking and storage
  - If appropriate establish robust Travel Plans.





## 16.2 Policy Context

- 16.2.1 The NPPF states that transport issues should be considered at the earliest stages so that the potential impacts on transport networks can be addressed, opportunities from transport infrastructure and changing transport and usage are realised, opportunities to promote walking, cycling and public transport use are identified and patterns of movement, streets, parking and other transport considerations are integral to the design of schemes and contribute to making high quality places. The NPPF also states that “Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health” although it does recognise that opportunities to maximise sustainable transport solutions will vary between urban and rural areas.
- 16.2.2 UK Transport Investment Strategy aims to create a more reliable, less congested, and better-connected transport network that works for the users who rely on it. This is also reflected in the UK Industrial Strategy. The draft Cornwall & Isles of Scilly Local Industrial strategy notes that “Our people are heavily reliant on car travel and that Improved public transport would improve access to services and jobs for everyone”.
- 16.2.3 The ambition of the Government’s Local Cycling and Walking Investment Strategy and ‘Gear Change’ is to make walking and cycling the natural choices for shorter journeys or as part of longer journeys. Both advocate the development of local walking and cycling infrastructure plans to inform investment. The Council secured technical assistance funding to develop a LCWIP for Truro which is near completion. This will help developers to anticipate planned infrastructure improvements on the wider network and ensure their proposals are complementary. It will also help secure contributions towards delivery. Ideally similar plans need to be developed for all Cornwall’s main towns.

## 16.3 Chain of Conformity

- Community Strategy
  - Support our economy
  - Promote good health and wellbeing for everyone
- Cornwall Local Plan
  - Policy 27 - Transport and accessibility
  - Policy 28 – Infrastructure
- Connecting Cornwall 2030 (the Local Transport Plan).

## *Proposed Policies*

### 16.4 Policy T1 Sustainable Transport

- 16.4.1 Sustainable transport aims to reduce the need to travel by car, encourage a hierarchy of modes (walking, cycling, public transport) but also recognising that due to rurality some form of private vehicle is likely to still be necessary, but the aim is to reduce the number of these trips.
- 16.4.2 To achieve the goal of reducing the need for travel by private vehicle, particularly for shorter journeys, active travel needs to be embedded in design of new places, promoted by parking and design standards.

- 16.4.3 The approach to transport assessments and travel plans is vital in driving change in the way the development plans for travel and change is needed to create less car dependant places. Travel plan guidance and philosophy is being developed with transport colleagues but will be based around physical provision of features necessary to enable a shift to more sustainable transport modes.
- 16.4.4 The draft policy reflects the Government's recent consultation of 1 charging point per 10 spaces reflect the Government's recent consultation on changes to building regulations (Jul 2019). For existing non-residential the Government is considering requiring at least one charging point for car parks with more than 20 spaces. Cabling requirements for all spaces is above and beyond the Government's consultation on changes to building regulations. That consultation proposes cabling in one in five spaces.

## **Policy T1 – Sustainable Transport**

New development should be designed and located in order to minimise the need to travel and support a modal hierarchy which prioritises walking, then cycling, then public transport, then car clubs, electric vehicles and lastly private fossil-fuelled vehicles.

Development should be designed to:

- 1) Facilitate integration between different modes of travel, especially walking, cycling and public transport. Every opportunity should be taken to connect to, and benefit from, existing walking and cycling networks and to maximise permeability for these modes within and outside of sites;
- 2) Integrate with the existing settlement through inclusive, active travel networks ensuring easy and sustainable connections to community facilities and infrastructure and enabling connections to potential future travel modes;
- 3) Provide conveniently located and secure cycle parking, including private home provision throughout the development, including close to the development access points, and benefiting from natural surveillance;
- 4) Provide an appropriate level of safe, secure, accessible and usable parking provision having regard to policy T2 and reflecting principles set out in Cornwall Design Guide and the level of accessibility by walking, cycling and public transport.
- 5) Deliver more sustainable streets including by;
  - Making it easier and more attractive to walk, cycle and considering access only streets to create green networks;
  - Enabling greater use of public transport;
  - Making streets accessible for users with disabilities;
  - Providing varied spaces for people to meet and rest, and for children to play, enabling greater social interaction;
  - Incorporating high levels of green and blue infrastructure.
- 6) Support opportunities for the use of electric vehicles (including electric bikes) by providing electric vehicle charging points with regard to the requirements of Policy T2
- 7) Within town centres new development should be within a reasonable distance of existing and planned public transport routes. Substantial weight will be given to car-free and low car use residential schemes, including ultra-low emission cars and car club provision.

All developments that generate significant amounts of transport movement should be supported by a Transport Statement or Transport Assessment, that gives details of proposed measures to improve access by public transport, walking, cycling, to reduce the need for parking associated with the proposal, and to mitigate transport impacts in line with guidance set out in the National Planning Policy Framework and reflected in a Travel Plan where one is required.

## 16.5 Policy T2 - Parking

- 16.5.1 Local authorities can set local parking standards, the NPPF says that policies should take into account the accessibility of the development, the type, mix and use of development, the availability of public transport, local car ownership levels and the need to ensure an adequate provision of spaces for charging electric vehicles.
- 16.5.2 Parking is important to the social and economic infrastructure of Cornwall. Well planned parking should deliver the right number of spaces in the right places. In order to anticipate cycle and car parking demand and achieve the right parking solutions it is important to understand the nature of surrounding uses, opportunities for active travel, public transport connections and frequency and local car ownership trends. The Council is committed to improving sustainable transport options, but recognises that car travel will remain a significant mode of travel for the foreseeable future. As such getting the level of car parking right is particularly important. Over-provision of car parking should be avoided as it can lead to unattractive streets, smaller gardens, less green infrastructure, unsustainable transport habits and unhealthy lifestyles. Car parking should not dominate layouts and it should be well integrated within developments, recognising that people may still need a car for some journeys, but that many can be achieved without a car. Parking should generally be located in purposely designed on-street spaces and off-plot. Innovative parking solutions including well designed and secure clustering of spaces will be supported where it enables the creation of car-free environments. Developments without car parking are also encouraged where they are carefully planned and there is good access to alternative facilities and travel options. Potential future reductions in demand for parking as a result of developign sustainable transport modes mean that spaces may need to be repurposed and the layout chosen for development must anticipate and allow for alternative uses of these spaces.
- 16.5.3 Electric charging points for cars and provisions for other low emission vehicles are encouraged to aid a transition to ultra-low emission vehicles. Where they are not initially provided, car parking spaces and roads should be designed with ducting and facilities to be able to offer electric charging in the future.
- 16.5.4 In order to support a shift towards more active travel such as cycling, cycle parking needs to be introduced in the same manner as car parking, if there isn't somewhere secure and safe for people to leave their bikes at the end of a journey they will be unlikely to make that journey by bike.
- 16.5.5 The Cornwall Design Guide<sup>3</sup> sets out further detail on the Council's expectation for parking provision, layout and design.
- 16.5.6 Neighbourhood Development Plans will be expected to follow the guidance set out in this DPD, the Council's Parking Standards Guidance and the Cornwall Design Guide when considering policies regarding the provision of parking in the neighbourhood plan area.

