



Draft Local Plan

Including Minerals and Waste

2015 to 2030

PUBLIC CONSULTATION DRAFT (REGULATION 18)

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ISLES OF SCILLY



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If you require any of the documents in an alternative language, in larger text, Braille, easy read or in an audio format, please contact the Council at diversity@scilly.gov.uk or telephone **0300 1234 105**.

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Legal Requirements	
Local Development Scheme (LDS)	The plan has to be prepared in accordance with the Authorities LDS (Aug 2017)
Statement of Community Involvement (SCI)	The SCI was adopted in 2015 and the plan should comply with its requirements.
Sustainability Appraisal (SA)	The plan should be subject to SA
Conservation of Habitats and Species Regulations 2010 Habitats Regulations Assessment (HRA)	The Habitat Regulations Appropriate Assessment (Screening Report) need to set out whether or not an AA is required or not. Approach should be supported by Natural England
National Planning Policy Framework 2012	The plan should comply with national policies except where indicated.
Planning and Compulsory Purchase Act 2004 and 2012 Local Planning Regulations	The plan should comply with both.

CONSULTATION



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1. Introduction

- 1. The Local Plan will be used to direct decisions on planning applications and provide an indication of what type and where new development will be permitted. Once adopted, it will become the Development Plan for the Isles of Scilly and replace the ‘saved’ policies of the Local Plan adopted in 2005. In accordance the Town and Country Planning (Local Planning) Regulations 2017 there is a statutory requirement to review Local Plans within 5 years of adoption. This is to ensure plans remain relevant and up to date.**
2. The Local Plan sets out a vision, objectives and a planning strategy for development. It includes policies on the type and scale of development that will be supported through criteria based policies on a range of planning issues to be used to determine planning applications. Additionally, the Local Plan identifies sites for new homes to meet the islands housing needs. Targets and indicators are included within the Local Plan to monitor and review its content to ensure that it remains effective and relevant.
3. This draft Local Plan covers a wide range of planning issues. Generally several policies will be relevant to any development that is proposed on the islands. Consequently, it is important that the Local Plan is read as a whole rather than treating each policy or proposal in isolation. Furthermore, where a policy has a list of criteria, all of them should be met unless otherwise stated.
4. All planning applications will be considered against all the relevant policies and proposals in the Local Plan. Applications that comply with all relevant policies and proposals will be supported. Some policies in the Local Plan refer to ‘Supplementary Planning Documents’ (SPD’s). These documents provide more detailed information on specific planning issues and are intended to supplement certain policies and proposals. SPD’s may be taken into account as a ‘material consideration’ in considering a planning application.
5. As part of the consultation process, this draft Local Plan sets out a range of options for consideration. These options offer alternative approaches to the contents of this draft Local Plan so that the community and key stakeholders are engaged in ensuring the most relevant planning strategies and policies are established for the Isles of Scilly.



2. What has influenced the Draft Local Plan?

6. **The Local Plan has been prepared in accordance with the relevant planning legislation and regulations. Additionally, its preparation is influenced by appropriate National and European legislation, policies and guidance, local strategies, evidence based research and studies and previous consultation and engagement with the islands communities, businesses and visitors.**
7. National planning policies and guidance that have influenced the draft Local Plan are set out in National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG). National policies and guidance promote sustainable development, set out in a range of core planning principles and emphasises the requirement to meet the objectively assessed needs for an area. National guidance also includes a Duty to Cooperate that requires local authorities to work constructively and collaboratively with neighbouring authorities and public organisations to secure economic growth and significantly boost the supply of housing.

Local strategies that have influenced the Local Plan include:

The AONB Management Plan - 2015 - 2020
Island Futures: A Strategic Economic Plan for the Isles of Scilly – 2014
Housing Growth Plan (Part of the Island Futures Plan) - 2014
Infrastructure Plan (Part of the Island Futures Plan) - 2014
The Isles of Scilly Strategic Transport Framework - 2011
Future of Tourism on Scilly, Blue Sail – 2011
The Local Plan Review Scoping Consultation – 2015
Draft Isles of Scilly Destination Management Plan - 2018

Research and technical studies that have influenced the Local Plan include:

Strategic Housing Market Assessment - 2016
Strategic Housing Land Availability Assessment - 2016
Cornwall and Isles of Scilly Shoreline Management Plan 2, Isles of Scilly Mid-Term Review - 2016
Energy Infrastructure Plan - 2016
Housing Topic Paper - 2017
Historic Environment Topic, Paper - 2017
Local Flood Risk Management Plan – 2017



Isles of Scilly Housing Viability Testing - 2018

8. **Sustainability Appraisal (SA)** The Local Plan has been subject to a SA throughout each stage of its preparation. The SA assesses the social, environmental and economic impacts of the Local Plan's objectives, policies and site specific proposals to help ensure it embodies the principles of sustainable development. This assessment also encompasses:

Habitats Regulations Assessment (HRA)

Equalities Impact Assessment (EqIA)

Health Impact Assessment (HIA)

9. **The Local Enterprise Partnership (LEP)** The Cornwall and Isles of Scilly Enterprise Partnership consists of representatives from Cornwall Council and the Council of the Isles of Scilly, business leaders and educational institutions. The role of the LEP is to lead and influence the economy of Cornwall and the Isles of Scilly by supporting economic growth through job creation, improving productivity and increasing earnings. Whilst the LEP operates at a strategic level, policies contained within the Local Plan need to be consistent with the visions, aims and objectives of the LEP and where possible contribute towards achieving the LEP's strategic objectives and vision: **"By 2030 Cornwall and Isles of Scilly will be the place where business thrives and people enjoy an outstanding quality of life."** To achieve this Vision, the LEP plan outlines three objectives:

Business: achieve thriving businesses which excel at what they do.

People: achieve inclusive growth and improve the skills of our workforce.

Place: improve infrastructure and economic distinctiveness.

10. **The Local Nature Partnership (LNP)** The Cornwall and Isles of Scilly LNP is a Partnership of those who are working to maintain the special and unique environment of Cornwall and the Isles of Scilly. The LNP considers the environment in its broadest sense and draws expertise from a wide range of sectors, including the environment, health and wellbeing, education, and the economy. The Partnership has already forged strong links with the economic sector, via the Cornwall and Isles of Scilly Local Enterprise Partnerships (LEP) and the two Health and Wellbeing Boards in the area. The guiding principle of the LNP is that: **'the culture, communities and environment of Cornwall and the Isles of Scilly remain special and unique'**.



11. **A Duty to Co-operate** Local Plans are required to take into account the implications of planning policies of neighbouring authorities in recognition that spatial planning issues are not constrained by Local Authority administrative boundaries. The islands geographic isolation from mainland UK has made this duty challenging. Nonetheless, the Council have worked closely with Cornwall Council, the LEP and LNP, as well as a range of statutory and non-statutory organisations at all stages in the preparation of the Local Plan.
12. Cornwall Council has expressed in particular a support for the inclusion of an Objective “*to secure resilient, year-round transport services to Cornwall ...*” They have also welcomed a policy seeking to move the processing of waste up the waste hierarchy by providing policy for re-use and recycling as well as exploring the possibilities for energy recovery on the islands.
13. **What happens next?** The Isles of Scilly draft Local Plan is currently out for consultation for a 7 week period, during which time representations from all interested parties on issues of ‘soundness’ will be welcomed. All of the main issues raised will then be summarised. In due course the final version of the Local Plan, including representations received to this consultation, will be published as a Pre-Submission Draft Local Plan and submitted to the Secretary of State. Once submitted, the Local Plan will be subject to an independent Examination in Public to ensure that it is ‘sound’ and complies with legal and procedural requirements, including the Duty to Co-operate. All documentation will be made publicly available at each stage of the Local Plan process. Soundness of a Local Plan is defined as being *positively-prepared, justified, effective and consistent with National Policy*:

‘POSITIVELY PREPARED’ means that the Plan must be consistent with the principles of achieving sustainable development as well as meet the objectively assessed development and infrastructure requirements for the islands.

‘JUSTIFIED’ means that the Plan must be founded on a robust and credible evidence base and be the most appropriate strategy when considered against the reasonable alternatives.

‘EFFECTIVE’ means that the Plan must be deliverable and be based on effective joint working on cross-boundary strategic priorities.



14. **Have your say** The preparation of the draft Local Plan has been progressing for some time and you may already have been involved in earlier consultation periods. Regardless of whether or not you have been involved in any of these earlier stages, there is still the opportunity for you to be involved by commenting on the Local Plan and its 'soundness' as detailed above. If you consider your concerns and recommendations have not been adequately addressed from previous consultations you will need to reiterate your comments.
15. The consultation period starts on the **16th March** and will continue for 7 weeks. All relevant and valid representations will be considered before a final submission version can be issued. Comments must be received no later than **11th May 2018**. The submission of online comments will be particularly helpful and welcomed.
16. **How to get involved?** You can comment on any aspect of this draft Local Plan. Throughout the document there are consultation 'options' offering alternative policy approaches to those set out in this draft Local Plan. We would like the views of the community and external stakeholders to understand how much support there is for these options or the approach taken on the draft Local Plan.

Consultation Options are set out in grey boxes.



17. Beneath each draft policy is a box that sets out how that policy seeks to address the aims and objectives of the Local Plan overall. This includes justification for the policy, whether it is compliant with national policies and any other options that have been considered. This information would not form part of the final Local Plan but is intended to provide the public with as much information as possible about the preparation of this draft plan.
18. Comments can be made in relation to both the policy and accompanying test of the Local Plan. Policies are set out in Blue Text Boxes and are referenced by the Chapter –

SS Policies relate to 'Sustainable Scilly' policies in Chapter 1;

OE Policies relate to 'Outstanding Environment' policies in Chapter 2;

LC Policies relate to 'Living Communities' policies in Chapter 3;

WC Policies relate to 'Working Community' policies in Chapter 4.



3. The Spatial Portrait for the Isles of Scilly

19. The spatial portrait describes the Isles of Scilly at the beginning of the plan period. Its purpose is to develop a clearer understanding of the area, how it functions and identify key issues that need to be addressed. Without recognising the main features that characterise the islands, it would be difficult to effectively plan for the next 15 years.

Location and Physical Context

20. The Isles of Scilly is an archipelago 28 miles off the south west coast of mainland UK. Comprising 5 inhabited islands with their own distinct character (St Mary's, St Martins, St Agnes, Bryher and Tresco) together with hundreds of smaller uninhabited islands and rocky outcrops, the Isles of Scilly has a population of 2203 people (Census 2011). The total amount of land comprising the inhabited islands is around 6 square miles (15.5km). This creates a general density of around 137 people per square kilometre (383 per square mile). Cornwall has a density of 153 people per square kilometre and England has a density of 413 people per square kilometre (or 353 excluding London).
21. The sparse population spread over 5 separate islands, together with the natural and historic environment, is at the heart of what is special about the Isles of Scilly. That special environment is the mainstay of the islands' economy. The Area of Outstanding Natural Beauty (AONB) Management Plan 2015-2020 highlights:
- 'The Isles of Scilly are the smallest AONB designation in the UK measuring only 16km². However, the islands possess a diversity of scenery and designations that belies their small scale. The archipelago combines granite cliffs and headlands, sandy bays, hidden coves, shifting dunes and saline lagoons'.*
22. Despite their small domestic and rural scale, most of the settlements are referred to as 'Towns' (8 out of 13). Most of the population live on St Mary's and concentrated in Hugh Town, the administrative centre, and Old Town. The landscape and topography of the islands sets the context for the settlements and buildings with the exception of Hugh Town where the townscape of streets provides the setting for individual



buildings. Inevitably with a small population across five islands, the size of the settlements is extremely small and their scale domestic and rural.

23. Other than Hugh Town, Old Town, Porthloo, all on St Mary's and New and Old Grimsby on Tresco, most of the islands settlements are set back from the coast. Most of the settlements, whilst being grouped at intersections of lanes, are relatively loose grained in that there are only short streets with individual houses or short terraces of no more than 3 or 4 houses.
24. The towns on St Martin's have the most compact character, whilst those on the other islands are a little more dispersed. Tresco's settlements reflect the 'estate' nature of the island in that they are slightly more formal in layout often in short regular terraces.
25. The Local Plan Scoping Report Consultation 2015 showed that residents of the Isles of Scilly enjoy and appreciate where they live. Key words that were particularly expressed included '**Beautiful**', '**Environment**', '**Community**', '**Safe**', '**Natural**', '**Safety**' and '**Sea**'.

Overview of Existing Constraints

26. **The Isles of Scilly has a significant number of important natural and historic environmental designations that require additional levels of protection.**
27. **Conservation Area, AONB and Heritage Coast** In 1975 the islands were designated as a Conservation Area and in 1976 designated an Area of Outstanding Natural Beauty (AONB) and defined as a Heritage Coast. The Jellicoe and Coleridge report 'A Landscape Character for the Isles of Scilly', published in May 1956, provided the foundation for the designation as both an AONB and Heritage Coast. The Heritage Coast definition protects 64km¹ of coastline around the islands, which is 23 square kilometres of foreshore, cliff and dune environments. The management of the heritage coast was originally undertaken by the Isles of Scilly Environmental Trust. It is now managed by the Isles of Scilly Wildlife Trust. The Conservation Area, AONB and Heritage Coast all overlap and cover all of the islands.
28. **Listed Buildings** The islands have a dense and rich historic environment that encompasses a Conservation Area and **128 Listed Buildings**, which include 4 Grade I, 8 Grade II* and 116 Grade II listed buildings. The first buildings were added to the Statutory Heritage List for England in 1959.

