

# Rame Peninsula Neighbourhood Plan - Sustainability Appraisal:

## Introduction:

The 5 parishes of the Rame Peninsula have prepared a Neighbourhood Plan in accordance with the Neighbourhood Planning (General) Regulations 2012. The whole Rame Peninsula area has been designated a Neighbourhood Area for this purpose by Cornwall Council, the Local Planning Authority covering Rame Peninsula.

A Sustainability Appraisal, as defined by the Planning and Compulsory Purchase Act 2004, aims to predict and assess the social, environmental and economic effects that are likely to arise from the adoption of plans or programmes, in order to ensure that the strategies, policies and plans within these contribute to and promote sustainable development. Although not a requirement of the Neighbourhood Planning (General) Regulations 2012, an Appraisal provides a means of demonstrating the Plan will promote sustainable development.

It is the view of the parishes and those engaged in consultation activity associated with the development of the Rame Peninsula Neighbourhood Plan that the overall plan seeks to secure great levels of social, economic and environmental sustainability for the Rame Peninsula as whole, than would be afforded in the absence of a plan.

For clarity and conformity the Rame Peninsula Neighbourhood Plan seeks to follow a similar approach commensurate with Cornwall Council's Local Plan Sustainability Appraisal<sup>1</sup> and as such this appraisal seeks to answer the following questions:

- What is the plan trying to achieve?
- What is the sustainability context?
- What is the baseline situation and what are the key issues?
- What would the situation be without the plan?
- How has the appraisal been undertaken?
- What are the appraisal findings and recommendations?
- How have SA recommendations been taken into account?
- How can we best monitor the plan's impacts?

## Sustainability appraisal:

There is no legal requirement for a neighbourhood plan to have a sustainability appraisal as set out in section 19 of the Planning and Compulsory Purchase Act 2004. However, a qualifying body must demonstrate how its plan or order will contribute to achieving sustainable development. The Rame Peninsula Neighbourhood Steering group see a sustainability appraisal as a useful approach for ensuring the policies and strategies adopted work to build resilience and long-term sustainability over and above mitigating the negative impacts of policies.

## Strategic Environmental Assessment:

In some limited circumstances, where a neighbourhood plan is likely to have significant environmental effects, it may require a strategic environmental assessment. It is the view of the qualifying body and those of its consultees that the Rame Peninsula Neighbourhood Plan does not

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<sup>1</sup> [http://www.cornwall.gov.uk/media/9430191/SA\\_Final\\_-\\_November\\_2014.pdf](http://www.cornwall.gov.uk/media/9430191/SA_Final_-_November_2014.pdf)

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put forward strategies or policies that would lead to significant environmental impact as set out in regulation 9 of the Environmental Assessment of Plans and Programmes Regulations 2004<sup>2</sup>.

This sustainability appraisal also seeks to undertake the role of a “screening” assessment, evaluating whether the individual, or cumulatively, impact of policies put forward could lead to significant environmental impact.

### **What is the plan trying to achieve?**

The Rame Peninsula Neighbourhood Plan is a long-term plan. The Neighbourhood Plan seeks to strengthen and support the Rame Peninsula’s social, economic and environmental sustainability through guiding development and land-use change in such a way that it support the Peninsula’s on-going prosperity whilst also helping to conserve and develop an area that is particularly rich in natural and built diversity and heritage.

The Neighbourhood Plan is not a detailed specified plan. Therefore significant developments or activities that move forward as a consequence of this plan may well have to complete their own sustainability appraisals and/or SEAs.

### **What is the sustainability context?**

The Rame Peninsula Neighbourhood Plan defines sustainable development as development that meets the needs of existing generations without compromising the needs of future generations to meet their own needs (*Our Common Future, Brundtland Report*).

Specific to the Rame Peninsula the Neighbourhood Plan views such a definition more explicitly as supporting the development of a multi-functional landscape that seeks to optimise the supporting, regulating, provisioning and cultural ecosystem services upon which the Peninsula’s existing and future residents and visitors depend and enjoy.

In addition to supporting sustainable development in the widest sense the Plan also seeks to build social, economic and environmental resilience in light of multiple challenges and considers ways in which it can re-localise its economic footprint (i.e. energy, food, jobs) bringing both economic and ecological benefits to the Rame Peninsula.