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3 <https://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/planning-policy-guidance/cornwall-design-guide/>



## Policy T2 Parking

Development proposals will be expected to meet the following parking requirements:

- 1) The following of the travel hierarchy prioritising parking and storage for non-vehicular modes in terms of proximity to dwellings, followed by car club spaces, electric vehicle charging spaces and finally parking for other vehicles; and
- 2) Proposals should meet the Council's parking standards, including the provision of dedicated cycling facilities, as set out in the Parking Standards Guidance, taking into account opportunities for reducing the need to travel, creating opportunities and incentives for active travel and the local context; and
- 3) Provide accessible, secure, and convenient cycle parking for all users, located in prominent locations; and
- 4) Parking provision for vehicles and bicycles should incorporate integrated green infrastructure, street trees and sustainable drainage in line with the Cornwall Design Guide; and
- 5) Cars should be accommodated in, but not dominate layouts. Car parking areas should predominately be provided off-plot in specifically designed on-street parking bays or other purposely designed spaces that are well designed in terms of safety, supervision, circulation, appearance and assist access by pedestrians and cyclists. Layouts should not increase pressure for parking for off-site parking and should contribute to on-street parking controls where necessary; and
- 6) Provide electric vehicle charging points in line with the following as a minimum:
  - New residential building where there is associated car parking provision (including buildings undergoing a material change of use to create a dwelling(s)) will provide the opportunity for electric vehicle charging in communal spaces; or
  - New non-residential development with 10 car parking bays or more, will provide at least one charging point per 10 spaces and the infrastructure to enable future installation of charging points in every parking bay, consideration should be given to grouping parking bays to optimise provision of charging infrastructure.

## 16.6 Policy T3 - Safeguarding of Strategic Transport Infrastructure

- 16.6.1 This policy is designed to ensure safeguarding of the land requirements for an expanded public transport system or car free travel, including cycling and walking routes and the creation of green networks. This safeguarding will include former rail lines which have the potential to contribute to a travel network.

### Policy T3 - Safeguarding of transport infrastructure sites and routes

The Policies map shows former railway track beds and other railway land that should be protected from development that would be prejudicial to the re-use of railway, creation of new travel or distribution networks or the creation of sustainable transport links and facilities.

Where a disused railway line passes through a development site and has the potential for rail reuse or to form part of Cornwall's walking and cycling green network (or does so at present), developers will be required to incorporate/deliver the rail/pedestrian/cycle route as part of their application or provide an acceptable alternative that delivers at least equivalent transport and green network benefits.

### ***Pre-submission Consultation Questions***

- 1. Do Policies T1 - 3 pick up the right issues for rural areas – is there anything more that you would add?*
- 2. Are the policy approaches that we are suggesting in policies T1 - 3 about right – is there anything missing?*
- 3. Do you have specific comments to make about the content or intentions of policies T1-3?*
- 4. Should we develop a policy to encourage the provision of new distribution facilities at key locations where it can be shown that these would help to consolidate freight journeys, particularly those related to home deliveries of food or goods?*
- 5. Should this specify certain typical locations or specific locations at key transport nodes or interchanges?*

## 17 Renewables (including geothermal & mine water)

### 17.1 Introduction

- 17.1.1 Cornwall benefits from a significant range of renewable energy resources, including onshore wind, solar, deep geothermal, biomass and marine energy potential.
- 17.1.2 Cornwall is not starting from scratch on its journey towards becoming net carbon neutral or on adapting to climate change impacts. There has been a transformation of our energy sector that now provides around 37% of our electricity from renewables, significantly higher than the national average of 33% in 2018, and up from around 6% in 2009. By making it possible to store more of the renewable energy that we generate, we can help to make sure we can use it in Cornwall, at times when it's needed the most.

### 17.2 Policy Context

- 17.2.1 The National Planning Policy Framework specifically relating to renewable and low carbon energy is set out in paragraphs 151 to 154 of the National Planning Policy Framework (NPPF) (2019). The NPPF states that plans should have a positive strategy to promote energy from renewable and low carbon sources that maximises the potential for suitable development, while ensuring that adverse impacts are addressed satisfactorily (including cumulative landscape and visual impacts); Consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure their development; and support community-led initiatives for renewable and low carbon energy, including developments outside such areas being taken forward through neighbourhood planning in addition, Paragraph 154 of the NPPF sets out that when determining planning applications, local authorities should not require applicants to demonstrate the overall need for renewable or low carbon energy and also recognise that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions (Paragraph 154 a); and approve the application if the impacts are (or can be made) acceptable (Paragraph 154 b). Paragraph 154 b is, however, caveated with Footnote 49, which states: "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 Paragraph 154 and Footnote 49 essentially incorporate the provisions of the Written Ministerial Statement (WMS) relating to planning for wind turbine development that was issued by the Secretary of State for Communities and Local Government on 18





June 2015 into national planning policy contained in the NPPF. This WMS stated that local planning authorities should only grant planning permission for proposals for wind energy development if the development site is in an area identified as suitable for wind energy development. It went on to note that these areas need to be identified clearly in a Local or Neighbourhood Plan. The implications of the NPPF appear to be that the repowering of existing wind energy developments is acceptable in principle subject to the planning impacts being acceptable taking into account all relevant material considerations. However, in order to permit new wind energy development not constituting repowering, it needs to be, in the first instance, located within an area identified as suitable for wind energy development in the development plan (i.e. local plans and/or neighbourhood plans).

### 17.3 Chain of Conformity

- Future Cornwall
  - support the economy
  - enable self-sufficient and resilient communities
  - promote good health and wellbeing for everyone
  - to make the most of our environment
- Cornwall Local Plan
  - Policy 14 - Renewable and low carbon energy
  - Policy 15 - Safeguarding renewable energy

17.3.1 It is anticipated that on formal adoption of the DPD, the following renewable energy policies will replace Policies 14 and 15 of the Cornwall Local Plan: Strategic Policies

### *Proposed Policies*

#### 17.4 Policy RE1 - Renewable Energy principles

- 17.4.1 This policy sets out the main principles with regard to renewable energy to ensure that its significant renewable energy resource is maximised, while ensuring that any adverse impacts are addressed satisfactorily.
- 17.4.2 Additional guidance on renewable energy will be produced alongside this document setting out in more detail planning considerations for renewable energy. It is anticipated that it will contain additional guidance on community benefits; community-led energy; on community support requirements.
- 17.4.3 It will include guidance on considerations for the various renewable energy technologies including energy storage. It is anticipated that this guidance will be consulted on at the same time as a future consultation on the DPD.