¹ Review and Evaluation of Heritage Coasts in England - Full Report (July 2006)



29. **Scheduled Monuments** There are a total of **238 Scheduled Monuments** on the islands scheduled under the Ancient Monuments and Archaeological Areas Act 1979. Out of the total for England (19864 sites), this amount represents 1.2% of all scheduled monuments. These monuments include 119 cairns², 16 Civil War batteries³ and 86 prehistoric related structures such as entrance graves, linear boundaries and regular and irregular field systems.
30. **Protected Wrecks** There are **5 Protected Wrecks** around the islands designated under the Protected Wrecks Act 1973 (52 in total nationally), which equates to 9.6% of all protected wrecks in England. These wrecks are identified as Tearing Ledge, designated in 1975, Bartholomew Ledges designated in 1980, HMS Colossus designated in 2001, Wheel Wreck designated in 2007 and the Association designated in 2014.
31. **Registered Parks and Gardens** Tresco Abbey Garden is the only designated Registered Park and Garden on the islands, registered under the Historic Buildings and Ancient Monuments Act 1953. It was designated as Grade I in 1987 for the extensively planted garden with exotic species which were begun in the early nineteenth century, together with a lake and woodland works, connected with the Lord Proprietor of the islands, Augustus Smith who first secured a lease of the islands from the Duchy of Cornwall in 1834.
32. **Historic Environment Records (HER) and Archaeological Constraint Areas (ACA)** There are **over 2400 Historic Environment Records** on the Cornwall and Isles of Scilly Historic Environment Record (HER) which includes the above statutory designations plus undesignated sites, findspots and 771 wreck sites. Additionally in 1995, **174 Archaeological Constraint Areas** across the islands were defined with the intention to serve as a graphic aid to planning officers and others dealing with the management of the environment.
33. **Heritage at Risk (HAR)** The annual Heritage at Risk Registers are produced by Historic England and seek to track the state of any designated heritage asset including improvements or continued decline. In 2017 there were **34 entries**, which includes the Scheduled Monument and Grade II Listed Building at Woolpack Battery on the Garrison, St Mary's, and two scheduled monuments on Gugh, St Agnes. In order to monitor and address the condition of HAR sites the Council have, through a grant provided by Historic England, entered into a contract with Cornwall Archaeological Unit (CAU) to provide an Archaeological Monitoring and Advisory Service on behalf of the Council.

² A cairn is a mound of rough stones built as a memorial or landmark, typically on a hilltop or skyline location.

³ A battery is a military defensive structure comprising a fortified emplacement for heavy guns



34. **Sites of Special Scientific Interest (SSSI)** There are **26 SSSIs** over 25 different sites on the islands which cover a mix of terrain environments. The natural environment designations cover over 320 hectares of land across both the inhabited and uninhabited islands. The condition and status of each SSSI ranges from favourable condition, such as Big Pool & Browarth Point on St Agnes and Castle Down on Tresco, to unfavourable but recovering status, such as the SSSI on Annet and Chapel Down on St Martins. The main habitats comprise earth heritage, neutral grassland, dwarf shrub heath, standing open water, fen, marsh and swamp and supralittoral and sublittoral environments.
35. **Special Areas of Conservation (SAC)** Special Areas of Conservation are sites that have been adopted by the European Commission Habitats Directive and formally designated by the UK Government. The Isles of Scilly Complex SAC designation covers an area of sea around the island archipelago measuring 26848.62 hectares. It comprises sea inlets (75%), tidal rivers, estuaries, mud flats, sand flats, lagoons (including saltwork basis) (20%), shingle, sea cliffs and Islets (5%). The SAC is a European Natura 2000 site with the primary reasons for protection being the sandbanks that are slightly covered by sea water all the time, the mudflats and sandflats not covered by sea water at low tide, reefs and shore dock plant species. Grey seals are also included but they are not a primary reason for site selection. The SAC is also known as a European Marine Site (EMS).
36. **Marine Conservation Zone (MCZ)** The Isles of Scilly Marine Conservation Zone is a collection of inshore sites located around the Isles of Scilly, consisting of 11 separate sites covering a total area of 30km². The sites were designated in 2013 and span a broad range of physical conditions, which support an exceptionally high diversity of habitats and species. The depth of the seabed varies considerably across the 11 areas extending from mean high water mark to depths of 70 metres in places. The sites encompass a wide variety of marine habitats and their associated species.
37. The importance of the marine environment has been previously recognised through the designation of the above Isles of Scilly Special Area of Conservation (SAC) and 10 of the 11 sites lie within this designated area. The Isles of Scilly MCZ complements the SAC by offering protection to species and habitats that are not protected by the SAC.
38. **Special Protection Areas (SPA)** The Isles of Scilly Special Protection Area covers 394 hectares over 26 rocks and islands. They are designated for their seabird assemblage properties. SPAs are designated under the European Commission Birds Directive, 1979 and are strictly protected.
39. **RAMSAR Sites** RAMSAR sites are wetlands that are important to the Scilly archipelago, which encompasses extensive areas of undisturbed intertidal sandflats



and sublittoral sandy sediments. The RAMSAR sites overlap with the SPA sites and are protected through the Convention of Wetlands (Ramsar, 1971). Although the sites in and around Scilly are sheltered, the shallow sandy sediments include little mud or silt because the surrounding seas have a low suspended sediment concentration, resulting from the islands' isolation and the presence of fully marine oceanic water. The shallow sublittoral sediments are colonised by the most extensive and best-developed eelgrass *Zostera marina* beds in southern England (Hocking & Tompsett 2001). The Isles of Scilly are surrounded by reefs and rocky islets, some only extending into the shallow sublittoral, others extending well beyond 50 m depth. The qualifying species of the Isles of Scilly RAMSAR sites include the European Storm Petrel, the Lesser Black-backed gull and the European Shag.

Population and Demography

40. **The population of the Isles of Scilly is seasonal, reflecting the influence of tourism. In the winter the population is around 2,200 and this swells to as much as 6,000 in the peak of summer. Much of the population is based on the largest Island, St Mary's with around 1,720. The Off-Islands have smaller resident populations; Tresco 175, St Martin's 136, St Agnes 85 and Bryher 84.**
41. Along with the loss of the younger generation, who leave due to educational needs or employment opportunities and, due to the higher house prices and fewer career opportunities, are less likely to return, retirees migrate to the islands to take advantage of the beauty of the landscape and slower pace of life. This places an increased pressure on local services. The 2016 Strategic Housing Market Assessment (SHMA) found that the most significant feature of demographic change is the growth of the over 65 age group who represented 25% of the population in 2014 with an expected increase to 30% by 2030. Whilst this is not significantly above the ageing rate of the mainland population, it will impact on demand for supported housing, health and local services and a need for adaptations to give the opportunity for residents to remain in their own home.
42. The working age population, which is those between the ages of 16-64, is set to decline from the current 65% of the population to 52% by 2030. This decline may have implications on the availability of people to fulfil key roles within the community and economy.

Island	Population	Area (square miles)
St Mary's	1723 (2011)	2.54
Tresco	175 (2011)	1.15
St Martins	136 (2011)	0.92
Bryher	84 (2011)	0.74
St Agnes	85 (2011)	0.69



Total	2203 (2011)	6.04
	2300 (Est 2014)	

43. **Ethnic Diversity** The 2011 census recorded a population of 2203 of which 98.8% were of a white (British, Irish or Other) background with less than 2% of the islands' population being of Mixed, Asian or Black background. During the same period the percentage of the population for the UK overall identified as white British was 86% and in the South West this was 95.3%. The South West is one of the least ethnically diverse of the nine regions of England, with the Isles of Scilly being at the extreme end of the diversity spectrum.
44. **Housing** The 2016 SHMA showed there to be 989 households on the Isles of Scilly, of which 412 are owned /shared ownership accommodation, 187 are social rented accommodation and 390 are privately rented / rent free. Households on the Isles of Scilly are much more likely to be in privately rented accommodation than in Cornwall or England and Wales, and less likely to own their own home. There are 195 second homes and 190 'other properties' - assumed to be holiday lets and time-shares. The SHMA has provided up-to-date information on the housing profile of the islands. Key findings confirmed many of the collective assumptions to be true; including much higher house prices than the mainland, a lower wage economy, a low availability of owner-occupied housing and limited access to affordable housing.
45. **Housing Survey** This was carried out in November 2015, as part of the 2016 SHMA. This survey indicated that 32.5% of the islands housing stock is owner-occupied (with a mortgage) and 11.1% is owner-occupied (no mortgage); that 30.1% is private rented accommodation and 11% is Council rented accommodation and only 4.8% is rented by a registered provider; with 10.5% being accommodation tied to a person's employment. The private rented sector is nearly three times higher than the national average of 13.2%. This group includes those renting from a private landlord or from a friend or relative. 15.8% of households are social housing tenants, which is lower than the national average of 17.7%. Around 44% of households are owner-occupiers, compared to 63.4% nationally. These figures highlight the specialised tenure situation of the islands.
46. **Index of Multiple Deprivation (IMD)** The IMD 2015 is the official measure of relative deprivation for small areas (or neighbourhoods) in England. It can be summarised in a range of ways to describe relative deprivation among local authorities. The IMD ranks every small area in England from 1 (most deprived area) to 32,844 (least deprived area). It is common to describe how relatively deprived a small area is by saying whether it falls among the most deprived 10 per cent, 20 per cent or 30 per cent of small areas in England (although there is no definitive cut-off at which an area is described as 'deprived').



47. The IMD combines information from seven domains to produce an overall relative measure of deprivation. The domains are combined using the following weights: Income Deprivation (22.5%); Employment Deprivation (22.5%); Education, Skills and Training Deprivation (13.5%); Health Deprivation and Disability (13.5%); Crime (9.3%); Barriers to Housing and Services (9.3%) and Living Environment Deprivation (9.3%). In addition to the Index of Multiple Deprivation and the seven domain indices, there are two supplementary indices: the Income Deprivation Affecting Children Index and the Income Deprivation Affecting Older People Index.

For the overall index of deprivation: the Isles of Scilly is ranked 21,789 out of 32,844 placing the islands amongst the 40% least deprived area in England.

Table 1 Source: 2015 Indices of Deprivation⁴

Isles of Scilly	Within Least Deprived	Within Most Deprived
Income deprivation	10%	
Employment deprivation	10%	
Education, Skills and Training	20%	
Health deprivation and Disability	10%	
Crime	30%	
Barriers to Housing and Services		30%
Living Environment deprivation		10%
Income deprivation affecting Children	10%	
Income deprivation affecting Old People	20%	
Overall IMD Score	40%	

Economy and employment

48. The viability of the islands’ economy has long been an important issue to address. As far back as the 1965 Jellicoe Report, it has been recommended that future developments seek to maintain a viable economy. Successive and subsequent economic surveys have been undertaken to establish whether this is possible and what is required to achieve a viable economy.
49. The latest economic assessment was carried out in 2014. The Island Futures Strategic Economic Plan recognised that there is a high level of skilled trades and professional level employment, which deliver the year round and permanent services to the community, including healthcare, education and community support services. The largest business sector on the islands falls within the administrative and support services sector, closely followed by the accommodation and food sector. This reflects the dominance of ‘tourism’ which remains very significant to the islands economy. The report highlights the value of tourism to the islands economy when, in 2015, visitors spent £41.5 million on the Isles of Scilly. In order to prevent a decreasing trend of visitors and to create a more resilient economic base, the report highlights the requirement to provide a positive framework to ensure the economy

⁴ <http://dclgapps.communities.gov.uk/imd/idmap.html>



can take advantage of opportunities to diversify, where this is in harmony with the delicate environment.

“The future of Scilly is in the hands of the islanders. While there may be support and encouragement from elsewhere, essentially it is for the islands to determine and then deliver the future that they want. Given the exposed and remote position of Scilly and the small population, it may never be possible to have the level of services that are enjoyed on the mainland. However, Scilly has much deeper and more precious qualities that will underpin the success of the islands’ economy.

Making sure that the future is a bright one requires change. That change needs to bring about much closer and more supportive communities who will work together to create a shared future. That change needs to be focussed on the needs of the next and future generations and how they can survive and thrive. That change needs to be open to the ideas, investment and critical mass that new residents can bring - adding to the rich mix that is the Isles of Scilly”.

Isles of Scilly Strategic Economic Plan 2014



4. Key Challenges and Issues

50. **The Local Plan seeks to ensure development is supported by a delivery framework that will: promote sustainable economic growth; result in sustainably located and planned housing; support appropriate transport and infrastructure planning; and conserve and protect the islands' outstanding environment. The Local Plan will have a pivotal role in helping to sustain all that is special about Scilly - its people, character and qualities.**
51. The Local Plan seeks to positively address a variety of key challenges and issues facing the Isles of Scilly. The exceptional environment coupled with its location makes the Isles of Scilly a very special place offering unique opportunities and advantages over the rest of the UK, as acknowledged through the nationally strategic Smart Islands programme. The islands are therefore well-placed to face the future with optimism and confidence. Nonetheless, it's isolated and remote location with a tiny population base spread across 5 separate islands, means that it faces some significant challenges; not least its vulnerability and risk of economic and population decline. Without a sufficient population base and adequate visitors, the provision of basic services to sustain the islands will be threatened.
52. The economy of the Isles of Scilly is vulnerable as it is unusually self-contained, dominated by few business sectors such as tourism and with high levels of very small businesses. Over the past 30 or 40 years, the Isles of Scilly have enjoyed relatively benign economic and social conditions. The tourism economy grew rapidly and provided a good living to many people on the islands. More recently, the islands' economy has suffered a decline. Visitor numbers have dropped and farming and fishing have contracted. All of these factors have impact on the viability of the islands' community.
53. The Local Plan must be responsive to the specific challenges and issues facing the Isles of Scilly to build on its strengths, realise opportunities and tackle underlying problems to prevent economic and social decline. The ambition is to work proactively with applicants and investors to secure developments that improve the economic and social conditions of the islands whilst protecting and, wherever appropriate, enhancing its outstanding environment. The focus will therefore be on finding solutions to secure development that sustains the islands future.
54. Some of the fundamental issues facing the Isles of Scilly are synonymous with other island communities and cannot be easily addressed through the Local Plan, including costly infrastructure, high transport and freight costs and reduced competition and limited domestic markets that are too small to provide economies of



scale. The following challenges and issues are not ranked in any particular order of priority or importance and will inevitably overlap:

55. **Housing** **Building sufficient decent affordable homes for the community is the single biggest challenge.** To ensure the long term sustainability of the islands, more homes are required to overcome the acute shortages of affordable accommodation available to meet the housing needs of the community and address the marked disparity between house prices and rents compared to average incomes and the high proportion of second and holiday accommodation. The challenge is to build a sufficient amount of decent affordable homes to address this shortage in the context of exorbitant building costs, compared to the mainland UK, within an exceptional environment with limited land and significant infrastructural constraints.
56. **Environment** **Protecting the exceptionally high quality environment and its significant landscape, heritage and nature conservation assets.** The exceptional and outstanding environment establishes the cultural and historic distinctiveness and identity of the islands and underpins its economy particularly through tourism. Future development must be sensitive to the area's significant environmental assets and ensure that the local character, distinctiveness and environmental quality is not compromised and wherever possible enhanced as a consequence of development. Creating a more self-sufficient and resilient community through the achievement of sustainable development will require efforts to minimise environmental impacts, reduce the islands carbon footprint and respond to the increased risk of flooding given the significant threats from coastal erosion and the impacts of a changing climate. Whilst the islands have always been exposed to storms, these are likely to become more frequent and severe - bringing risk of flooding, damage to buildings and livelihoods and pollution of drinking water.
57. **Infrastructure** **Improving the capacity, resilience and sustainability of the islands' infrastructure to address current constraints through new development and investment opportunities, including the Smart Island and similar programmes.** Historically the provision of infrastructure has been disjointed with a legacy of underinvestment. Providing affordable and reliable electricity, drinking water, sewerage treatment and waste management practices for a remote island population within a sensitive environment is expensive and presents considerable practical challenges. For example managing waste is exorbitantly expensive (about five times higher per tonne than the mainland) and the islands have the highest home electricity consumption in the UK (over 6,600 kWh per year) with 21% of households in fuel poverty (14% Cornwall & 10% UK).
58. **Economy** **Attracting sustained investment and enabling a strengthening and diversification of the economy and overcoming the dependence on low-income and, often seasonal, employment.** In accordance with the Islands Future



Strategic Economic Plan and with its emphasis to build on the opportunities of the **Smart Islands** programme and super-fast broadband the growth in research, technology and knowledge based sectors could broaden the economic base of the area and increase employment opportunities that are more skilled and better paid. Additionally, there is need to capitalise on and strengthen the quality and value of tourism given that it will continue to dominate the islands economy, whilst recognising its vulnerability to transportation, climate change and financial shocks. Creating a successful economy will require businesses to become more productive, continually adapting to new challenges, and to develop new opportunities.