This latter objective is no small feat. Seeking to re-localise economic activity and decrease dependency (increase self-sufficiency) on service providers beyond the Rame Peninsula bring homes the challenge of genuine sustainability. For example, a 2012 report<sup>3</sup> identified that the Rame Peninsula is responsible for 31,000 tonnes of CO2 emissions per annum and mainly because the area has no access to the gas grid carbon emission from homes are much higher than the national average.

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<sup>2</sup> <http://www.legislation.gov.uk/ukxi/2004/1633/contents/made>

<sup>3</sup> <http://www.ramerenewableenergy.co.uk/research>

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## What is the baseline situation & what are the key issues?

A key driver for developing a Rame Peninsula Neighbourhood Plan has been the desire of its residents to conserve and enhance the unique natural and historic environment of the Rame Peninsula and ultimately utilising these 'assets' in a sustainable way to deliver a prosperous and sustainable local economy and society, for both residents and visitors alike.

The Rame Peninsula has many statutory landscape and ecological designations including two AONB's, AGLV, SSSI's, County Wildlife Sites, Heritage Coastline along with the UK largest Country Park (Mt Edgcumbe) and borders Plymouth Sound SAC. It is also the home to a large number of historically important sites and buildings alongside three designated Conservation Areas.

Alongside, significant statutory land-use designations the Rame Peninsula suffers from a number of environmental, social and economic challenges that warrant the policies identified within the Neighbourhood Plan. Such pressures, in exhaustively, include:

- Aging population. There are a much higher proportion of retired people – about a third higher than the national average<sup>4</sup>
- Lack of affordable and local needs housing
- Increasing second-home ownership driving down investment in local services and businesses (13%) compared to Cornwall (5%) and England (1%)
- A significant number of 'at risk' listed and protected building in need of conservation and/or sympathetic development
- A local economy heavily dependent on tourism
- Pressures and changes in land-use management i.e. impact of renewable energies
- High level and pockets of social deprivation
- Issues of accessibility (congestion and 'pinch-point' access) and access to services (jobs, healthcare)
- An old and heritage housing and building stock, and lack of mains gas (100% are off-grid compared with 15% nationally), with associate issues of fuel poverty high number of 'hard to heat and treat' properties
- Impacts of climate change and increased extreme weather i.e. coastal damage and fluvial flooding
- Significant traffic problems – Transport information and data is available on the Rame Peninsula NP website - <http://ramepeninsulaneighbourhoodplan.com/draft-plan/highway-infrastructure-evidence/><sup>5</sup>

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<sup>4</sup> Information drawn mainly from 2001 census and other data sources

<sup>5</sup> <http://ramepeninsulaneighbourhoodplan.com/draft-plan/highway-infrastructure-evidence/rame-peninsula-traffic-management/>

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## What would the situation be without the plan?

In the absence of a Rame Peninsula Neighbourhood Plan and without the plans ability to guide and shape development, the Rame Peninsula would be at the risk of strategically unplanned development that could exacerbate negative pressures and impacts already experienced within and across the Peninsula. For example:

- Commercial and residential development in certain locations could significantly negatively impact on the Rame Peninsula's transport network. The Peninsula has limited road access and a number of key 'pinch-points,' new development and/or use of the road network by inappropriate vehicles could cause significant congestions
- Without seeking to influence development at a number of the Rame Peninsula key sites significant historic and landscape site could be lost to public access

Additionally, some of the Plan policies will influence development in ways that seek to deliver maximum benefit for the community and residents of the Rame Peninsula over developers and outside investors.

## How has the appraisal been undertaken?

This sustainability appraisal seeks to assess each of the Neighbourhood Plan's key policy against a range of 'sustainable development criteria' adapted from the Bioregional/WWF 'One Planet Living Principles'<sup>6</sup>. Additionally, for each policy a "scoping assessment" is also undertaken to assess whether significant environmental effect is envisaged (in the absence of the policy).