## **Policy RE1 - Renewable Energy principles**

Proposals for renewable and low carbon energy-generating and distribution networks, considered in the context of sustainable development and climate change, will be supported where:

- 1) they contribute to national targets, taking account of the wider environmental, social and economic benefits of renewable energy gain and its contribution toward energy supply; and
- 2) It will not result in adverse impacts on the local environment that cannot be satisfactorily mitigated, including cumulative landscape and visual impacts, and the special qualities of all nationally important landscapes, heritage assets including their setting which must be conserved or enhanced; and
- 3) The use allows for the continuation of some form of agricultural or biodiversity use, proportionate to the scale of the proposal; and
- 4) It provides for a community benefit in terms of profit sharing or proportion of community ownership; and
- 5) For community-led proposals there is evidence of community consensus in support of the proposal; and
- 6) There are appropriate plans and a mechanism in place for the removal of the technology on cessation of generation, and restoration of the site to an acceptable alternative use;

All major development proposals should seek to integrate low carbon energy and decentralised energy networks into the proposal. Proposals for development of more than 100 dwellings or non-residential development of over 1,000sq.m will be expected to consider the integration of community energy networks in the development, taking into account the site's characteristics and the existing cooling, heat and power demands on adjacent sites.

Proposals for mechanical and battery storage will be supported. Particular support will be given to renewable energy proposals which provide power direct to an end user (rather than export to the grid).

## 17.5 Policy RE2 Safeguarding Strategic Renewable Energy Sites

- 17.5.1 The below policy seeks to ensure that existing renewable energy facilities as well as areas identified with the DPD as being suitable for large scale strategic renewable energy installations are not sterilised by other forms of development. It aims to minimise the impact of renewable energy by maximising its efficiency.
- 17.5.2 This means that the Council will encourage renewable energy installations which make the optimum use of the available resource in a given location where it is acceptable to do so.

### **Policy RE2 - Safeguarding Strategic Renewable Energy Sites**

Planning permission for non-renewable energy proposals within areas identified on the Policy Map as being potentially suitable for renewable energy will only be granted where it can be demonstrated that the proposal would:

- 1) Not introduce adverse impacts within close proximity or interfere with the operation of any installed or planned renewable energy installation; or
- 2) is a temporary use that will be re-located or removed prior to the renewable energy proposal commencing; and
- 3) Support energy needs for a specified and limited temporary period of time until it can be replaced by renewable energy and will be limited to as low carbon as possible.

## 17.6 Policy RE3 - Wind energy

- 17.6.1 The UK's first commercial wind farm was built in Cornwall in 1991 near Delabole. Since then, onshore wind energy has established itself as a mature, clean and productive technology that has the ability to contribute towards Cornwall's commitment to becoming carbon neutral.
- 17.6.2 The NPPF requires that all proposed wind energy development involving one or more turbines should not be considered acceptable unless they are in an area identified as suitable for wind energy development in the development plan.
- 17.6.3 The DPD does not currently set out allocations or suitable areas for wind energy. These allocations and suitable areas will form part of a future consultation on the DPD.



## Policy RE3 - Wind energy

Proposals for wind energy development will be permitted where they:

- 1) Are located in a 'suitable area' identified on the Policies Map or are for the repowering of an existing wind turbine/farm; and
- 2) Demonstrate that, following consultation, the planning impacts identified by the affected local community have been fully addressed by the proposal; and
- 3) Demonstrate that impacts as a result of size (height) and scale (number of turbines) and any enabling development such as vehicle access, storage technology etc on the character of the area, are or can be made acceptable with specific reference to the following considerations:
  - Impacts on the natural environment, including biodiversity and landscape character including any cumulative impact of these proposals;
  - are compatible with the Outstanding Universal Value of the Cornwall and West Devon Mining Landscape World Heritage Site;
  - impacts on built and historic assets;
  - the creation of 10% biodiversity net gain;
  - neighbouring land uses and development including adverse impacts on amenity by virtue of noise, visual intrusion and shadow flicker, including cumulative impacts; and
  - cumulative impacts on air traffic safety, radar, reflected light, telecommunications or any such impacts have been adequately mitigated.

*Note: we are developing an approach to securing community benefit from renewable schemes and this will be incorporated into this policy.*

## 17.7 Policy RE4 - Solar Energy Installations

17.7.1 Cornwall benefits from the best solar resource in the UK. Solar energy provides a significant proportion of the renewable electricity in Cornwall with 588 mw installed capacity. This is 76% of all the renewable energy capacity in Cornwall.

### Policy RE4 - Solar Energy Installations

Proposals for solar arrays that are focused on previously developed land or the repowering of existing solar farms will be supported.

Proposals for solar panel development, including both building mounted and standalone ground mounted installations will be supported where it is demonstrated that:

- 1) heritage assets will be conserved, in a manner appropriate to their significance, including views important to their setting.
- 2) impact on visual amenity and neighbouring uses is minimised, including cumulative impact;
- 3) there will be no adverse impact on aircraft safety;
- 4) there will be no unacceptable impacts on biodiversity and landscape including cumulative impact
- 5) the design provides a method to remove the structure and sets out a commitment restore the site.

## 17.8 Policy RE5 - Geothermal/Mine Water

- 17.8.1 Deep geothermal energy comes from a combination of heat from the Earth's core and thermal conductivity of rocks which heat groundwater that can be extracted for use in district heating schemes or for industry. Parts of the UK have hotter rocks due to properties of granite bedrock, the geothermal gradient in Cornwall is significantly higher than the UK average and there is significant potential for engineered geothermal systems (where water is injected into fractures in the granite and the hot water used to generate energy)
- 17.8.2 Cornwall was the location for Europe's first deep geothermal research and development facility, the Hot Dry Rocks (HDR) project, which took place at Rosemanowes Quarry, near Penryn, between 1976 and 1991. It has been estimated that geothermal power in Cornwall could generate up to 4GW of electricity. A Deep Geothermal project is currently under construction at United Downs as well as a planned facility at the Eden Project.
- 17.8.3 Mine water systems make use of the enhanced permeability in previously mined areas where rock and minerals were removed, creating artificial void space. Collapsed shafts, lodes and fractures provide storage and pathways for the flow of underground water. The heat contained within these waters can be extracted using ground source heat pumps to be used in district heating schemes

### **Policy RE5 - Geothermal/Mine Water**

The adoption of technologies to generate locally sourced energy, such as deep geothermal and mine water energy will be supported as part of the transition to a low carbon economy. Proposals should demonstrate:

- 1) Appropriate siting;
- 2) There will be no unacceptable impact on biodiversity and landscape;
- 3) Any heritage or historic landscape issues are addressed;
- 4) Impact on visual amenity is minimised;
- 5) Community engagement has been undertaken and the proposal takes into account any issues raised.