59. **Community Facilities** Ensuring the provision of an adequate range of services and facilities to meet the current and future needs for all ages in the community, including education and lifelong learning, integrated care and health, retail and leisure. Fundamental to this challenge, is recognising that a rapidly ageing population will have implications for the types of homes that will need to be provided and the availability and access to social and health care services.
60. **Transport** Supporting better access across the islands, in particular supporting sustainable and active transport solutions, such as by foot, cycle, electric vehicles and enabling people to access amenities such as schools, shops, employment and essential infrastructure through a range of transport options, maximising opportunities for all. New housing, employment and community development opportunities will need to promote active travel within and across island communities, as indicated in the spatial strategy section of the Local Plan. Strategic transport links to the mainland are fundamental to the future sustainability and viability of the islands, although improving such links are largely outside the scope of this Local Plan.



5. The Spatial Planning Vision

61. The spatial planning vision sets out how the Isles of Scilly could develop as a place to meet the future needs of its local residents, businesses and visitors. The overarching principle embedded within the Local Plan is to contribute to the achievement of sustainable development by enabling and supporting new homes, securing more effective and improved infrastructure and services and enabling better paid jobs, whilst protecting and, wherever possible, enhancing the islands exceptional environment. This Local Plan provides an important platform to realise the ambitious vision by establishing a positive framework with the aim of removing current barriers to sustainable growth and investment.
62. Central to the spatial vision of the Local Plan is the opportunity provided by the islands geographically isolated location with a single energy connection with the mainland and relatively self-contained and closed economy. These factors provide an ideal test-bed or 'live laboratory' to enable the islands to become a smart place through the development of innovative systems and technologies that can be replicated elsewhere in the UK and beyond, particularly in relation to energy, water and waste.
63. The **Smart Islands** programme, as part of the Islands Future Strategic Economic Plan, is fundamental to the vision and strategy of the Local Plan given that it will sustainably and affordably tackle some of the Isles of Scilly's main infrastructure and utility issues. Smart Islands also provides a model for how other communities can benefit from a rapid transition from being carbon intensive to having a low carbon footprint. The scientific and technological discoveries resulting from the Smart Islands programme, which is being delivered by various partners, have the potential to translate into new businesses on the islands and specifically meet the following goals:

20%

Reduction in electricity bills by 2020 (40% by 2025)

40%

Energy demand met through renewable generation by 2025



40%

Vehicles being low carbon or electric by 2025

STEM⁵

Skill delivery for young people, Internships, cultural exchange

64. Smart Islands is an exciting opportunity to take a fundamentally different approach to delivering and managing energy, water and waste. The ambitious goals of the Smart Islands programme will be achieved through the introduction of a Smart Grid⁶ that balances energy generation, demand and usage; generating energy from waste, sewerage and a mix of renewable energy sources; combining the treatment of sewerage with energy generation; and unlocking value and savings for the islands' residents and businesses through a locally owned Community Energy Services Company.

The Vision

65. **In 2030: The Isles of Scilly is a highly desirable place where people are able to live well, work productively, move freely between islands and the mainland and benefit from excellent education, leisure, health and social care facilities within a world class environment in harmony with nature. The distinctiveness and exceptional environment and influence of the sea continue to provide a strong sense of community, identity and belonging that remain vital assets for the islands economy and well-being.**
66. **In 2030: Innovative systems and technologies have taken advantage of the islands location and environment and provided the catalyst for achieving exemplar and innovative sustainable development and a model for how other communities around the world can benefit.**
67. **In 2030: The islands communities have access to a range of homes that are more affordable, adaptable and accessible to everyone, including families and older people.**

⁵ STEM: Science, Technology, Engineering and Mathematics

⁶ <https://www.smartenergygb.org/en/smart-future/britains-smart-grid>



68. **In 2030:** The Isles of Scilly is strong, competitive and diverse economy that benefits from inward investment and innovation. Businesses have access to a locally based, highly skilled workforce reflecting high quality learning as well as internships and cultural exchanges through, for example, the Smart Island programme.
69. **In 2030:** The islands infrastructure is a beacon of sustainability to the UK and beyond and provide an affordable, innovative and low carbon model for managing energy, water and waste with considerable benefits to the environment and the quality of life to residents.
70. **In 2030:** Residents, businesses and visitors enjoy more affordable, resilient and reliable transport links to the mainland and between islands throughout the year following improvements to transport services and networks.



Strategic Aims and Objectives

71. The local plan will support development through its policies guided by the strategic aims of:

1

Maintaining an outstanding and world class environment and ensure its distinctive and significant landscape and seascape, heritage and nature conservation assets are protected and valued and, where appropriate, enhanced.

2

Ensure the provision of infrastructure and utilities to create a more sustainable, resilient and self-sufficient Isles of Scilly.

3

Creating a balanced local housing market that provides housing choice and meets the existing and future needs of the community enabling economic prosperity.

4

Creating a more competitive, diverse and resilient economy based on an exceptional and inspirational environment that can adapt to change and challenges and maximise opportunities and underpinned by effective infrastructure and an appropriately skilled workforce.

5

Engendering and supporting a strong, vibrant and healthy island community with an improved quality of life for its residents.

6

Adapting to the effects of climate change on people, wildlife, and places by increasing resilience, matching the vulnerability of land uses to flood risk and managing surface water in the most sustainable way.

7

Minimising carbon dioxide and other greenhouse gases and support measures that contribute to carbon neutrality and mitigate against the effects of climate change.



Aim 1	Objectives
<p>Maintaining an outstanding and world class environment and ensure its distinctive and significant landscape and seascape, heritage and nature conservation assets are protected and valued and, where appropriate, enhanced.</p>	<p>Ensure new development is appropriately located, sited and designed to mitigate any environmental impacts, including the reuse of previously developed land and the more efficient and effective use of all sites and buildings.</p>
	<p>Improve the quality of the environment, including coastal waters, through the provision of better infrastructure.</p>
	<p>Promote the prudent and sustainable use of resources and the minimisation of waste and pollution.</p>
	<p>Protect the distinct identities and characteristics of individual islands and settlements.</p>
Aim 2	Objectives
<p>Ensure the provision of infrastructure and utilities to create a more sustainable, resilient and self-sufficient Isles of Scilly.</p>	<p>Support improvements and secure investments to modernise and improve the islands drinking water, sewerage and waste management operations and infrastructure to ensure that it is affordable and complies with the appropriate legislation and regulations.</p>
	<p>Engender a planned and coordinated approach for securing infrastructure provision as part of and in step with new development and investment opportunities.</p>
	<p>Support clean, innovative and flexible energy technologies (including renewable energy generation, energy storage) and more efficient grid technologies) that move the islands towards a low carbon economy.</p>



Aim 3	Objectives
<p>Creating a balanced local housing market that provides housing choice and meets the existing and future needs of the community enabling economic prosperity.</p>	<p>Provide affordable, decent and well-designed homes to meet the range of needs for current and future generations.</p>
	<p>Support a range of affordable housing types and tenures appropriate to meeting the needs of the existing and changing community, including a more rapidly aging</p>
	<p>Permit open market housing only where it enables the delivery of affordable homes through cross-subsidisation.</p>
Aim 4	Objectives
<p>Create a more competitive, diverse and resilient economy based on an exceptional and inspirational environment that can adapt to change and challenges and maximise opportunities by building on its strengths and underpinned by effective infrastructure and an appropriately available and skilled workforce.</p>	<p>Provide a wider choice of better paid and skilled jobs through the creation of a more competitive and diverse economy.</p>
	<p>Encourage research, innovation and entrepreneurship through enhanced ICT opportunities.</p>
	<p>Provide sustainable growth in tourism in response to changing markets with a focus of improving the quality and value of its product, particularly tourist accommodation, in assets and where it complements the exceptional and outstanding environment.</p>
	<p>Permit new development that supports agriculture and horticulture in recognition of its cultural and economic importance and its essential contribution to sustainably managing the islands outstanding environment.</p>



Aim 5	Objectives
<p>Engender and support a strong, vibrant and healthy island community with an improved quality of life for its residents.</p>	<p>Facilitate growth that improves the sustainability and self-sufficiency of the islands communities through the provision and retention of viable services and facilities that supports its cultural, health and social well-being.</p>
	<p>Support proposals that facilitate modern and integrated health and social care services to meet the requirements of the community.</p>
	<p>Support investment in social, sports, recreational, leisure and cultural services and facilities to meet the requirements of the community.</p>
	<p>Ensure that new development and the built environment is designed to promote healthy living and support an ageing population.</p>
	<p>Support proposals that strengthen or support transportation links on each inhabited island and between the islands and the mainland, including connecting transport systems.</p>
	<p>Support proposals that provide everyone with the opportunity to have access to a wide range of high quality education, learning and training.</p>



Aim 6	Objectives
Adapting to the effects of climate change on people, wildlife, and places by increasing resilience, matching the vulnerability of land uses to flood risk and managing surface water in the most sustainable way.	Promote high quality sustainable building and construction to minimise the risks arising from climate change and ensure new development is designed and located to mitigate and adapt to the effects of climate change and extreme weather conditions including coastal flooding.
	Reduce the causes of climate change by minimising carbon emissions in new development and supporting the transition to a low carbon economy through permitting proposals that promote clean, innovative and flexible energy technologies
	Reduce the environmental and social impacts of transport by reducing the need to travel by petrol and diesel car through the siting and design of new developments and encourage sustainable travel options, including the use of car sharing and electrical vehicles (40% of vehicles being low carbon or electric by 2025).
Aim 7	Objectives
Minimising carbon dioxide and other greenhouse gases and support measures that contribute to carbon neutrality and mitigate against the effects of climate change.	Ensure the sustainable use of natural resources and the full benefits of eco systems are understood and harnessed.
	To mitigate against the inevitable local impacts of climate change to ensure the environment, its community and businesses are conserved for future generations and help sustain the islands into the future.



6. The Spatial Strategy

72. **The spatial strategy sets out the planning framework that underpins the Local Plan to achieve its vision, aims and objectives and secure sustainable development to meet the existing and future needs of the islands. Given the exceptional quality of the environment, development will be expected to make a positive contribution towards the social, economic and environmental sustainability of the Isles of Scilly. Development will therefore be directed to locations and appropriately designed to protect the most valued assets and resources.**
73. The spatial strategy for the Isles of Scilly provides a framework to deliver development that is necessary to meet its future needs; it takes account of area characteristics and issues and how these can be managed to achieve the **Vision** for the islands. To address the sustainability and viability issues facing the islands, it is evident that new development is required to meet the existing and changing needs of the area's population, particularly more affordable homes. In addition, new development is also required to create a more prosperous and resilient economy and improve the reliability, sustainability and resilience of the islands infrastructure, particularly in relation to energy, drinking water, sewerage and waste management. Supporting appropriately located, designed and scaled development to meet its economic and social needs will ensure that the exceptional quality of the islands environment and tranquillity is not compromised or undermined.
74. Fundamental to the future sustainability of the islands is the need to build more homes to address the acute housing problems. Based on the 2016 Strategic Market Housing Assessment (SHMA), the Local Plan identifies a requirement for 105 affordable homes that will need to be delivered over the next 15 years. To ensure that these much-needed affordable dwellings are built, it is recognised that open market homes will also be required to financially subsidise and enable their provision. As the costs of delivering affordable dwellings will vary due to the particular circumstances of a site and the details of the development being proposed, the number of open market homes required during the plan period is not prescribed and will be determined through viability assessments on a case by case basis. No open market housing will be permitted just to meet any demand for such homes.
75. To ensure an appropriate amount of land is available to ensure the delivery of much needed affordable homes, the Local Plan identifies a range of sites on St Mary's within its two current settlements of Hugh Town and Old Town in the interests of sustainability. The Local Plan also provides some flexibility as new homes will also



be allowed on sites not specifically identified (windfall sites) where they are well related to existing settlements, including those on the off islands. Windfall housing developments will count towards achieving affordable homes over the plan period. Windfall sites will only be permitted where these make a contribution to delivering affordable housing and will include self or custom-build homes.

76. In addition to allowing new homes, the Local Plan also supports new economic development with the aim of creating a stronger and more resilient economy with the availability of quality well-paid jobs and good training opportunities. To achieve this aim, the Local Plan provides a flexible and responsive approach to encourage business expansion and inward investment. Enabling an appropriate and sufficient supply of suitable business and employment sites and premises is fundamental to improving the economic prosperity of the islands. No specific sites have been identified for new business or employment development in the Local Plan, instead it sets out a policy framework to support appropriate proposals that improves the economic prosperity of the islands.
77. Allied to new homes and economic growth, is the fundamental requirement to improve and modernise the islands infrastructure. As the cost of providing basic infrastructural services rises and as the impacts of climate change increase, the islands should look at becoming as self-sufficient and resilient as possible and create a more viable and sustainable future for the islands.
78. The **spatial strategy** for the islands is set out below:
1. **Protect the integrity of the distinctive and exceptional environment** including landscape character, cultural and historical heritage and nature conservation interests of the islands.
 2. **Support new development that reinforces the sustainability and viability of the Isles of Scilly** and meets the economic and social needs of the off island communities.
 3. By 2030 **build at 105 affordable homes** cross-subsidised by open market dwellings.
 4. **Concentrate new homes in the settlements of Hugh Town and Old Town** as the most sustainable locations on St Mary's with the aim of supporting existing and new facilities and services, improving infrastructure and reducing unnecessary vehicle movements.
 5. **Support new development that creates a more competitive, diverse and resilient economy** that can adapt to change and challenges.
 6. **Support new development to enable the implementation of Smart Island principles** by ensuring that appropriate sites are available



for the proposed infrastructure and associated development, including a new power/ sewerage plant and innovative, flexible and clean energy technologies.