For each 'one planet Living Principle' each policy will be 'scored' to assess its effect using the following criteria:

--	Very negative effect
-	Negative effect
+/-	Positive and negative effect
O	Neutral effect
?	Uncertain effect
+	Positive effect
++	Very positive effect
N/A	Out of scope
Ind	Indirect

<sup>6</sup> <http://www.bioregional.com/oneplanetliving/>

## Rame Peninsula Neighbourhood Plan - Sustainability Appraisal:

One Planet Living Principles:

Health and Happiness	Encouraging safe, active, sociable, meaningful lives to promote good health and well-being;
Equity and Local Economy	Creating local economies that support equity and diverse local employment and international fair trade
Culture, Community and Heritage	Respecting and reviving local identity, wisdom and culture; conserving and learning from our past; encouraging the involvement of people in shaping their community and creating a new culture of sustainability
Land use and Wildlife (including coasts and marine environments)	Protecting and restoring biodiversity and creating new natural habitats through good land/marine use and integration into the built environment
Sustainable Water	Using water efficiently in buildings, farming and manufacturing. Designing to avoid local issues such as flooding , drought and water course pollution
Local and Sustainable Food	Supporting sustainable and humane farming, promoting access to healthy, low impact, local, seasonal and organic diets and reducing food waste
Sustainable Materials	Using sustainable and healthy products, such as those with low embodied energy, sourced locally, made from renewable or waste resources
Sustainable Transport	Reducing the need to travel, and encouraging low and zero carbon modes of transport to reduce emissions
Zero Waste	Reducing waste, reusing where possible, and ultimately sending zero waste to landfill
Zero Carbon	Making activities energy efficient and delivering as much of new development as possible with energy from renewable technologies

Each Neighbourhood Plan policy has been appraised against each of the 10 One Planet Living principles. Each policy has been appraised against each One Planet Living criteria using a framework that seeks to define impacts from 'very negative' to 'very positive.' Where there is ambiguity in the appraisal or where a negative impact is envisaged commentary has been provided to either mitigate any negative impact of justify to outcome determined.

Details analysis can be seen in Appendix 1:

### **What are the appraisal findings and recommendations?**

From Appendix 1 is clear that the vast majority of policies put forward by the Rame Peninsula Neighbourhood Plan have a net positive impact upon the sustainability of the Peninsula and surrounding area.

In general policies seek to conserve, protect and support the development of the Peninsula unique natural and built heritage and manage development in such a way as to not negatively impact on features and services on which the Peninsula depends. Policy such as 1 and 4 have a specific positive sustainable development impact in ensuring new development and housing stock is efficiently used as primary residents and thus have a greater role in support local economic development and the sustainability of public service provision.

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The most significant negative impacts in terms of sustainability come through the conflict of seeking to conserve the Peninsula's heritage features, conservation areas, vernacular architecture and landscape character. The conservations of the Peninsula's unique built and landscape heritage pose a challenge in terms of issues such as:

- supporting new approaches to sustainable construction and house design
- the retro-fit of renewable energy and/or energy saving interventions on existing housing stock i.e. solid wall insulation, double glazing, domestic renewable energy etc
- supporting the development of commercial renewable energy technologies that might negatively impact on the heritage and landscape value of the Peninsula

Whilst a primary driver of many of the policies is supporting the conservation of the Peninsula's heritage and landscape character the plan does have specific policies (8,9 and 10) that recognise and support development that can help build long-term economic resilience and a sustainable economy, alongside community added value.

### **How have SA recommendations been taken into account?**

The sustainability appraisal has ultimately supported and evidenced the community's aspirations and demands to help conserve the Rame Peninsula's unique and widely appreciated natural and built heritage.

The relatively minor sustainability 'conflicts' or negative impacts associated with the Plan Policies have been kept to the very minimum and it's largely the view of the community that the Neighbourhood Plan will support greater levels of sustainability than would otherwise be afforded in the absence of the plan.

The Sustainability Appraisal will continue to adapt and consider any comments or issues identified through further Rame Peninsula Neighbourhood consultation.

### **How can we best monitor the plan's impacts?**

As the Rame Peninsula Neighbourhood Plan moves forward for adoption and implementation the framework used within this sustainability appraisal will continue to be used to support Parishes and Cornwall Council in land-use planning decision making.