## 17.9 Policy RE6 - Community Led Energy Proposals

- 17.9.1 There is the potential to develop a local energy economy in Cornwall which can deliver significant long-term benefits to the community, including reduced energy bills, increased energy sustainability and security, and a shift of ownership to local people.
- 17.9.2 The Council believes that this model of renewable energy deployment should receive particular support when considering the merits of renewable energy development at the planning decision stage.
- 17.9.3 It is anticipated that additional guidance on community-led energy schemes and community benefits will be provided and form part of a future consultation alongside the DPD.

### **Policy RE6 - Community Led Energy Proposals**

Community-led low carbon or renewable energy proposals will be supported where:

- 1) The impacts arising from the proposal are acceptable or can be made acceptable; and
- 2) They are community led and there is evidence of community consensus in support of the proposal and/or proposals are brought forward as part of the neighbourhood planning process; and
- 3) The proposal delivers local social and community benefits; and
- 4) There are administrative and financial structures in place to deliver/manage the project and any income from it.

### ***Pre-submission Consultation Questions***

- 1. Do Policies RE1 – 6 pick up the right issues for renewables – are there anymore that you would add?*
- 2. Are the policy approaches that we are suggesting in policies RE1 – 6 about right – is there anything missing?*
- 3. Do you have specific comments to make about the content or intentions of policies RE1 – 6?*
- 4. Do you have an alternative approach to Policies RE1 - 6 that you think the council should consider?*
- 5. Is there anything that we could do to further promote or enable community led energy proposals?*
- 6. Policy RE1 requires community benefit from renewables installations – do you have any opinion on the form that this should take?*

## 18 Energy and Sustainable Construction

### 18.1 Introduction

#### 18.1.1 Carbon Reduction and the Energy Hierarchy

18.1.2 In order to make progress towards our target of being carbon neutral by 2030, it is essential that new development minimises carbon emissions<sup>4</sup>. Through the draft Climate Emergency DPD, we are proposing a requirement that developments follow the energy hierarchy; that is to prioritise energy reduction and energy efficiency first, before looking at renewables and offsetting residual carbon.

18.1.3 In Cornwall, fuel poverty affects 13% of all households which is approaching 33,000 homes (BEIS, 2019<sup>5</sup>). This is above the England average of 11%. Improving fabric standards and energy efficiency and minimizing future space heating requirements is not only the most sustainable approach, but is also a crucial element of addressing fuel poverty improving social equity.

#### 18.1.4 Offsetting

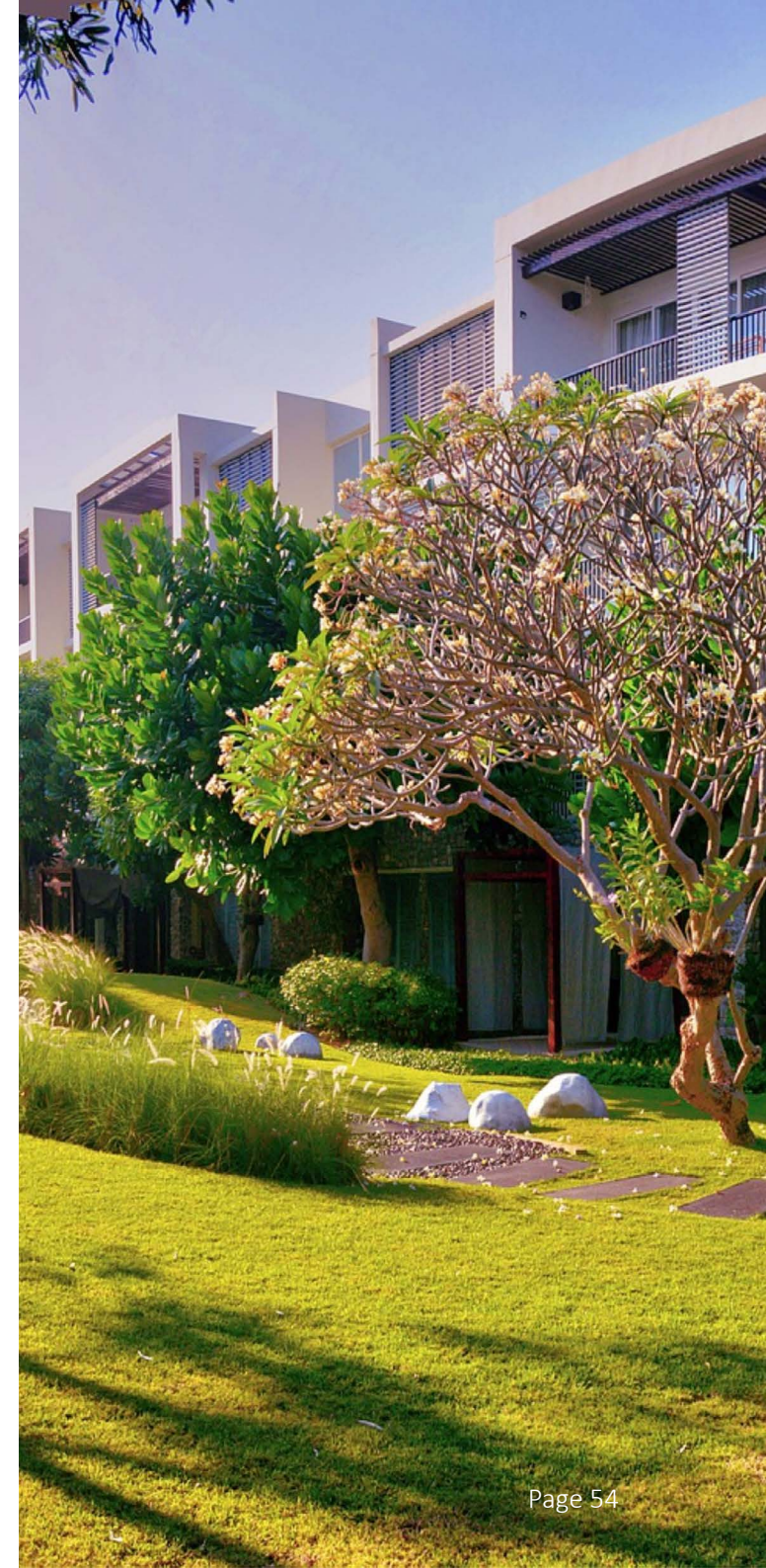
18.1.5 In the short term it will be challenging and expensive to achieve zero carbon buildings across the board. It is likely that carbon offsetting will need to play a role to help us reach our ambitious target. Carbon offset contributions can then be used to fund improvements to the insulation of older houses and buildings, support local low carbon and renewable energy projects or rewilding and afforestation.