- 7. Support development that secures improvements to the islands infrastructure and utilities** and ensure a coordinated approach for the provision of infrastructure as part of and in step with planned sustainable growth.
 - 8. Support new tourist accommodation and facilities of an appropriate design and scale** where they respond to changing markets and enhance the quality and diversity of the local tourism product and offer.
 - 9. Support sustainable travel options and reduce the environmental and social impacts of climate change and transport** by reducing the need to travel by petrol and diesel vehicles through the siting and design of new developments and encourage sustainable travel options, including walking, cycling and the use of electrical vehicles.
79. In addition to the above, support will be given to initiatives that improve the reliability and resilience of the strategic transport connectivity by ensuring the operational effectiveness of St Mary's Quay, St Mary's Airport and Tresco Heliport. Given the location of the Isles of Scilly, an efficient, reliable, year-round transport service connecting to the mainland is paramount, as it provides the lifeline for businesses, visitors and residents. Strategic transport links are, however, largely outside the scope of this Local Plan. Additionally and given the size of the Isles of Scilly, there is a limit to the amount of public funds that can realistically be spent on improving the transport infrastructure.
80. Recent improvements to St Mary's Quay and Airport as well as Lands' End Airport, particularly the runways and the installation of GPS landing systems, will all help facilitate a more reliable and effective year round transport service. Should the proposal for a new heliport in Penzance reach fruition, then an additional communication route will be re-established with a helicopter service.



Chapter 1: Promoting a Sustainable Scilly

Issues	Housing Environment Infrastructure Economy Community Facilities
Aims	<ol style="list-style-type: none">1. Maintaining an outstanding and world class environment and ensure its distinctive and significant seascape and landscape, heritage and nature conservation assets are protected and valued and, where appropriate, enhanced.2. Ensure the provision of infrastructure and utilities to create a more sustainable, resilient and self-sufficient Isles of Scilly.3. Creating a balanced local housing market that provides housing choice and meets the existing and future needs of the community enabling economic prosperity.5. Engendering and supporting a strong, vibrant and healthy island community with an improved quality of life for its residents.6. Adapting to the effects of climate change on people, wildlife, and places by increasing resilience, matching the vulnerability of land uses to flood risk and managing surface water in the most sustainable way.7. Minimising carbon dioxide and other greenhouse gases and support measures that contribute to carbon neutrality and mitigate against the effects of climate change.

Development Management Policies to support Sustainable Growth

81. **Promoting a ‘Sustainable Scilly’ has to underpin all development that takes place in these islands. The objectives set out in the Local Plan are designed to work together to ensure that development is able to deliver the principle aim of the planning system, which is to enable sustainable places.**
82. When considering all development proposals there will be a presumption in favour of sustainable development to reflect the National Planning Policy Framework. To



achieve this purpose, the Local Planning Authority will proactively work with applicants and the islands businesses and community to find solutions to enable proposals to be approved, wherever possible, in accordance with the Local Plan, unless material considerations indicate otherwise. This pro-active approach will ensure that any development improves the social and economic well-being of the islands where appropriate and relevant, whilst protecting or enhancing the environment.

83. While this plan supports development that meets the social and economic objectives of the islands' community and businesses, it must also ensure that this objective is not at the expense of the island's outstanding environment, and therefore must meet the policies set out in Chapter 2 of this Local Plan. This Local Plan, as a whole, has an overarching commitment to protect the environment as part of the wider task of balancing economic, social and environmental objectives.
84. In order to achieve sustainable development and ensure the most efficient use of land and to protect the environment, development should be directed towards brownfield sites wherever possible. Due to the limited amount of brownfield sites, some Greenfield land will be required to meet the social and economic requirements of the islands, particularly for much needed new homes.

POLICY SS1 Principles of Sustainable Development

Development will be permitted where it meets the economic and social needs of the Isles of Scilly in a manner that does not compromise the ability of future generations to meet their own needs and to enjoy islands outstanding environment. Development will be required to make a positive contribution towards the social, economic and environmental sustainability of the Isles of Scilly, while minimising its environmental footprint and taking into consideration climate change and associated risks by:

- a) locating, designing and constructing development where it makes a positive contribution to reducing the islands carbon footprint;
- b) conserving and enhancing the natural, built and historic environment;
- c) integrating walking, cycling and electric vehicles as part of any new development where appropriate;
- d) promoting the potential contribution from natural capital⁷ and ecosystem services⁸;
- e) locating and designing development to adapt to climate change and minimise flood risk by avoiding the development of land for vulnerable uses where it is or will be at risk from coastal erosion and /or flooding; and
- f) protecting the best and most versatile agricultural land.

Justification and Compliance

⁷ Natural capital can be defined as the world's stocks of natural assets which include geology, soil, air, water and all living things.

⁸ Ecosystem services are the benefits provided by ecosystems that contribute to making human life both possible and worth living and include provisioning, regulating, supporting and cultural benefits of natural environmental processes.



Policy SSI Principles of Sustainable Development		
Justification	Spatial Strategy	1, 3, 5, 7, 9.
	Aims:	1, 2, 6, 7
	Paragraphs:	55, 56, 150, 151, 152, 155
Compliance with NPPF	No of applications approved contrary to the requirements of this policy	
Monitoring Indicator:	100% of applications approved in accordance with this policy	
Target:	Increasing trend of appeals lost contrary to this policy	
Trigger for Review		
Supports Economic Growth	Supports a full Range of Housing needs:	Conserves the Natural and Historic Environment:
n/a	n/a	yes
Key Evidence Base	(GS08 and GS09) Local Plan Scoping Report Consultation Documents (2015)	
	(I02) Infrastructure Plan: Part of the strategic Plan for the Isles of Scilly (2014)	
	A sustainable energy strategy for the Isles of Scilly (2007)	
	UK Sustainable Development Strategy: Securing the Future (2005)	
	National Planning Policy Framework 2012	
Alternative options considered:	None	
What the Community have told us:	<p><i>"Living in Scilly has many benefits and amongst them are the tranquillity, the sense of belonging to a community with the potential for sustainable living and sharing a love for the islands with visitors in a special and unique natural environment".</i></p> <p><i>"The outstanding quality of the natural environment and its importance to the economy needs to be more strongly set out. To be sustainable, the plan needs to consider and balance the economic, social and environmental strands that support sustainable development principles".</i></p>	

85. **Climate Change** The importance of climate change is echoed in the NPPF, which requires local planning authorities to adopt positive strategies towards dealing with climate change. The NPPF identifies a number of factors which need to be considered over the longer term. For the Isles of Scilly this means a particular focus on securing sustainable energy and drinking water supplies, improved waste water treatment and avoiding areas at risk of flooding, as part of adapting to the effects of climate change. In terms of mitigation then this is improving coastal defences, protecting water resources, protecting the best and most versatile agricultural land.
86. **Zero and Low Carbon Development** The Climate Change Act 2008 has put in place legally binding targets for the UK to achieve an 80% reduction in greenhouse gas emissions by 2050⁹ and 34% by 2020 against 1990 baseline levels.
87. The Local Plan can make a major contribution to achieving these targets locally as well as mitigating and adapting to climate change by shaping new and existing development and supporting the implementation of the Smart Island programme as well as future sustainability projects. To support the islands' resilience to a changing climate and to tackle climate change locally, the Council is committed to ensuring that all new developments have a lower carbon impact as practically possible.

⁹ 2008 Climate Change Act: <https://www.theccc.org.uk/tackling-climate-change/the-legal-landscape/global-action-on-climate-change/>



88. It is recognised that the Building Regulations are the primary means of ensuring energy efficiency in buildings, through its control over construction. In 2006 the Government indicated its intention to use Building Regulations as a tool to deliver zero carbon housing by 2016 and non-domestic buildings by 2019, but scrapped as a requirement in 2016. The planning system does, however, have a role in promoting zero and low carbon development through good design practices. Although the Local Plan is not proposing to apply an additional sustainability standard, support will be given to proposals that exceed current Building Regulations. Since 2007 the Isles of Scilly Design Guide, Supplementary Planning Document (SPD), has promoted sustainable design.
89. **Sustainable Design** The detailed design of buildings and use of materials provided many local areas with character and identity. The Council will seek to maintain and strengthen the character and identity of each island and the distinctiveness of areas within them by ensuring that development is undertaken using natural, sustainable materials and styles that complement those found in the local area and avoid proliferating the use of unacceptable or unsustainable materials.
90. Much of the identity of an area is derived from a combination of distinctive local building types, materials, layouts, the relationship between buildings and making use of natural features. The pattern of development varies across the 5 inhabited islands. On St Mary's there will often be a discernible pattern of development with either a historic core and obvious later modern developments with a particular style. New development should complement distinctive local features and patterns with regard given to orientation and character of the immediate area. The Isles of Scilly Design Guide, supplements **Policy SS2**, as this sets out the detailed design characteristics of the islands.
91. All new buildings should be carefully designed to respect and enhance their surroundings. Buildings that are out of scale can detract from the character and amenity of an area. The scale, including height and massing (the combined effect of its footprint, volume and shape) of a building determines its impact on views, skylines and its relationship with surrounding buildings and spaces, as well as on neighbouring and wider amenity.
92. New buildings should be of a similar scale to other buildings in the surrounding area, unless they are necessary to reflect a development's function or to create a landmark in an appropriate location. In such cases larger scale buildings may be appropriate provided that important views and vistas are retained from the public realm especially that of landmark features.
93. Developments are generally more attractive if they have a degree of visual interest. The range of styles and materials used should be limited to avoid a disjointed appearance. Visual interest can be provided through detailing, provided this does not



detract from the character of an area. Original and innovative designs can be used to help raise the standard of design in an area although it is important that such designs do not detract from the visual unity of areas that already have a successful and compatible mix of styles and materials.

94. Given the high environmental quality and finite amount of land, the efficient use of land will be supported where development is appropriately designed and in sustainable locations.
95. Extensions or alterations can have a cumulative impact on the character of the area and can overwhelm an existing building to the extent that its original character and/or symmetry is significantly eroded. Proposals should therefore be subsidiary to the original building and not of a dominant scale and take into account the wider impacts upon the environment. **Policy LC9** in Chapter 3 should be applied specifically to domestic extensions.

POLICY SS2 Sustainable Quality Design and Place-Making

The design of new development will be required to contribute to the creation of high quality, distinctive, functional and sustainable places. In determining whether the design is acceptable account will be taken of the following circumstances:

1. BUILDINGS will be required to:

- a) Respect and reinforce an area's character and identity in order to maintain locally distinctive communities;
- b) Create a coherently structured, integrated and sustainable built form that clearly defines public and private space;
- c) Respond positively to the existing townscape and landscape features in terms of building layouts, built form, height, mass, scale, building line, plot size, elevational treatment, materials, streetscape and rooflines to effectively integrate any new buildings into their local setting;
- d) Contribute to the resilience of buildings and communities in the face of climate change impacts;
- e) Safeguard the amenity of existing occupiers and creates a high quality environment for future occupiers that addresses issues of privacy, overlooking, overshadowing and/or any overbearing impacts.

2. PLACES AND SPACES will be required to:

- a) create attractive and adaptable places containing high quality, energy efficient, inclusive buildings and spaces that integrate into the existing environment;
- b) create connected places that are accessible and easy to move around with priority to pedestrians and cyclists;
- c) address opportunities for biodiversity by ensuring that local semi-natural features are created and enhanced as integral elements of the design;



- d) includes sensitively designed adverts and signage that are appropriate and sympathetic to their local setting in terms of scale, design and materials; and
- e) incorporate measures to reduce any actual or perceived opportunities for crime or anti-social behaviour and promote safe living environments.

3. GENERAL PRINCIPLES

Development will be permitted where it is of a high quality in terms of design, sustainability and local distinctiveness and therefore:

- a) does not detract from the dominance, or interrupt important public views, of key landmark buildings or features;
- b) makes efficient use of the land whilst respecting the character of the site and surrounding area and neighbouring uses; and
- c) minimises the consumption of resources by encouraging sustainable construction and design by:
 - I. incorporating high standards of energy efficiency and maximising opportunities for the micro-generation of renewable, low carbon and decentralised energy where appropriate;
 - II. incorporating passive design measures for heating and cooling and to provide natural light and ventilation to reduce overall energy demand and improve energy efficiency;
 - III. using natural resources more prudently, including the use of locally sourced, recycled or low carbon materials in construction where they are available and represent a viable option;
 - IV. reducing pressure on water resources and increasing reuse by incorporating effective water management measures, including Sustainable Urban Drainage Systems, green roofs and water conservation, efficiency and rain and grey water harvesting measures; and
 - V. provide appropriate waste and recycling areas appropriate to the scale of development proposed as well as kerbside collection sites in accordance with current collection rounds.

Development will not be permitted if it is considered to be of poor or unsustainable design. Development proposals that involve the construction or conversion of buildings will need to be supported by a statement of Sustainable Design Measures (SDM) as well as a Site Waste Management Plan (SWMP).

Justification and Compliance

Policy SS2 Sustainable Quality Design and Place-making

Justification

Spatial Strategy 1, 3, 5, 7, 9.

Aims: 1, 2, 6, 7

Paragraphs: 55

Compliance with NPPF

Monitoring

Indicator:

No of planning applications approved in compliance with this policy.

Target:

100%

Trigger for review:

More than 40% appeal losses against the application of this policy

Supports Economic Growth

Supports a full Range of Housing needs:

Conserves the Natural and Historic Environment:

n/a

n/a

yes

Key Evidence Base

National Planning Policy Framework 2012
(GS07) Isles of Scilly Design Guide SPD 2007

Alternative options considered:

None



What the Community have already told us:

"In terms of design, empathy with the environment, supporting sustainability of community..."

"The plan needs to identify and prepare for the evolving technologies – design and efficiencies of renewable energy technology (generation and storage) will change, the plan must ensure that it does not close the door on any technology (including wind)".