## Rame Peninsula Neighbourhood Plan - Sustainability Appraisal:

**Appendix 1:** Sustainability Appraisal: (note: commentary on sustainability impact of policy is only made where negative impact is envisaged or there is ambiguity in the assessment of sustainability impact)

Rame Peninsula Neighbourhood Plan Policy	Significant Negative Environmental Impact? Yes/No	Health and Happiness	Equity and Local Economy	Culture, Community and Heritage	Land use and Wildlife (inc. coasts & marine envi)	Sustainable Water	Local and Sustainable Food	Sustainable Materials	Sustainable Transport	Zero Waste	Zero Carbon
<b>Policy 1: New Housing - Primary Residency:</b> Planning permission for new dwellings (excluding replacement dwellings), within the Rame Peninsula NDP area, will only be permitted where they are to be occupied as a principal residence.	NO	+	++	++	O	O	O	O	+	+	+
		Focus on principal residencies will support a more vibrant local economy and associated services. Greater number of permanent residents will help support more economically sustainable services i.e. public transport, waste and recycling facilities.									
<b>Policy 2: Community Infrastructure Levy (Local Element):</b> Developers of housing and employment sites, within the Rame Peninsula NDP area, will be required to contribute to Highway Infrastructure Improvement Projects, via the Community Infrastructure Levy and as identified in the Rame Peninsula NDP Local Infrastructure Schedule.	NO	+	++	+	?	?	?	?	+	O	?
		Seeking to retain revenues in the local community will support local service provision and help mitigate the negative impacts of development i.e. transport, green infrastructure and heritage									
<b>Policy 3: Renewable Energy:</b> Renewable Energy Schemes, (including Wind and Solar), within the Rame Peninsula NDP area, must not have an unacceptable impact on the character and appearance of the immediate and wider landscape, and of areas of natural, cultural, historical or architectural interest.	NO	+	+	++	+	?	?	?	?	?	-

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		The peninsula's landscape and heritage features are important assets to the local economy and residents. Conserving such assets are important to the community and its visitors. The drive to conserve the landscape heritage of the Peninsula may mean that maximum level of energy self-sufficiency aren't realised therefore increase dependency on imported energy.									
<b>Policies 4: General Development, Infrastructure &amp; Facilities</b> Development will not be permitted, within the Rame Peninsula NDP area, unless the infrastructure and community facilities needed to serve it either adequately exist in advance or will be provided as part of the development. Where a development would displace or harm a feature of special conservation or amenity value, suitable offsetting measures, within the Rame Peninsula NDP area, may be required.	NO	++	++	++	++	++	++	O	++	O	O
		The nature of a Peninsula means that the impacts, specifically those relating to transport have significant repercussions on communities across the Peninsula. Small increases in development can have significant impacts across the Peninsula. The cumulative impacts of development are arguably greater than in a non-peninsula area.									
<b>Policy 5: Development In The Rame Peninsula NDP area:</b> The whole of the Rame Peninsula is designated as either an ANOB or an AGLV and development will not be permitted unless the development: <ul style="list-style-type: none"> <li>a) is sited to minimise its visual impact on the landscape;</li> <li>b) is consistent with the character of the particular area in which it is sited;</li> <li>c) is designed so as to reflect locally distinctive character,</li> </ul>	NO	++	++	++	++	+	+	+	N/A	N/A	O

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traditional building styles and local materials; d) conforms with the locally characteristic patterns of settlement where it is sited; does not materially affect the views to or from historic monuments and or listed buildings.											
<b>Policy 6: The Forts of the Rame Peninsula:</b> High priority must be given to the protection, preservation, access and enhancement of nationally important scheduled and unscheduled monuments and other sites and buildings of archaeological and historic significance in the NDP area.	<b>NO</b>	<b>+</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>O</b>	<b>O</b>	<b>+</b>	<b>O</b>	<b>O</b>	<b>O</b>
		Forts and associate heritage play a very important part in the tourism economy of the local area, as well as providing heritage infrastructure for access by the local community.									
<b>Policy 7: Conservation Areas:</b> All proposals for development in Conservation Areas must pay special attention to the desirability of preserving or enhancing the character or appearance of the area. All development (including new buildings, extensions, hard surfaces, walls and landscaping) should be sympathetic in size, scale, height and materials to the historic character of the particular Conservation Area and the vernacular tradition of its architecture.	<b>NO</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>+</b>	<b>N/A</b>	<b>++</b>	<b>+</b>	<b>+</b>	<b>-</b>