#### 18.1.6 Sustainable Construction

18.1.7 Sustainable construction is important to our approach to climate change, but also has many other environmental, social and economic benefits. We should be achieving the highest standards of sustainable design and construction in Cornwall to improve the environmental performance of new developments, minimising contribution to climate change and adapting to the effects of climate change over their lifetime.

<sup>4</sup> The proposed changes to Building Regulations and the new Future Homes Standard also included reducing the ability of Local Authorities to set their own energy efficiency targets. At the time of writing, the outcome of this consultation is unknown. The outcome will have a significant impact on what Cornwall Council are able to achieve through the Climate Emergency DPD and on our ability to meet the ambitious net zero target by 2030.

<sup>5</sup> Department for Business Energy and Industrial Strategy (2019): Sub Regional Fuel Poverty Data <https://www.gov.uk/government/statistics/sub-regional-fuel-poverty-data-2019>





18.1.8 Sustainable Construction means taking a 'life cycle' approach to development. This encompasses location, design, materials, construction management, the life and long-term stewardship of developments.

## 18.2 Policy Context

- 18.2.1 National planning policy specifically relating to energy efficiency and building standards and renewable energy is set out in Section 14 'meeting the challenges of climate change, flooding and coastal change' paragraphs 148 to 153 of the NPPF.
- 18.2.2 The Climate Change Act commits the UK government to reducing greenhouse gas emissions by at least 100% of 1990 levels (net zero) by 2050. The Government expects each local authority to contribute to meeting the targets and reducing overall demand for energy. In January 2019, Cornwall Council declared a 'climate emergency' in recognition of the need to take urgent action.
- 18.2.3 Planning plays an important role in minimising our contribution to/increasing resilience to the effects of climate change. It can provide a positive and encouraging framework for change and can resist harmful development.
- 18.2.4 Ensuring the highest possible standard of energy and thermal efficiency from new buildings is a key element of reducing the carbon footprint of Cornwall, but local plan policy does not currently require standards higher than those of current building regulations.
- 18.2.5 Increasing numbers of Local Authorities around the UK are developing more ambitious energy policies. However, a recent government consultation on the implementation of the Future Homes Standard and uplift to Building Regulations proposed to restrict Local Authorities from setting their own standards.
- 18.2.6 The outcome of this consultation will be critical to what can be achieved in terms of energy efficiency requirements through the DPD. However, we are proceeding with developing our more ambitious energy efficiency policies and requirements that address the carbon gap between Building Regulations and carbon neutral for buildings until the national picture is clear.

## 18.3 Chain of Conformity

- Future Cornwall
  - enable self-sufficient and resilient communities
  - promote good health and wellbeing for everyone
  - To make the most of our environment.
- Cornwall Local Plan
  - Policy 1 - Presumption in Favour of Sustainable Development
  - Policy 12 - Design
  - Policy 13 - Development Standards
  - Policy 16 - Health and wellbeing
- Cornwall Design Guide

## ***Proposed Policies***

### **18.4 Policy SC1 - Energy and Sustainable Construction**

- 18.4.1 In order to make progress towards our target of being carbon neutral by 2030, it is essential that new development minimises carbon emissions by adopting the energy hierarchy<sup>6</sup>.
- 18.4.2 Measures are also needed to address emissions from existing buildings. In a residential property this means insulating every available loft and cavity walled building, along with the majority of solid walled buildings. Much of this falls outside the remit of planning, however, there are opportunities where applications are made for change of use, conversions, reversions and extensions. The Council supports increases in domestic renewable energy generation.
- 18.4.3 Often, there can be conflicts between energy efficiency/renewable technology and preserving our historic environment/heritage. Therefore, where improvements relate to historic buildings, we want to encourage applicants to refer to Cornwall Council's '[Improving Energy Efficiency in Historic Cornish Buildings](#)' guidance (or any subsequent revision) which has been devised to demonstrate sensitive ways to make historic buildings more energy efficient.
- 18.4.4 There is more to this policy than the energy performance of buildings and we want to ensure that developments follow the principles of sustainable construction. It is essential to think of the lifecycle of a development and how adaptable it can be to environmental and socio-economic changes. The policy also provides a link to the priorities and design outcomes in the Cornwall Design Guide.
- 18.4.5 In summary, the intention of this policy is to:
- improve the energy efficiency of development;
  - increase the installation of renewable energy on residential and non-residential development;
  - reduce carbon emissions from residential and non-residential buildings;
  - introduce a structured approach to offsetting residual emissions;
  - increase the resilience and sustainability of development in Cornwall.

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<sup>6</sup> The proposed changes to Building Regulations and the new Future Homes Standard also included reducing the ability of Local Authorities to set their own energy efficiency targets. At the time of writing, the outcome of this consultation is unknown. The outcome will have a significant impact on what Cornwall Council are able to achieve through the Climate Emergency DPD and on our ability to meet the ambitious net zero target by 2030.

## **Policy SC1 – Energy and Sustainable Construction**

### **1 Energy - New Development**

All proposals should embed the Energy Hierarchy within the design of buildings by prioritising fabric first, orientation and landscaping in order to minimise energy demand for heating, lighting and cooling. Proposals should also consider opportunities to provide energy storage where feasible.

Development proposals for 10 or more dwellings and non-residential development with a floor space of 1,000 m<sup>2</sup> or more will be required to submit an Energy Statement that demonstrates how the proposal will:

- 1) Achieve a 19% carbon reduction improvement upon the requirements within Building Regulations Approved Document Part L (or achieve any higher standard than this that is required under new national planning policy or Building Regulations) based on energy efficiency measures;<sup>7</sup> and
- 2) Provide on-site renewable energy generation, or connection to a renewable or low carbon community energy scheme, that contributes to at least a further 20% reduction in the residual carbon emissions subsequent to 1) above; and
- 3) Provide onsite natural carbon offsetting/make financial contributions to Cornwall Council's carbon offset fund in line with Policy SC2 to enable all residual carbon emissions subsequent to 1) and 2) above to be offset by other local initiatives.