"The second principle of the plan document in tackling climate change needs to protect or enhance existing biodiversity by shaping the size, location, density, and design of settlements to avoid protected wildlife/sites and important habitats or species".

96. The Agricultural Buildings of Scilly project sought to identify all existing agricultural buildings on the islands. Many of these buildings still remain and it is vital that any re-use of these buildings, as well as other non-agricultural buildings is sympathetic to the character and scale of the existing structures and surrounding landscape character.
97. To support growth and expansion of the rural economy, existing buildings that are suitable for conversion should be used for small scale business uses to help sustain the rural economy without creating the need for new buildings in the countryside. Employment uses will often require only minor alterations to the structure or exterior of the building, thereby maintaining a traditional appearance in the rural scene and, in the case of buildings of historic or architectural merit, its original character.
98. **Policy SS3** allows for the re-use of non-residential buildings as new homes but this needs to be balanced against the importance of retaining buildings which are capable of helping the islands' economy.
99. Conversion to residential use will only be allowed if it is specifically required to meet a permanent or local housing need for staff accommodation and has been demonstrated that commercial uses are not viable. In certain circumstances, residential use may be justified as an appropriate means of preserving a building of particular architectural or historic merit because it is the only means of funding its restoration and retaining its original features. In these circumstances, evidence should be provided which sets out that a commercial proposal would not be appropriate in retaining the building.
100. Buildings constructed of temporary or short-life materials, or which are derelict or in an advanced state of disrepair, are not considered suitable for re-use. The extent of adaptation required to bring them into use is likely to have an impact on the landscape similar to that of a new building. A structural survey of the building to be converted may be necessary. The re-use of buildings with architectural or historic merit will be positively encouraged. The retention of buildings which are not in keeping with their surroundings, or are visually intrusive because of their location, form, bulk or general design, will be discouraged.



101. The aim is to minimise new buildings and protect the character of the existing building by maintaining its original structure, built form, architectural detail, materials and general design. However, where proposals for alternative use require the creation of new ancillary buildings and/ or extensions to that being converted these will be considered on their own merits. Uses ancillary to the new use of the building, such as additional car parking or open storage, must not have an impact on the surrounding landscape, including any extension of the curtilage of the development into the countryside. Account will also be taken of amenity issues such as noise, smell or external illumination.
102. The character of the landscape could be jeopardised if the many small scale agricultural buildings, which are still capable of continued agricultural use, were put to other more lucrative uses, thereby generating the potential demand for new agricultural buildings. It is important not to permit a change of use of an agricultural building if a new building would be required on an agricultural holding to fulfil the function of the building being converted, unless it is no longer suitable for agricultural use.

POLICY SS3 Re-use of Buildings

The re-use of buildings for commercial use will be permitted provided that:

- the building is structurally sound and capable of conversion without substantial rebuilding, extension or alteration;
- the proposal would not result in the requirement for another building to fulfil the function of the building being converted;
- the proposed use is restricted primarily to the building; and
- the development would lead to an enhancement of its immediate setting.

The re-use of buildings for residential use will be permitted provided all the above criteria are met and that:

- the proposal is for a local need or staff accommodation and subject to an appropriate occupancy restrictions in accordance with Policies LC2 and LC4; and
- it is demonstrated that every reasonable attempt has been made to secure commercial use and supported by evidence of marketing; or
- there are no other means of protecting and retaining the building where it is of local traditional architectural or historic merit.

All development proposals should be supported by a structural survey to demonstrate the amount of repair or rebuilding required to convert the building to the use proposed.

Justification and Compliance
Policy SS3 Reuse of Buildings
Justification

Compliance with NPPF
Monitoring **Indicator:**

Trigger for review:

Spatial Strategy: 1, 4, 5, 7, 8, 9.

Aims: 1, 5, 6, 7

Paragraphs: 55

Increase in permissions granted contrary to this policy or appeals allowed contrary to this policy

100% to be in accordance with the requirements of this policy



Target:	Increase in trend for decisions or appeals granted contrary to this policy.	
Supports Economic Growth	Supports a full Range of Housing needs:	Conserves the Natural and Historic Environment:
Yes	n/a	yes
Key Evidence Base	(GS08 and GS09) Local Plan Scoping Report Consultation Documents (2015) (H3) Agricultural Buildings of Scilly (1995 and 1996)	
Alternative options considered	None	
What the Community have already told us:	<i>"More Building: Wherever possible existing buildings should be re-used, followed by brownfield sites".</i> <i>"It is important that the new Plan has Policies to encourage the re-use of redundant farm buildings".</i>	

103. **Retail** Retaining locally accessible shops and services is a primary aspect of a sustainable community. The protection of retail business is therefore recognised both nationally and locally as an important aspect of planning. On St Mary's the main centre of Hugh Town supports a wide range of business activities and is the Islands' primary retail centre. The resident population of St Mary's and the Off-Islanders, who visit St Mary's for its commercial activities, provide year-round support for retail businesses that contribute positively to the commercial mix and viability of Hugh Town. During the main tourism season the demand for retail and ancillary services increases, which is reflected in the emergence of mobile trading vehicles during the summer months, despite some of the town's ground floor retail spaces remaining empty.

Consultation Option 1	
Define a Town Centre	In order to provide some protection to the loss of retail facilities the Local Plan could seek to define a town centre around Hugh Town. Within this boundary it would be appropriate to seek to locate and retain the majority of the islands' retail and ancillary town centre uses and enable the local planning authority to resist the loss of existing ground floor retailing units without requiring any additional or specific justification.
Rationale	The NPPF requires all areas to maintain vital and vibrant towns within each local authority area. There is a need to define the extent of town centres and primary shopping areas (para.23) and set policies that make clear which uses will be permitted in such locations. Recent changes of use have seen a decline in retail offer particularly within Hugh Town. (e.g. Grape Vine, Sports Mode, Bucabbu Bike Hire).
Alternative	The Local Plan does not define areas of retail protection or a town centre and alternatively applies a policy that seeks to protect existing retail or ancillary retail uses unless the loss is sufficiently justified.
Map of possible boundaries in Proposals Map C on page 123	

104. Retail includes shops for food and groceries, convenience stores, chemists or pharmacies, newsagents and clothes shops. Ancillary retail uses are all the other types of businesses that are situated within a town centre that do not fall within the precise A1 use class¹⁰ of retail. Ancillary retail uses are usually or expected to be located within a town and can include banks, cafes, restaurants, public houses, hair

¹⁰ The Use Classes are set out in the Town and Country Planning (Use Classes) Order 1987 (As Amended) (Last Amended By The TCPA (Use Classes) (Amendment) (England) Order May 2017



dressers and gift shops and creates a cross-over into evening uses that are important to the local economy, particularly tourism. The loss of retail and ancillary retail uses can have a negative impact upon the vibrancy and vitality of a town centre, which in turn can impact upon the tourism industry as well as the ability of businesses to operate on a year-round basis as local residents find alternative ways of shopping. The increase in the reliability of internet shopping will continue to have an impact upon shopping habits. Given the remoteness from the mainland and nature of the community on the islands, however, it is vital that policies are created that seek to resist the unnecessary loss of retail or ancillary retail uses within the Isles of Scilly.

105. **Mobile Trading** Mobile trading occurs within Hugh Town and although this does not always require planning consent, an agreement with the land owner is needed. A Street Trading Licence will also be required from the Council's Licencing Department. If the sale of goods is on a fixed site, regardless of whether the vehicle is mobile, then a Fixed Trading Licence would be required from the Council's Licencing Department and planning permission would be needed. Fixed traders must not give rise to amenity issues through, for example, noise or smells and ensure pedestrian and highway safety is maintained when trading is in operation, in accordance with **Policy SS4**.
106. **Safeguarding Community Facilities** National policy states that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. This chimes with the Council's 2015 Corporate Plan for enhancing the quality of life on Scilly by enabling healthy lifestyles, independent living and access to good quality healthcare.
107. The NPPF requires Local Planning Authorities to work with other authorities and providers to assess the quality and capacity of infrastructure for social care to ensure local strategies to improve health and social and cultural wellbeing are addressed through the planning process. Government policies also encourage care in the community to help people remain in their home and independent within the community.
108. An isolated island community requires the availability of community services and facilities to support social sustainability. To address this issue and reflect Government guidance, support will be given for new community facilities or for the change of use of buildings to facilitate such uses. Additionally, the loss of a facility or service that support the islands community will be resisted unless it is adequately demonstrated that it is no longer viable, suitable or needed. Any proposals for the change of use of a community facility or service should provide evidence to demonstrate there is no longer a need for a specific service or facility in the longer term, a suitable replacement service or facility is provided, or there is an existing similar facility accessible to the local community. To demonstrate that the loss is



justifiable, evidence should be provided of attempts to market the property for its current and alternative uses as listed in **Policy SS4** within appropriate publications at an appropriate value, for a minimum period of 12 months.

109. One Public Estate is a Government initiative to encourage publicly funded services to co-locate in order to achieve savings, free-up property for other uses and ensure better customer-focussed delivery of services. Specific to this project is the integration of health and social care, including the Park House residential care home - the building itself is not designed for the future needs of the Islands and has limitations as a residential care home given the increased levels of complexity of need. Based on an options analysis the preferred approach is the replacement of Park House with the construction of a new purpose built integrated health and social care hub and bespoke estate solution with a particular focus on the frail elderly. This project, which will respond to the anticipated increase in the proportion of the over 65 age population, will be one of the first in the UK to integrate social care and NHS services at one site, sharing resources and making significant savings.

POLICY SS4 Protection of Retailing & Community Facilities

In order to retain a vibrant and vital retail offer for the islands' community and to support the tourism industry, development (including the change of use of existing premises) that involves the loss of ground floor retail units, ancillary retail or public houses will only be permitted if it can be demonstrated that the use is no longer, or cannot be made, commercially viable.

All applications that result in the loss of ground floor retail or ancillary retail must be supported by appropriate marketing (for a minimum period of 12 months) and financial viability assessment to support the proposal.

Development for new retailing will be permitted where appropriately scaled and located in accordance with other policies in the Local Plan, and in the case of fixed trading sites in particular, to not give rise to harm to the amenities of the surrounding areas (including noise and smells) and maintains pedestrian and highway safety.

Development involving the loss of a community or cultural facility or service will not be permitted unless it can be clearly demonstrated:

- a) there is no longer a need for the specific service or facility by the community, including over the longer term; and
- b) a need for other permitted uses or other services and facilities has been explored and is not required; or
- c) a replacement service or facility that is accessibly located to the local community of at least equivalent standard is provided; or
- d) in the case of a local commercial service, they cannot be continued and made viable over the longer term.



In respect of c) planning conditions or obligations will be used to ensure that the replacement provision, where this is essentially required, is secured at an appropriate time in relation to the redevelopment of site/building.

Where the case for a change of use is accepted:

- 1. favourable consideration will be give, to ‘A’, ‘D1’ or ‘D2’ uses before;**
- 2. other compatible employment uses (B1a) may be considered , or;**
- 3. it can be demonstrated that the change of use to A, D1, D2 or B1a uses or another community use are not possible, a change of use to housing in accordance with Policy SS3 and Policy LC3 may be permitted.**

Justification and Compliance

Policy SS4 Protection of Retailing & Community Facilities

Justification

Compliance with NPPF

Monitoring **Indicators:**

Target:

Trigger for Review:

Supports Economic Growth

Yes

Key Evidence Base

Alternative options considered

What the Community have already told us:

Spatial Strategy 1, 3, 5, 7, 9.

Aims: 1, 2, 6, 7

Paragraphs: 17 (Core Principle), 23, 26, 28, 69

1. Percentage of primary frontage within Hugh Town as retail (A1)

2. Vacancy rates in Hugh Town.

3. Approved and completed retail outside Hugh Town.

4. Number of changes of use resulting in loss of community facilities.

No loss of community facilities without alternative facility being available or replaced, equivalent to that lost.

Trend of increasing loss of community facility without replacement or alternatives being available

Supports a full Range of Housing needs:

Conserves the Natural and Historic Environment:

n/a

n/a

National Planning Policy Framework 2012

Planning Practice Guidance.

Department of Health, Care in Local Communities, 2013

Not defining a town centre or retail frontage to attach this policy to and applying to any existing retail or ancillary retail use including PH/Restaurants/Cafes etc.

“The competition for renting retail outlets in the centre of Hugh Town against holiday lets is clearly not supportive of the long-term viability of St Mary’s as an attractive visitor destination. Tourists have certain expectations of a holiday destination, with a vibrant town centre featuring cafes and shops being among them. The centre of Hugh Town including the stretch from the quay through Hugh Street to the Strand ought to be protected for retail and food use”.

The provision of community facilities is vital with any future development to encourage social and community interaction. It could, for example at Telegraph enable a third community and perhaps an opportunity for a business/employment (shop).”

110. **Physical Infrastructure** The islands are considered to be carbon intensive with much outdated and inefficient infrastructure and a heavy reliance on imported fossil fuels and electricity to meet the community’s needs. This is in contrast to the opportunities for self-sufficiency presented by the islands’ unique natural environment, as set out in the spatial planning vision of this Local Plan. The **Smart Islands** programme seeks to capitalise on this opportunity to enable an appropriate transition from being carbon intensive to a low carbon community. In order to achieve this transition, it is necessary to improve the islands existing physical infrastructure to create more holistic and modernised systems. These challenges include improving the resilience and reliability of the energy network, securing reliable sources of renewable energy, upgrading the islands’ sewerage, tackling the



cost of waste disposal, improving the supply and quality of drinking water, and reducing fuel poverty. The Smart Islands programme will help meet these challenges through, for example, the provision of energy management systems and affordable and reliable energy, sewage treatment and on-island waste disposal.

111. Given the deficiencies on the islands of some of its infrastructure, new provision or improvements to existing infrastructure may be required to ensure a development is acceptable, particularly in relation to energy usage and generation, drinking water supplies, sewerage (waste water) and waste management. This can take the form of contributions or physical improvements. The type, scale and location and impact of the development will determine the necessary contribution or provision required. Developers will be expected to provide information and, if necessary, negotiate with the Council, or the relevant provider, on the infrastructure necessary to make the proposal acceptable. This will include the timing of provision which should be phased to minimise the impact on existing resources. Planning conditions and/ or agreements will be used to secure contributions or works to ensure that necessary requirements and improvements are provided.
112. The provision of infrastructure should be taken into account when estimating the costs of a scheme and its viability, as well as connecting to or building in the capability to easily connect to any future Smart Island energy grid. In preparing policies on affordable housing, the Council has sought to ensure they do not have an adverse impact on the viability of development taking account of the infrastructure requirements, at the time. Where a proposal has been made unviable by the level of infrastructure required, the Council will work with the developer to address the issue.