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		The focus on vernacular architecture and heritage may mean less energy efficient buildings, albeit supporting the conservation area, AONB, Heritage Coast designations of the area.									
<b>Policy 8. Antony Village Bypass – Safeguarding of Land:</b> Development will not be permitted which will prejudice the future construction of a bypass road for the village of Antony.	The development itself will have some negative impact but this is likely to offer wider sustainability benefits for the Peninsula more strategically	+	+	+	-	?	0	-	0	?	?
		Construction of road is likely to involve some land-tack and loss of semi-natural habitat. The construction of the road will involve requirement for large amounts of primary resource likely brought from outside the local area									
<b>Policy 9: Maker Heights:</b> Development will be supported that: a) protects, preserves and enhances the significant built, natural and landscape heritage of the locality, in accordance with existing landscape and built heritage policies and designations; and, b) continues to support significant levels of: i. public access; and, ii. local enterprise opportunities, specifically, but not exclusively focused around cultural, tourism and knowledge economy sectors,	<b>NO</b>	++	++	++	++	0	+	0	0	0	0

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especially where they have significant benefit in terms of provision of local services and economic impact (i.e. jobs). Sympathetic private, holiday or residential development may also be considered but only where this would specifically support long-term sustainable open-access and economic opportunity.											
<b>Policy 10: Mount Edgcombe Country Park:</b> Proposals for development affecting the park and gardens will not be approved unless all the following criteria can be satisfied: (i) that the important historic and architectural features, layout and ornamentation of the gardens are protected, preserved and enhanced; (ii) that the character of the parkland setting is preserved or enhanced; and, (iii) that trees and woodland that contribute towards the character of the historic gardens are retained.	<b>NO</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>+</b>	<b>+</b>	<b>O</b>	<b>+</b>	<b>O</b>	<b>O</b>
<b>Policy 11: Commercial Growth area for Millbrook:</b> Within Millbrook Parish, industrial and/or business development (including small workshops) that encourage the movement of HGV and large vehicles must be located in close	<b>NO</b>	<b>+</b>	<b>++</b>	<b>++</b>	<b>O</b>	<b>O</b>	<b>O</b>	<b>O</b>	<b>+</b>	<b>O</b>	<b>O</b>

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proximity to Gallows Park Industrial Units.											
<b>Policy 12: Southdown &amp; Foss Quay Boatyards:</b> The development of workshops on the site of the Southdown or Foss Brickworks for B1 and B2 uses will be permitted for small boat landing facilities and leisure moorings; heritage interpretation and amenity planting, provided that the proposals do not: <ul style="list-style-type: none"> <li>a. add to difficulties with water supply, sewerage and sewage treatment and water disposal;</li> <li>b. have a materially adverse impact on the village or rural environment in terms of visual appearance, noise, effluent or fumes it would emit, or traffic it would generate;</li> <li>c. have a materially adverse impact on nature conservation or the landscape; have a materially adverse impact on existing businesses located in the area.</li> </ul>	<b>NO</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>+</b>	<b>+</b>	<b>0</b>	<b>+</b>	<b>+</b>	<b>0</b>	<b>0</b>
<b>Policy 13: Millbrook Lake and Green Space:</b> Millbrook Lake and its surrounding green area, including the playing fields, must be protected and enhanced as a public open space and amenity area.	<b>NO</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>+</b>

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<p><b>Policy 14. Rame Peninsula Gateway:</b> Development within Crafhole village must be within the Crafhole Village Development Boundary (as set out in the Proposals Map).</p>	<p><b>NO</b></p>	<p>+</p>	<p>+</p>	<p>++</p>	<p>++</p>	<p>+</p>	<p>?</p>	<p>0</p>	<p>+</p>	<p>0</p>	<p>+</p>
<p><b>Policy 15. Development in St. John Village:</b> Housing development will only be permitted in St John Conservation Area where it is single dwellings adjoining the eastern edge of the existing built up area of St John ,or infilling within the existing built up area of the village.</p>	<p><b>NO</b></p>	<p>++</p>	<p>++</p>	<p>++</p>	<p>++</p>	<p>+</p>	<p>0</p>	<p>?</p>	<p>+</p>	<p>+</p>	<p>0</p>