Developments will be required to connect to existing district energy networks in the locality or, where there is a future network planned, to be designed to be capable of connection to that network. Where appropriate, proportionate contributions will be sought to enable a network to be established or completed.

### **2 Energy - Existing Buildings**

Significant weight will be given to the benefits of development resulting in considerable improvements to the energy efficiency and reduction in carbon emissions in existing buildings. Proposals that help to increase resilience to climate change and secure a sustainable future for historic buildings and designated and non-designated heritage assets will be supported where they conserve and where appropriate, enhance the design, character, appearance and historical significance of the building.

### **3 Domestic renewables**

The Council will support domestic renewables such as solar panels where they require planning permission. Proposals should seek to minimise visual impact and not impact upon the appearance of the property when viewed from the public realm. Where fixed to a listed building proposals must ensure that: technology will not cause harm to the appearance and special historic character of the building; require minimal intervention with the fabric of the building; and shall be easily reversible.

### **4 Water**

All dwellings (including conversions, reversions, change of use and extensions) must achieve an estimated water consumption of no more than 110 litres/person/day through the incorporation of water saving measures and should incorporate water reuse and recycling and rainwater harvesting wherever feasible.

<sup>7</sup> This element of the policy will depend on the outcome of the national consultation on Building Regs and the Future Homes Standard, which proposed that local authorities be prevented from setting local standards for energy efficiency. In the event of a restriction on Local Authorities requiring stricter standards than Building Regulations, alternative text for part i would be required.

## 5 Materials and Waste

All development proposals should minimise use of materials and creation of waste through:

- 1) Prioritising the use of previously developed land and buildings where possible, whilst maintaining and enhancing local character and distinctiveness;
- 2) Reuse and recycling of materials that arise through demolition and refurbishment, including the reuse of excavated soil and hardcore within the site;
- 3) Prioritise the use of locally sourced, sustainable materials and construction techniques that have smaller ecological and carbon footprints;
- 4) Using locally distinctive, resilient, low maintenance materials that are appropriate for Cornwall's damp maritime climate (for example locally won materials such as slate and granite) as described in the Cornwall Design Guide;
- 5) Considering the lifecycle of the development and surrounding area, including how they can be adapted to meet changing community needs and how materials can be recycled at the end of their lifetime; and
- 6) Providing adequate space to enable and encourage greater levels of recycling across residential and non-residential developments. Space requirements for residential developments should follow those outlined in the Cornwall Design Guide.

### 18.5 Policy SC2 – Protecting Natural Carbon Storage

18.5.1 This policy is being developed to prevent the loss of carbon storage<sup>8</sup> in the natural environment. It would be implemented through a simple calculation, an example of which can be seen here: <http://publications.naturalengland.org.uk/publication/1412347>. CO2 costs would be based on standard carbon trading units and could be part of ecological assessment or Biodiversity Net Gain.

18.5.2 The intention of this policy is to:

- prevent the loss of carbon storage in the natural environment resulting from development
- To provide a structured approach to carbon offsetting

#### Policy SC2 - Protecting Natural Carbon Storage

All major development proposals shall include a Carbon Storage Calculation showing the difference between the carbon storage capacities of the pre and post development habitat on the site. Any loss of carbon storage shall be compensated for with a carbon offsetting contribution towards natural climate schemes within the Local Nature Recovery Network or through a suitable carbon reduction technology.

### 18.5.3 Combine Carbon Storage with Biodiversity Net Gain – Alternative Approach

18.5.4 One alternative being considered is whether the carbon storage calculation (Policy SC2) should be amalgamated with the Biodiversity Net Gain policy. They are different things but are intrinsically linked. This is something we will continue to explore as the DPD is developed.

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8 Also referred to as carbon sequestration



### ***Pre-submission Consultation Questions***

- 1. Do Policies SC1 and 2 pick up the right issues for sustainable construction – are there anymore that you would add?*
- 2. Are the policy approaches that we are suggesting in policies SC1 and 2 about right – is there anything missing?*
- 3. Do you have specific comments to make about the content or intentions of policies SC1 and 2?*
- 4. Do you have an alternative approach to Policies SC1 and 2 that you think the council should consider?*
- 5. Do you think that a Sustainable Development Checklist covering categories including energy, water, materials and waste, resilience, health and wellbeing with different requirements for different sizes of development proposal should be introduced?*
- 6. Should development proposals be required to conform with an external standard such as BREEAM or a bespoke requirement made up of elements of the former Code for Sustainable Homes?*

## 19 Coastal Change and Flooding

### 19.1 Introduction

19.1.1 Cornwall is distinctive with a coastline of around 700km long. Many of the existing settlements in Cornwall are coastal communities, some of which will be the focus for growth. It is important that coastal erosion and coastal change issues are taken into account in determining the appropriateness of such development. Evolution of the shoreline represents a threat to some coastal communities. Rates of erosion and incidents of flooding are expected to increase throughout this century because of the increasing frequency and magnitude of storms and rising sea levels as a result of global warming. Coastal change is different to flooding- flooding occurs periodically, whereas coastal change will lead to permanent changes to the position and form of Cornwall's coastline. The planning process seeks to ensure that development in areas subject to coastal change will be sustainable and safe. It must also ensure that development does not increase third party risks by impacting on the coastal processes.