POLICY SS5 Physical Infrastructure

Development will be permitted where it is supported by the necessary physical infrastructure to enable its delivery.

Justification and Compliance		
Policy SS5 Infrastructure Improvements		
Justification	Spatial Strategy 1, 3, 5, 7, 9.	
	Aims: 1, 2, 6, 7	
Compliance with NPPF	Paragraph 7, 17 (Core Principle), 21, 31, 32, 41, 97, 106, 153, 156, 157, 162, 181	
Monitoring	Indicator:	Delivery of infrastructure improvements to support growth and development.
	Target:	Infrastructure improvements are delivered prior to major development proposals.
	Trigger for review:	Major or significant developments being approved without necessary infrastructure improvements being undertaken.
Supports Economic Growth	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
Yes	Yes	Yes
Key Evidence Base:	National Planning Policy Framework 2012 Planning Practice Guidance. (I03) Energy Infrastructure Plan 2016 (I02) Infrastructure Plan: Part of the Strategic plan for the Isles of Scilly 2014	



Alternative options considered.
What the Community have
already told us:

None

"it is vital that the islands keep moving forward, providing the infrastructure and conditions for economic growth in new and emerging sectors as well as for our tourism industry and our aspiration to deliver a world class visitor experience".

"The necessary improvements in water abstraction, sewage and waste infrastructure will be an essential major consideration in considering additional development. Given the importance of these and the effect of not improving infrastructure on European sites and the need to ensure that any Plan proposals must be able to demonstrate certainty of no effects on European sites, this is an essential focus for the Plan given the finite resources of the island".

113. **Water and Waste Water** The Council of the Isles of Scilly is the Water Authority for St Mary's and Bryher. The Council is also responsible for managing waste water in Old Town and Hugh Town on St Mary's. The supply of water for St Marys comes from the groundwater abstraction wells at Higher Moor and Lower Moor. There are 5 borehole abstraction wells: Venns, Carrs and Hales at Higher Moor and Rocky Hill and Joneys at Lower Moor. The water supply for St Mary's is supplemented by the desalination plant, located on the east side of the island. Use of the desalination plant during the off-season allows the groundwater levels to re-charge and reduces the risk of saline intrusion. There are three reservoirs on St Mary's all in the form of above or below ground storage tanks. Water extracted from groundwater boreholes or the sea is all treated and distributed via the water pumping station above Higher Moor.
114. There are five water abstraction boreholes on Bryher that supply fresh water. These are all located just to the north east of Great Pool. Two replacement tanks and sampling facilities have been installed on Bryher to improve the water facilities on the island.
115. Tresco Estate supplies drinking water via a whole-island distribution system that includes appropriate blending and treatment. The Estate also manages waste water on Tresco and has a whole-island sewerage system with a screening plant. It also operates strict exclusion zones around its boreholes to mitigate the risk of any contamination of the water supply.
116. On St Agnes and St Martins water is provided through a combination of the Duchy of Cornwall and private boreholes with waste water disposed of through private treatment plants, mostly in the form of septic tanks. Water supply on St Agnes is sourced from Big Pool SSSI in the north west corner of the island, protected from the north and west by sea defences. St Agnes depends on the aquifer for its fresh water supplies via borehole abstraction. The water supplies on St Martins are drawn from private boreholes, supplemented with rainwater collection tanks. Borehole water supplies on both St Agnes and St Martin's are vulnerable to pollution from agricultural chemicals and septic tank seepage.



117. The water environment of the islands is important for a number of reasons, not least its ecological value and as a source of drinking water for the islands' residents and visitors. Promoting more efficient use of water will be essential to help balance the needs of the community and the environment. **Policy SS6** uses the proposed higher Building Regulations requirement for housing and BREEAM^[1] to secure increased water efficiency such as, for example, rain water harvesting and grey water recycling. Alternative approaches to securing the equivalent level of water efficiency sought through criteria d) and e) of **Policy SS6** will be considered where supported by appropriate evidence.
118. As waste water can be harmful to both the environment and human health, it is necessary to ensure that sewerage disposal is appropriately managed. Groundwater on the Isles of Scilly is vulnerable to contamination. The soils are shallow and groundwater flows through the fractured granite aquifers with elevated nitrate and bacteria levels. Regulations require landowners to obtain a permit from the Environment Agency to discharge sewage effluent close to boreholes and wells that provide a drinking water supply.
119. Any development proposal must ensure that there is adequate infrastructure available or provided and must not lead to a deterioration in water quality and water resource. Foul drainage is a particularly important consideration as this falls under Environmental Permitting Regulations requirements. Applications will need to consider the effect on designated marine and terrestrial areas as well as the proximity to bore holes and fragile groundwater reserves. With the exception of Tresco, the off-islands have limited capacity for the disposal of foul drainage because of the reliance on septic tank systems, some of which are in close proximity to private drinking water boreholes; a situation that elevates the risk of cross-contamination. The amount of land on the off-islands that is considered suitable and safe for the siting of septic tank drainage fields is also limited.
120. **Policy SS6** protects the environment and public health by requiring connections to existing networks that are fit for purpose and with the appropriate capacity where available, or increasing capacity of existing networks. As a last resort, proposals must provide a new private package treatment system appropriate to the scale of development proposed. The installation of new sewage treatment packages should obtain the necessary permit from the Environment Agency, in accordance with the General Binding Rules^[2].

^[1] BREEAM: <http://www.breeam.com/> is the Building Research Establishment Environmental Assessment Method is an assessment process that evaluate the procurement, design, construction and operation of development against targets that are based on performance benchmarks.

^[2] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/397173/ssd-general-binding-rules.pdf



121. There are legal requirements through the Water Framework Directive^[3] to give full consideration to the quality and quantity of ground and surface water bodies in order to aim to achieve ‘good’ status or ‘good ecological potential’ in all water bodies by 2027. The Council has a role in supporting the delivery of these objectives. It is essential that development does not cause deterioration in the status of water bodies.

POLICY SS6 Water and Waste Water Management

Development that requires new connections to mains or private water supplies will be permitted provided that:

- it does not result in the deterioration of and, where possible, assists in improving water quality and be planned to support the attainment of the requirements of the Water Framework Directive;
- it complies with national policy and guidance in relation to flood risk;
- it does not result in a risk to the quality of groundwater and there is no risk to public or private water supplies;
- all new homes (including replacement dwellings) achieve a water consumption standard of no more than 110 litres per person per day; and
- all new non-residential development of 500sqm or more achieve the BREEAM107 ‘excellent’ credit required for water consumption.

Criteria d) – e) need to be satisfied unless it can be demonstrated that it is not financially viable.

If neither a mains nor package treatment plant solution is feasible to deliver the requirements of a new development, then a system incorporating septic tanks may be considered, providing there are no adverse environmental or public health effects from the installation.

Justification and Compliance		
Policy SS6 Water Management		
Justification	Spatial Strategy 1, 3, 5, 7, 9. Aims: 1, 2, 6, 7 Paragraphs: 94, 99, 109	
Compliance with NPPF	Appeals upheld contrary to policy	
Monitoring	Indicator:	None upheld at appeal
	Target:	Increasing trend of appeals upheld contrary to policy.
	Trigger for review:	Supports a full Range of Housing needs: Conserves the Natural and Historic Environment:
Supports Economic Growth	Yes	Yes
Key Evidence Base	(I04) Infrastructure Plan: Part of the Strategic plan for the Isles of Scilly 2014 National Planning Policy Framework 2012 (I03) Energy Infrastructure Plan 2016 (NE13) EA Groundwater Quality Survey 2015/16 None	
Alternative options considered	"Water and waste: probably the most significant issue for the Isles, but not referred to until after the comments on number of dwellings required. The infrastructure needs to be in place before any houses are built".	
What the Community have already told us:	"Surely there should be no more development of housing until the infrastructural problems are sorted out, particularly that of water". "Certainly there must be changes to the water and waste systems, and there are opportunities for changes in energy".	

^[3] <http://jncc.defra.gov.uk/page-1375>



"Water and Sewerage: Would it be possible to reduce the pressure in order to reduce consumption? When considering the very necessary updating of the sewerage systems 'green' systems should be used, not only for environmental reasons but looking towards the future the Government might well make such schemes compulsory resulting in any new work not complying having to be destroyed and replaced".

122. **Flood Risk** The islands are a flooded landscape originally connected to Cornwall until around 10,000 years ago. The rising sea level created the islands of St. Agnes, Annet and the western rocks around 3000 BC. The other modern day islands remained a single island until a period from around 1000 BC onwards. This process of inundation is ongoing and predicated levels of sea level rise vary from 15 to 60cm over the next 75 years. As such the islands are, and will remain, vulnerable to coastal flooding.
123. Development will be permissible where it complies with the NPPF and national guidance, has regard to local evidence and strategies [including the Local Flood Risk Management Strategies (LFRMS) and the Shoreline Management Plans (SMP)] and incorporates appropriate mitigation. The Environment Agency are in the process of mapping the islands in terms of flood risk zones, but this is not expected to be complete until 2018.
124. The LFRMS for the Isles of Scilly was published in 2017¹¹ and, as in previous flood events, states that the primary flood risk for the islands will be from coastal flooding. Coastal flooding occurs when the sea level rises above the level of coastal land. It is exacerbated by tidal movements, ground sea swell, strong winds or other extreme weather conditions as well as low atmospheric pressure and/or heavy rainfall.
125. High spring tides are predictable but weather conditions can create storm surges and ground swell that add to the water levels. Future predictions indicate that the islands can expect an increased level of flood risk due to a combination of rising sea levels (at a rate in the south west that is faster than the rest of the UK), more intense storm activity with storm surge levels, exceeding the current levels along with increased offshore wave heights.
126. The higher frequency and ferocity of storm events will increase the severity and incidence of tidal flooding events and the rates of coastal erosion. Given that it is not viable to continually raise the height of sea defences, the maintenance and strengthening of existing defences, both man-made and natural, will be important to protect property and critical infrastructure. The islands will need to adapt to flooding by developing effective mitigation and recovery measures.
127. Historic flooding events have affected all of the inhabited islands in recent years with certain areas known to be a greater risk than others. Within these areas, the LFRMS

¹¹ <http://www.scilly.gov.uk/sites/default/files/document/planning/Local%20Flood%20Risk%20Management%20Strategy%20FINAL.pdf>



and SMP advocate a range of approaches including taking no active intervention (NAI), holding the line (HTL) and managed realignment (MR). Areas known to be at a higher risk from coastal flooding and erosion are below the 5 metre contour (5 metres above Ordnance Datum, Newlyn) and identified in the proposals maps in chapter 5 (f.). Development proposals in these areas should be avoided where possible or subject to a Flood Risk Assessment (FRA), as required by **Policy SS7** to ensure vulnerable uses are protected and risks mitigated.

128. The submission of a site specific FRA will be required to ensure that development proposals that have to take place in areas at risk of flooding are resilient to those risks. An FRA must demonstrate a knowledge of the flood risks and ensure the physical damage of flooding on homes and businesses is both minimised and recovered quickly (i.e. the time it takes to make the property usable/habitable again). Further policy and guidance on undertaking a Flood Risk Assessment can be found on the Environment Agency website and National Planning Practice Guidance on Flood Risk and Coastal Change.
129. Areas at risk of flooding and vulnerable coastal defences are also set out in the table chapter 5 (d). As of 2017, a £1.4 million Sea Defence Works and Dune Management Project is being prepared by the Council with funding from with ERDF¹² and the Environment Agency. This project is anticipated to take place during the plan period.
130. The Isles of Scilly Climate Change Strategy 2011, indicates that the climate change impacts for the region include likely warmer drier summers, milder wetter winters and rising sea levels. In addition, the area will be subject to more extremes including increases in intense downpours, both in terms of volume and frequency; shorter return periods for high water levels at the coast; storm surge levels being predicted to exceed current levels as well as an increase of around 1m by 2080 of average offshore annual wave heights.
131. Whilst there is no development permitted on the uninhabited islands it is known that sea inundation and coastal erosion continues to impact upon important heritage, including Scheduled Monuments. The Heritage at Risk includes a number of problems as a direct result of coast erosion.
132. Where appropriate, development proposals need to consider adequate and appropriate drainage systems to direct flood waters, without putting other areas at risk as well as the use of permeable surfaces. This requirement could include the identification of appropriate sites for containing those flood waters during storms prior to their release at times of low tide or when the storm event abates. Sustainable

¹² European Regional Development Fund



Drainage Systems (SuDS¹³) will have an important role in the management of rainfall and surface water, particularly in low-lying or flood-prone areas, as well as helping to improve water quality.

POLICY SS7 Flood Avoidance

Development proposals to build below the 5 metre contour (5 metres above Ordnance Datum, Newlyn) or in other areas shown to be at risk of flooding or coastal erosion, as set out in the proposals maps, will not be permitted unless a suitable and proportionate Flood Risk Assessment (FRA) demonstrates how the flood risk will be managed and that:

- the development, taking climate change into account, does not create a flood risk over its lifetime to existing or proposed properties and/or surrounding land;
- appropriate acceptable mitigation and recovery measures can be undertaken to ensure no significant adverse impact on human health or the natural and built environment as well as cultural heritage; and
- if there is any doubt the precautionary principle¹⁴ will apply.

All major developments, regardless of location, should also be accompanied by a Flood Risk Assessment and appropriate sustainable drainage system.

Justification and Compliance		
Policy SS7 Flooding Avoidance	Spatial Strategy 1, 3, 5, 7, 9.	
Justification	Aims: 1, 2, 6, 7	
Compliance with NPPF	Paragraph 17 (Core Principle), 94, 99, 100, 159	
Monitoring	Indicator:	Appeals upheld contrary to policy
	Target:	None upheld at appeal
	Trigger for review:	Increasing trend of appeals upheld contrary to policy
Supports Economic Growth	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
n/a	n/a	Yes
Key Evidence Base	National Planning Policy Framework, 2012	
	National Planning Practice Guidance: Flood Risk and Coastal Change, 2014	
	(NE01) Climate Change Strategy 2011	
	(I02) Infrastructure Plan: Part of the Strategic plan for the Isles of Scilly 2014	
	(F03) Cornwall and Isles of Scilly Shoreline Management Plan 2 - Isles of Scilly Mid Term Review Appendix A	
	(F04) Local Flood Risk Management Strategy 2017	
	(NE13) EA Groundwater Quality Survey 2015/16	
Alternative options considered	None	
What the Community have already told us:	<p>"We consider that your Authority will need to update the evidence base on flood risk to have a better understanding of how this will affect the Islands over the Plan period. Without this update it will be difficult to demonstrate how the objectives and vision of the Plan could be achieved, with the consequence that the Plan could be considered unsound".</p> <p>"the SMP2 Review, the 2011 water resources report including flood defences and the Environment Agency datasets including the State of the Nation flood risk assessment provide a good, but high level,</p>	

¹³ Sustainable urban drainage systems (SUDS) can be used in all types of development to provide a natural approach to managing drainage, prevent water pollution and flooding and can create or enhance green spaces and habitat for wildlife.

¹⁴ Precautionary Principle is risk assessment and avoidance



overview of the FCERM risks the islands face and the recommended current and future actions to mitigate for these risks. Therefore, at the very least the Local Plan should make reference to these recommendations and associated action plans in the preparation of this Plan”.

133. **Renewable Energy** The electricity distribution network operator (DNO) is Western Power Distribution (WPD). As established in the Energy Infrastructure Plan (EIP) 2016, energy on the islands is completely imported, save a small amount of PV. The two major energy demands are for electricity and petroleum products. The level of import and especially the isolated nature of the islands results in an energy supply vulnerable to interruption, though historically this has been classified as ‘reliable’ when considering Ofgem¹⁵ targets.
134. The Western Power Distribution 33 kilovolt (kv) electricity subsea cable, installed in 1988 with a capacity of 7.5 MW, became damaged in March 2017 and was unable to supply the islands with electricity. Whilst the provision of energy for islanders was maintained, this was provided by generation at the islands’ 5.7MW diesel power station on St Mary’s.
135. In addition to the diesel power station on St Mary’s, there are two satellite power stations on Bryher and St Agnes, each with twin 180kW diesel generators (enough for current average demand). St Mary’s, Tresco and St Martins are on a loop of power distribution cables, allowing supply to be back-fed if there is an issue with the supply cables. Bryher and St Agnes are on spurs from this loop, and the lack of opportunity to back feed has required two local back up power stations.
136. The major issues with the current electricity supply is the requirement to replace the sub-sea cable from the mainland and the back-up power station on St Mary’s. These are likely to be delivered and funded by Western Power Distribution as part of the standard investment programme.
137. The initial costs of replacement of the sub-sea cable have been identified in the 2014 Island Futures Infrastructure Plan as being around £25 million. Renewable energy generation will be critical in improving the resilience and reliability of the electricity supply on the islands. The Government has set a UK target to deliver 15% of the UK’s energy consumption from renewable sources by 2020, and also has an ambition that by 2020 12% of heating should come from renewable sources. More specifically the Smart Island programme establishes a target that seeks to achieve a 40% reduction in energy bills for residents by 2025 and 40% of island energy demands met through renewable generation by 2025.

¹⁵ OFGEM: <https://www.ofgem.gov.uk/> Are the Office of Gas and Electricity Markets. With a principal objective to protect the interests of existing and future electricity and gas consumers.



138. **Policy SS8** is designed to promote renewable and low carbon energy schemes, whilst ensuring that adverse effects are satisfactorily addressed, including any cumulative landscape and visual impacts. Community-led initiatives, in appropriate locations, are also encouraged for renewable and low carbon energy schemes.

POLICY SS8 Renewable Energy Developments

Development proposals for renewable energy that assist in contributing towards the implementation of the Smart Islands programme, reducing greenhouse gas emissions and moving towards a carbon neutral island environment, will be supported where:

- a) they contribute towards meeting domestic, community or business energy needs within the islands;
- b) they do not compromise the natural beauty, wildlife, landscape, seascape, cultural heritage or historic environment of the islands including any cumulative and inter-visibility impacts;
- c) they do not adversely affect habitat quality or the maintenance of wildlife populations such as sea birds;
- d) provide environmental enhancement or community benefits wherever possible;
- e) they would not have a significant adverse effect on the amenity of local residents, in terms of noise, dust, odour, reflected light, traffic or visual intrusion; and
- f) there would be no significant adverse effects on airport radar, air traffic control and telecommunications systems.

In determining planning applications for renewable energy generation, significant weight will be given to the achievement of wider environmental and economic benefits.

Proposals should include details of associated developments, including ancillary buildings and transmissions lines which should be located below ground where possible in order to reduce the visual impact. Where appropriate planning permissions will be subject to conditions to require the implementation of a satisfactory restoration scheme following decommissioning of the equipment and apparatus.

Justification and Compliance

POLICY SS8 Renewable Energy Developments

Justification	Spatial Strategy	1, 3, 5, 7, 9.
	Aims:	1, 2, 6, 7
Compliance with NPPF		Paragraph 17 (core principle), 93, 95, 97, 99
Monitoring:	Indicator:	Renewable energy capacity of approved and completed schemes
	Target:	Increasing trend above baseline figure (if data available).
	Trigger for review:	Declining Trend
Supports Economic Growth		Supports a full Range of Housing needs
Yes		Conserves the Natural and Historic Environment
Key Evidence Base		Yes
		National Planning Policy Framework 2012
		(I01) Energy Infrastructure Plan 2016
Alternative options considered		None
What the Community have already told us:		<p>"Renewable energy should be actively encouraged, however there would be specific considerations to take into account such as the issue of shadow flicker produced by wind turbines".</p> <p>"I don't think the plan should write-off, at this stage, any suggestions in terms of renewable energy sources. The islands are special, but not as</p>



to prohibit anything as long as it's done in a way that is environmentally friendly".

139. **Transport** To encourage sustainable modes of transport and minimising unnecessary car travel, the location, design and layout of development will need to encourage walking and cycling as well as minimising the amount of off-street car parking. All routes and access points must be safe and functional for all users including those with mobility or sensory difficulties. All of these issues can be achieved through good design and the control of the scale and/ or type, location and layout of new development.

POLICY SS9 Managing Movement

Development that has the potential to generate vehicular movements and car parking will be permitted provided that:

- provision is made to support and promote the use of sustainable transport such as walking, cycling and electric vehicles where appropriate;
- it does not have an adverse impact on the function, safety and character of the local highway network; and
- appropriate level of off-street cycle and car parking and electric vehicle charging is provided taking into account the scale and type of development and the accessibility of the location to facilities and services.

Developments that generate significant amounts of movement would need to be supported by a Transport Assessment and Travel Plan.

Justification and Compliance

Policy SS9 Managing Movement

Justification

Spatial Strategy: 1, 3, 5, 7, 9.

Aims: 1, 2, 6, 7

Paragraph 17 (core principle), 29, 30, 32, 35, 35

Compliance with NPPF

Monitoring

Indicator:

No of applications approved in accordance with this policy

Target:

All applications that generate movement be in accordance with this policy

Trigger for review:

Declining Trend of appeals against this policy.

Supports Economic Growth

Supports a full Range of Housing needs

Conserves the Natural and Historic Environment

Yes

yes

Yes

Key Evidence Base

National Planning Policy Framework 2012

The Isles of Scilly Strategic Transport Framework 2007

Alternative options considered

None

What the Community have already told us:

"It is important that new housing suitable for families and older people should be sited near existing services and facilities in order to reduce reliance on transport".

"We completely agree that development should be restricted to the main centres of Hugh Town and Old Town where the majority of the population lives and where shops, services and facilities are located. Although this would reduce reliance on motorised transport, we and many visitors are concerned at the continual increase in traffic on the country roads. If rural areas are built up, we will see even more traffic to and from town which is contrary to protecting the environment and tourism".

"I definitely like the idea that this could reduce the need for motorised transport but I'm not sure this would happen in reality. I would argue that motorised transport is barely required on a small island and yet most people have a car".



	<p>"There are lots of cars and pavements are very difficult if you are in a wheelchair or pushing a pushchair".</p> <p><i>"Parking & Traffic: the number of cars has increased on St Mary's and the number parking spaces has decreased, so, people are much more liable to be tempted to parking in unsuitable places in sheer desperation and frustration, or else drive round and round looking for a spot, so increasing the traffic flow".</i></p> <p><i>"Too many cars – encourage walking and cycling".</i></p> <p><i>"I don't like the number of cars on the roads"</i></p> <p><i>"The number and speed of cars over here I find deeply troubling and ever increasing"</i></p> <p><i>"Furthermore, development appears piecemeal across the islands despite there being two clear areas of housing that development could be focussed on: Hugh Town and Old Town. Building outside of these areas perpetuates the reliance of large numbers of people on cars for transport"</i></p>
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140. **Travel and Transport** The development of an affordable, efficient and reliable integrated transport system is essential to meet the long-term social and economic needs of the islands. Transport to and between the islands relies solely on private transport for the movement of people. Tourism, commerce and industry are also dependent on the transportation of goods and people by sea and air. The nature of scattered island settlement patterns makes access to key services such as education and healthcare difficult to achieve locally. As such, it essential that the islands transport infrastructure in relation to air, sea and land is protected and improved wherever possible.

POLICY SS10 Travel and Transport

The Council is committed to supporting and safeguarding the islands air and sea services and associated infrastructure, to and from the mainland and between each island. Development proposals that prejudice the present or future operation of transport routes including fixed link approach routes and services will not be permitted.

Justification and Compliance		
Policy SS10 To and Inter-Island Transport		
Justification		
Spatial Strategy 1, 3, 5, 7, 9.		
Aims: 1, 2, 6, 7		
Paragraph 17 (core principle), 29, 30, 32, 35, 35		
No of applications approved in accordance with this policy		
Compliance with NPPF	Indicator:	
Monitoring	Target:	
	All applications that generate movement be in accordance with this policy	
	Trigger for review:	
	Declining Trend of appeals against this policy.	
Supports Economic Growth	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
Yes	yes	Yes
Key Evidence Base	National Planning Policy Framework 2012	
	The Isles of Scilly Strategic Transport Framework 2007	
Alternative options considered	None	
What the Community have already told us:	<p><i>There are specific problems with the way transport is organised which cannot be changed simply because a private company refuses to co-operate with this community's needs and wishes. We believe the Council has the right to insist on transport company's fulfilling a duty to serve this community in the way they wish to be served. Scilly will not be able to make progress on beneficial change in the future unless all</i></p>	



companies active in Scilly open up their operations to scrutiny and public accountability.

More reliable all-year-round transport facilities.

Transportation: The air link is unreliable and punctuality does not appear to be of a concern. Mainland transportation operators work to timetables. This is something Scilly needs to learn and despite many claims that this is to change, presently the integration of services is dismal.

“the capacity of existing and potential transport infrastructure to support the sustainable movement of waste, and products arising from resource recovery, seeking when practicable and beneficial to use modes other than road transport...”



Chapter 2: Our Outstanding Environment

Issues Environment | Economy

Aims

1. Maintaining an outstanding and world class environment and ensure its distinctive and significant seascape and landscape, heritage and nature conservation assets are protected and valued and, where appropriate, enhanced.
5. Engendering and supporting a strong, vibrant and healthy island community with an improved quality of life for its residents.
6. Adapting to the effects of climate change on people, wildlife, and places by increasing resilience, matching the vulnerability of land uses to flood risk and managing surface water in the most sustainable way.
7. Minimising carbon dioxide and other greenhouse gases and support measures that contribute to carbon neutrality and mitigate against the effects of climate change.

Development Management Policies to Support Our Outstanding Environment

141. **The Isles of Scilly has an outstanding world class environment that underpins the quality of life and the economy of the islands. Consequently the policies in the Local Plan aim to safeguard the rich environment and heritage of the islands so as to maintain its quality and distinctiveness, whilst carefully managing and promoting investments to support a strong and viable community and economy.**
142. The distinctiveness and richness of the islands environment is reflected in the plethora of national and international designations. The entire islands are designated as an Area of Outstanding Natural Beauty (AONB) and Heritage Coast reflecting the quality of the landscape and seascape. The richness and quality of the islands biodiversity and geodiversity is reflected in the protection afforded to 26 Sites of Special Scientific Interest (SSSI) spread over 25 sites and the internationally recognised Special Protection Areas (SPA), RAMSAR Site and Special Areas of Conservation (SAC). The quality of the historic environment is recognised as the



entire islands are designated a Conservation Area and has the densest concentration of archaeology in the UK with 238 Scheduled Monuments.

143. **Landscape Character** The character of the islands' landscape is one of outstanding quality and beauty. The diversity and distinctiveness of the islands are important both to the quality of life of its communities and the economic prosperity of the Isles of Scilly as a whole. Consistent with the primary purpose of conserving the natural beauty of the AONB, as established through the Countryside and Rights of Way Act, **Policy OE1** sets out the criteria against which proposals for any development with the potential to impact on the landscape will be assessed.
144. The characteristics of the islands' landscape are assessed in detail in 'The Isles of Scilly Landscape Character', which is supported by the 'Isles of Scilly Historic Landscape Characterisation Study'. This study identified a range of issues that are impacting on the islands landscape, some of which are the result of pressures for new development, whilst others were the result of changes in land management such as, for example, declining landscapes due to abandoned bulb fields and the removal or deterioration of stone hedges and shelter fences. Similarly the AONB Partnership Management Plan identifies a range of issues that are forcing change to the important landscape and biodiversity of the islands. As well as changes in land management practices these range from climate change, the introduction and spread of invasive and non-native species, pressure from fisheries and wider pressures to develop the islands to exploit their natural beauty.
145. To protect the distinctiveness and wild landscape and seascape nature of the islands archipelago, development on the uninhabited islands will not be permitted unless there are demonstrable public benefits for community achieved as a result. Development in such locations could irrevocably compromise the environmental qualities of these islands. Given the focus of the Local Plan on ensuring the viability of communities on the inhabited islands, there are no circumstances in which development could be justified on any uninhabited island without clear overriding benefits for the community as a whole being demonstrated.

POLICY OE1 Landscape Character

Proposals for new development will only be permitted where they would not cause significant harm to the character, quality, distinctiveness or sensitivity of the landscape, or to important features or views, or other perceptual qualities such as tranquillity and dark skies, unless the benefits of the development clearly outweigh the impacts. Development proposals should be informed by and respect the sensitivity of the distinctive landscape areas identified in the Isles of Scilly Landscape Character study or any successor document(s), and contribute, where appropriate, to its enhancement.