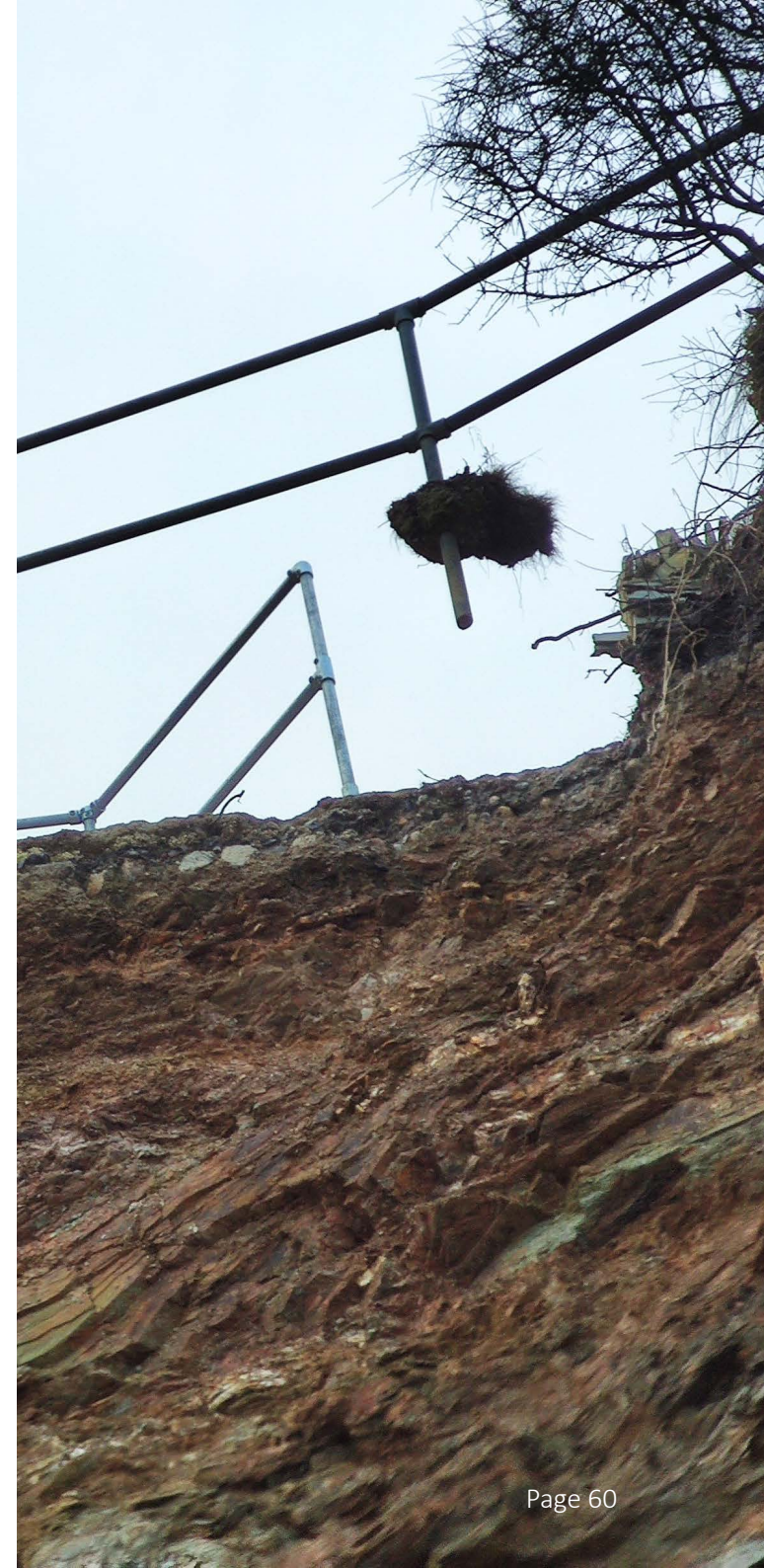
19.1.2 These policies have been developed to support:

- Vulnerability and candidate Coastal Change Management Areas
- Flood risk requirements, natural flood solutions and sustainable drainage design

### 19.2 Policy Context

19.2.1 Planning Policy Framework - Meeting the challenge of climate change, flooding and coastal change (paragraphs 166-168 Planning and flood risk) sets out the national planning policy with regard to flood risk. There is a greater emphasis on river catchment areas and basin management plans in the new NPPF (para 170 & 171). This reflects the increasing acceptance of the importance of managing flood risk at the catchment level. New to the NPPF is the following paragraph (165); Major developments should only be allowed in areas of flood risk where it can be demonstrated that it incorporates sustainable drainage systems, unless there is clear evidence that it is inappropriate.

19.2.2 The Cornwall Local Plan Policy 26 sets out the Local policy in relation to flood risk and coastal change. The policy states that development should take account of and be consistent with any adopted strategic and local flood and coastal management strategies including the Shoreline Management Plan and Catchment Flood Management Plans for Cornwall and the South West River Basin Plan. This requires that development is sited, designed of a type and where necessary relocated in a manner that: Increases flood resilience of the area, taking account of the area's vulnerability to the impacts of climate change and coastal change and the need to avoid areas of flood risk, in the first instance,



taking into account the vulnerability of the use proposed. Minimises or reduces and where possible eliminates flood risk on site and in the area. Enables or replicates natural ground and surface water flows and decreases surface water runoff. The safeguarding of land to be functional flood storage, to make space for water at times of flood. Where applicable, supports community-led local solutions to managing flood risk and coastal change. Does not create avoidable future liability for maintenance for public bodies and communities. Development proposals of 10 dwellings or more or over 0.5ha should provide a long-term water management plan.

19.2.3 The current approach to determination of applications, the application of the Coastal Vulnerability Zone and CCMA is set out in Chief Officer Guidance for Cornwall but would be usefully incorporated into policy to provide greater certainty of application. The policy sets out that Coastal Change Management Areas should be designated through Neighbourhood Development Plans. Where neighbourhood development plans have designated Coastal Change Management Areas and other coastal flooding policy, the Climate Emergency DPD will need to ensure that any policies developed are consistent with these areas. A review of Neighbourhood Development Plans that have adopted or are considering Coastal Change and Flooding Policy has been produced.

### 19.3 Chain of Conformity

- Future Cornwall:
  - support the economy
  - enable self-sufficient and resilient communities
  - promote good health and wellbeing for everyone
  - to make the most of our environment.
- Cornwall Local Plan
  - Policy 26 - Flood risk management and coastal change
- Cornwall Design Guide

## *Proposed Policies*

### 19.4 Policy CC1 - Coastal Vulnerability Zone

- 19.4.1 Predicting rates of future coastal erosion is particularly difficult. Erosion is rarely slow and constant but occurs episodically. Despite the uncertainty in predicting future erosion rates it is necessary to define a potential coastal erosion zone to identify planning proposals that might be vulnerable to coastal erosion.
- 19.4.2 A Cornwall Coastal Vulnerability Zone is designated around the whole of the Cornish coast and is based on the NCERM (National Coastal Erosion Risk Mapping) prediction assuming Shoreline Management Plan policies are followed with a 5% probability. The zone is set out within the policies map.
- 19.4.3 Dunes are dynamic systems, subject to constant change and are particularly vulnerable. Permanent and fixed structures in these areas should be avoided, unless it can be demonstrated that the impacts would not impair the natural environment to adapt sustainably to the impacts of a changing climate.

## Policy CC1 - Coastal Vulnerability Zone

The Coastal Vulnerability Zone is defined on the policies map.

- 1) New development including replacement buildings (unless classified as exempt) within the Coastal Vulnerability Zone will only be permitted where it can be demonstrated through a Coastal Vulnerability Assessment that it:
  - a) Is consistent with policy statements for the local policy unit in the current Shoreline Management Plan; and
  - b) would not impair the ability of communities and the natural environment to adapt sustainably to the impacts of coastal change; and
  - c) will be safe through its planned lifetime, without increasing risk to life or property; or
  - d) is a garden or other open area; and
  - e) where applicable, makes provision for coastal access and the South West Coast path to be moved inland; and
  - f) would not affect the natural balance and stability of the coastline or exacerbate the rate of shoreline change to the extent that changes to the coastline are increased nearby or elsewhere.

Exceptions will only be granted where it can be demonstrated that a time limited permission would be consistent with the above criteria.

- 2) Private sea defences or cliff stabilisation works will only be permitted where it can be demonstrated that the works would accord with wider coastal management objectives and are:
  - a) consistent with the Shoreline Management Plan; and
  - b) required for public health and safety purposes.
- 3) Soakaways and other infiltration based sustainable systems within 5 metres of the Cornwall Coastal Vulnerability Map (CCVM) zone or discharge of surface water over or down the face of a cliff will not be permitted unless demonstrated through a Coastal Vulnerability Assessment that the proposed drainage method would not adversely affect coastal stability.



## 19.5 Policy CC2 - Coastal Change Management Areas

- 19.5.1 The purpose of Coastal Change Management Areas (CCMAs) is to highlight issues of coastal change and allow them to be planned for. They are identified in the Shoreline Management Plan with an expectation that as risks emerge and planning for change is needed that they will be designated. Our Local Plan currently leaves this to Neighbourhood Plans to decide.
- 19.5.2 With storms becoming more severe and additional erosion and flooding threats, we believe that it will be important that the communities that will need to plan for coastal change management are identified. However, we do not believe that this document is the right place to plan for that change for each of the settlements. Therefore we propose to designate the areas as 'Candidate CCMAs' on the policies map. This will allow communities to start to identify plans and opportunities to adapt their settlement.
- 19.5.3 We will identify resources to support communities to produce a 'Coastal Change Management Plan' setting out how the community will adapt to coastal change. These plans will support community-led local solutions to the management of coastal change. Coastal Change Management Plans should be managed by the local Town or Parish Council and included in their Neighbourhood Development Plan. The plans should consider the inclusion of the following:
- Triggers for formal designation of Coastal Change Management Area
  - Infrastructure at risk from coastal change including roads, community facilities,
  - Areas for relocation of dwellings and infrastructure at risk from coastal change

### **Policy CC2 – Candidate Coastal Change Management Areas**

Areas designated as candidate Coastal Change Management Areas are defined on the policies map. Proposals for development within these areas will be determined in accordance with Policy CC1 and the provisions of any Coastal Change Management Plan prepared for the area.

Where development and infrastructure need to be relocated away from the Coastal Change Management Area it will be permitted subject to the following criteria: -

- The development conforms to the requirements of any adopted 'Coastal Change Management Plan' and any allocated area in a Neighbourhood Plan or other planning document;
- The new development is located in an area demonstrated to be at less risk of coastal erosion;
- The replacement property is located close to the community from which it is displaced and has an acceptable relationship with it in terms of character, setting, and local amenity;
- The new development meets the requirements of policies on protected landscapes and the Undeveloped Coast;
- The site of the building or use to be replaced is cleared and restored; and
- If it is a replacement proposal, the replacement dwelling should be broadly comparable to the size, scale and bulk of the dwelling being replaced and of an appropriate scale and character to its location.

## 19.6 Policy CC3 – Reduction of Flood risk

19.6.1 Policy CC3 will expand on existing Cornwall Local Plan policy regarding flood risk and drainage.

### **Policy CC3 – Reduction of Flood risk**

Development proposals will be supported where they are designed to reduce flood risk to the application site and its surroundings. Proposals should:

- 1) Use the Environment Agencies latest Flood Risk maps, including predictions for climate change;
- 2) Use the Environment Agency’s latest surface water flood risk map to identify and constitute existing flow exceedance routes and demonstrate how these routes are diverted and maintained as part of their Flood Risk Assessments; and
- 3) Be informed by an assessment of the general drainage and impact of flooding on both existing and proposed development, including the existing and proposed ground conditions and ground water conditions and rights of discharge.
- 4) Prioritise the use of above ground/at-grade Sustainable Drainage Systems (SuDS), including retrofit SuDS and where feasible within existing town centres, commercial and retail areas, and redevelopment projects; and
- 5) Demonstrate how the design of buildings and the surrounding environment (including pavements, highways, parking areas, driveways, gardens, public green spaces, planting and drainage) has been planned to be resilient to the ongoing and predicted impacts of climate change, including the design of road surfaces and drainage systems to cope with more frequent episodes of extreme heat and rain.

Proposals for more than 50 dwellings or non-residential structures of 1000 square metres within a Critical Drainage Area must contribute to Natural Flood Management measures such as land management, tree planting, hedge restoration etc.

## 19.7 Policy CC4 – Sustainable Drainage System Design (SuDS)

19.7.1 Policy CC4 will expand on existing Cornwall Local Plan policy regarding flood risk and drainage.

### **Policy CC4 – Sustainable Drainage System Design**

Sustainable Drainage Systems (SuDS) proposals must be designed to achieve the following criteria:

- 1) maximise the benefits to the sense of place, amenity and biodiversity; and
- 2) reduce the overall level of flood risk on the site and the surrounding areas; and
- 3) not increase flood risk elsewhere; and
- 4) provide attractive, biodiverse and non-buried systems; and
- 5) Incorporate SuDS within greenspace, blue and green infrastructure, amenity, and biodiversity schemes to manage surface water flows, improve water quality, educate and improve the wellbeing of communities; and

- 6) where built into public green or open space have sufficient room to provide a safe, naturalised system without the need for fencing or barriers; and
- 7) provide for simple and straightforward maintenance, including the provision of a plan and mechanism for on-going maintenance.

### ***Pre-submission Consultation Questions***

1. *Do Policies CC1 - 4 pick up the right issues for coastal change and flooding – are there anymore that you would add?*
2. *Are the policy approaches that we are suggesting in policies CC1 - 4 about right – is there anything missing?*
3. *Do you have specific comments to make about the content or intentions of policies CC1 - 4?*
4. *Do you have an alternative approach to Policies CC1 - 4 that you think the council should consider?*
5. *An alternative policy option to CC2 could be to allocate full Coastal Change Management Areas on adoption of the DPD. This would require the publication of mitigation plans for each of the areas. We do not support this option as we believe that the level of assistance that we could provide for each area would be limited given the number of settlements impacted. Would you support this, or should we consider an alternative approach?*

## **We'd like to hear your views**

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agas prederow

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