Justification and Compliance

Policy OE1 Landscape Character

Justification

Spatial Strategy:

1, 8, 9

Aims:

1

Compliance with NPPF

Paragraph 17 (core principle), 126, 156, 137, 170



Monitoring	Indicator:	No of planning applications/listed building consent applications approved contrary to this policy.	
	Target:	No applications approved contrary to policy and No appeals upheld against policy	
	Trigger for review:	Increasing trend of appeals being upheld against his policy.	
Supports Economic Growth		Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
n/a		n/a	Yes
Key Evidence Base:		National Planning Policy Framework 2012 Historic Environment Topic Paper 2017 Cornwall and Isles of Scilly Landscape Character Study Scilly Historic Environment Research Framework 2012	
Alternative options considered. What the Community have already told us:		None <i>The Development Management Policies should set out criteria to firstly avoid, then mitigate and, as a last resort, compensate for adverse impacts upon biodiversity, geodiversity or landscape sites, distinguishing between international, national and local sites. The Plan should contain a clear strategy for protecting and enhancing the natural environment. Any strategy on renewable/low carbon energy should take full account of the capacity of the natural environment to accommodate energy infrastructure based on criteria that ensure designated landscapes and sites are fully protected. The plan should have policies for conserving and enhancing the landscape which identifies and protects and enhances locally valued landscapes. The plan should take account of the character of different areas and recognise the intrinsic character and beauty of the countryside. Farming on the islands has and will play a large part in shaping the landscape. However, there is a lack of in-depth understanding of where farming is at present and what it will look like in the future. For most of a century bulb and flower growing was the predominant activity, largely responsible for the landscape we see today.</i>	

146. **Biodiversity and Geodiversity** All biodiversity is important, however the Isles of Scilly is fortunate that it supports a wealth of biodiversity, including internationally and nationally important habitats, plants and animals. The islands host a variety of habitats and is home to a number of rare and declining species, including 13 species of seabird such as Lesser Black Backed Gull, Shag, Puffin, Manx Shearwater and Storm Petrel.
147. Geodiversity is connected and integral to biodiversity. Geodiversity is seen in the islands land-forms and includes the variety of rocks, minerals and soils that supports biodiversity and ecosystems as well as providing essential resources to sustain life.
148. Any net loss of biodiversity and geodiversity across the islands will be avoided with opportunities pursued to enhance the environment in line with the objectives of the Natural Environment White Paper 'The Natural Choice'¹⁶. As part of this commitment, regard will be given to the implications of a changing climate, to ensure that habitats are protected and enhanced to support their resilience to such changes.

¹⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/228842/8082.pdf



149. Sites designated for International or European importance (or those proposed for designation) receive the highest level of protection for their ecological value – these comprise Sites of Special Scientific Interest (SSSIs), Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Marine Conservation Zone (MCZ) and a RAMSAR site. Development proposals within or outside a SSSI that would harm the site will not be permitted unless the benefits of the development clearly outweighs any adverse impacts. In relation to the SAC, SPA and Ramsar, the legal test of the Habitat Regulations mean that development will not be permitted unless it can be shown that there will be no adverse effect on the integrity of the designated site, either directly or indirectly, having regard to avoidance or mitigation measures.
150. Encouragement will be given to the sympathetic management of existing wildlife sites and the restoration and enhancement of priority habitats, particularly where it would extend or link existing wildlife sites or environmental opportunities such as those identified in the Isles of Scilly National Character Area (SE01 – SE04)¹⁷. In addition, opportunities to incorporate biodiversity in and around developments will be encouraged. **Policy OE2** follows good practice by adopting an approach that advocates avoidance, mitigation and compensation where development creates any adverse effect on biodiversity or geodiversity interests.

POLICY OE2 Biodiversity and Geodiversity

Development that will conserve, and where possible restore and/or provide net gains to, biodiversity and geodiversity will be permitted. Development either alone or in combination with another development that is likely to have an adverse impact on the integrity of an international or European nature conservation designation, or a site proposed for such designation, will need to satisfy the requirements of the Habitat Regulations.

Development likely to result in the loss, deterioration or harm to habitats or species of importance to biodiversity or geodiversity, either directly or indirectly, will not be permitted unless:

- a) the need for, and benefits of, the development in the proposed location outweighs the adverse effect on the relevant biodiversity or geodiversity interest;
- b) it can be demonstrated that it could not reasonably be located on an alternative site that would result in less or no harm to the biodiversity or geodiversity interests; and
- c) measures can be provided and secured through planning conditions or legal agreements that would avoid, mitigate against or, as a last resort, compensate for the adverse effects likely to result from development.

The habitats and species of importance to biodiversity and geodiversity in relation to points a) to c) comprise:

- Sites of Special Scientific Interest (SSSIs);
- legally protected species;
- priority habitats and species listed in the national Biodiversity Action Plans;

¹⁷ <http://publications.naturalengland.org.uk/publication/6566056445345792>



- habitats and species of principal importance for the conservation of biodiversity in England
 - trees, woodlands, including aged and veteran trees and hedgerows and stone walls; and
 - features of the landscape that function or are of importance for the migration, dispersal and genetic exchange of wild species.
- The level of protection and mitigation should be proportionate to the status of the habitat or species and its importance individually and as part of a wider network.

Justification and Compliance		
Policy OE2 Biodiversity Justification	Spatial Strategy 1, 3, 5, 7, 9. Aims: 1, 2, 6, 7 Paragraphs: 23, 26	
Compliance with NPPF	Appeals upheld contrary to policy.	
Monitoring	Indicator:	None upheld at appeal.
	Target:	Increasing trend of appeals upheld contrary to policy.
	Trigger for review:	
Supports Economic Growth	Supports a full Range of Housing needs:	Conserves the Natural and Historic Environment:
n/a	n/a	Yes
Key Evidence Base	National Air Quality Strategy Infrastructure Plan: Part of the Strategic plan for the Isles of Scilly 2014 National Planning Policy Framework 2012	
Alternative options considered What the Community have already told us:	None "Protect and enhance biodiversity" "The council will need to set out in the local plan how statutory and non-statutory sites designated for nature conservation and species or habitats protected through law will be considered and what requirements need to be in place (in terms of avoidance, mitigation and compensation) to ensure that biodiversity is enhanced during the plan period". "The Development Management Policies should set out criteria to firstly avoid, then mitigate and, as a last resort, compensate for adverse impacts upon biodiversity, geodiversity or landscape sites, distinguishing between international, national and local sites. The Plan should contain a clear strategy for protecting and enhancing the natural environment".	

Protecting and Enhancing the Historic Environment

151. National planning guidance advises that local planning authorities should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. The Isles of Scilly is fortunate to have a wealth of heritage assets that represent a distinctive, unique and irreplaceable resource that make it an exceptional historic place.
152. Many of the heritage assets on the islands are statutorily protected through, for example, designated Scheduled Monuments or listed buildings. Additionally the Historic Environment Record (HER) contains a large number of known non-designated assets that also contribute to the local distinctiveness and heritage of the islands. All of these heritage assets are an irreplaceable resource that should be



conserved in a manner appropriate to their significance. As such, a positive and proactive strategy should be established for the conservation, enjoyment and, where possible, the enhancement of the historic environment, including those considered most at risk of neglect, decay and other threats.

153. The Isles of Scilly offer a unique combination of heritage components. The maritime and marine heritage includes a large number of harbours and quays, the remains of a shipbuilding industry, lighthouses, daymarks and lifeboat stations. The islands also have a wealth of intertidal and underwater archaeological sites, including prehistoric remains of over 700 wreck sites, five of which are designated under the Protection of Wrecks Act 1973. The surrounding sea also conceals the submerged landscape of ancient settlements, within the wide expanses of shallow subtidal and intertidal environments that have been flooded by rising sea-levels over the centuries. It has long been thought that the islands in their current form are a result of past marine transgressions that flooded early archaeological sites, making the archipelago a valuable laboratory for studying progressive sea-level rises within an historical context. These submerged and intertidal remains have led to the identification of the Isles of Scilly as the 'lost land of Lyonesse' – a legendary, low-lying country that once extended westwards from Land's End to Scilly and encapsulated in Arthurian legend.
154. On land the known heritage stretches back to truly ancient remains, including the high number of Bronze-Age ritual burial monuments with impressive entrance graves, the Iron Age and Romano-British cist burials, the Roman-Celtic site on Nornour as well as early Christian foundation chapels and hermitages. In addition to the immense ancient archaeology, the later medieval period also remains visibly apparent on the islands. The ruins of Ennor Castle on St Mary's are a reminder that Old Town was the seat of secular rule during the medieval period, whilst the old church of St Mary dates to Norman times. On Tresco there are the remains of St Nicholas Priory where the monks of Tavistock Abbey presided over the northern islands and which now form the core of the world famous Tresco Abbey Garden, a Grade 1 Historic Park and Garden.
155. Over the last 400 years a large and complex series of castles, forts, blockhouses, breastworks, walls and other military installations developed, emphasising the strategic importance and position of the islands. As such, the islands boast an unrivalled sequence of fortifications; medieval and Tudor defences; Civil War installations when the islands were the last Royalist stronghold; early 18th century massive defence works on the Garrison, commissioned and supplemented during the Napoleonic Wars; gun batteries and other innovative defence works from the turn of the 19th century; World War I flying boat stations; and World War II pillboxes and airfield installations. Paul Ashbee (1985) considered that St Mary's Garrison 'as progressively modified and developed down the years, is probably the most impressive work of its kind extant in England'.



156. An intrinsic component of the character of the historic landscape is the pattern of settlement, fields and lanes with field boundaries. Together these reflect the evolution of the islands over 6000 years of human impact on the land form, when the first settlers ventured across the sea from West Cornwall. The lack of development on the islands have enabled whole landscapes to survive in a relatively unaltered state.
157. As well as having landscape value, field boundaries are of archaeological and historic importance, illustrating how the landscape has changed and developed. The islands' walling techniques are distinct from those of the mainland and in some respects differ from island to island, although there are broad similarities in the suite of boundary types. With the progressive loss of traditional dry-stone walling skills, some field boundaries are losing their original character.
158. In the latter part of the 19th century, the introduction of intensive flower farming produced narrow bulb strips bounded by Cornish hedges and more particularly high 'fences' of hardy species to protect the tender flowers. These bulb strips, which often subdivided earlier fields, are now one of the most distinctive features of the Scillonian landscape.
159. The vernacular architecture of the islands is typified by low granite cottages once roofed with rope thatch and later replaced with 'scantle' slated roofs with small Delabole 'peggies' bedded in lime mortar and laid in diminishing courses. The traditional vernacular also includes box sash windows and sturdy plank doors. Wreck wood was used extensively in buildings throughout the islands.
160. Some 16th and 17th century domestic buildings such as Pier House survive, together with a few elegant 18th century and early 19th century properties, including Hugh House (built as the officers' mess), Veronica Lodge, Newman House, Lyonesse and Lemon Hall on St. Mary's and Dolphin House on Treco.
161. In the 19th and early 20th century, the influence of the Dorrien-Smith family and the Duchy of Cornwall is evident in the development of a certain 'house-style' of robust and rather severe public buildings. On St Mary's, these include the parish church, Town Hall and Hugh Town post office. On Treco, the Abbey, built by Augustus-Smith, situated close to the ruins of the Benedictine priory, is now surrounded by the famous Abbey Garden.
162. Further significant structures of this period are the first glasshouses used to produce early flowers in the initial years of the flower industry. Few of these huge timber framed buildings survive but those that remain make an important contribution to the economic and architectural heritage of the islands. Often they are attached to older granite buildings roofed with scantle slate or Bridgwater clay tiles brought over as



ship's ballast. These once served as animal shelters or hay barns but were given new life as packing sheds for flowers. A survey of the farm buildings on Scilly has shown that many have become disused and fallen into disrepair, as they no longer fulfil the needs of present day farming.

163. **General approach** to protecting and enhancing the historic environment of Scilly. Heritage assets are irreplaceable and should be retained wherever possible. One of the important aims of the Local Plan is to conserve and enhance the historic environment for the benefit of future generations and which needs to be achieved through a clear heritage strategy based on the following principles:

Ensure that the historic environment continues to contribute to the special character, identity and quality of life of the Isles of Scilly.

Ensure the conservation and enhancement of the historic environment of the islands for future generations, including both designated and undesignated heritage assets, their settings and the wider historic landscape.

Ensure that the interplay of the historic and natural environment, which is key to the special character of the islands, is fully understood and considered.

Increase public understanding, awareness and enjoyment of and access to our heritage for both residents and visitors.

Support the vital tourist economy of the islands recognising that heritage is a key element.

Ensure that the historic environment is used as a key driver and focus for inward investment, regeneration and re-development, particularly within the islands settlements.

Explore ways in which new developments can be successfully integrated with the existing historic environment.

Create and support strong partnerships between public, private and voluntary sectors.

Support organisations applying for funding and maximise the opportunities for external funding to benefit the historic environment.



Ensure that heritage assets and their settings as well as the wider historic environment are appropriately managed and maintained, whether in public or private ownership.

164. **Assessing Development Proposals** Where heritage assets are likely to be affected by development proposals, these should be identified at the pre-application stage. Applications for development should describe the significance of any heritage asset affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance, in order to understand the potential impact of the proposal on their significance. Essentially an application should clearly demonstrate what is significant about any heritage and how that significance would be affected by the proposal, whether a material change of use or physical development.
165. The Cornwall and Isles of Scilly HER should be consulted as a minimum to determine whether or not a heritage asset is likely to be affected and its significance. The national online repository of historic designations can be found on the Heritage Gateway or the National Heritage List for England which is available through Historic England's website¹⁸.
166. The Planning Department should be contacted to determine the level of information required to support a planning application. In some circumstances, a Heritage Assessment may be required.
167. The setting of heritage assets is often essential to their character and legibility. The setting can be the immediate surroundings but may often include land some distance away where the context of the heritage asset can be appreciated. Insensitive development or changes to the landscape can affect the significance of the asset and the ability to appreciate it within its surroundings. Proposals for development will need to address their impact on the setting and seek to preserve those elements that make a positive contribution to the significance of the asset. In considering proposals which affect listed buildings, the Council has a statutory duty to consider the impact of development on their setting.
168. Development proposals affecting important heritage assets will be permitted provided they do not detract from the significance, character and setting of an asset. Particular support will be given where a proposal better reveals the significance of the asset.
169. The harm or loss of part or whole of a heritage asset will need to be justified as such assets are irreplaceable and should be retained wherever possible and feasible. Where the proposal would result in the substantial harm or loss of a designated

¹⁸ <https://www.historicengland.org.uk/listing/the-list>



heritage asset, evidence that there are considerable public benefits to justify its loss or that there are no other mechanisms for supporting the retention of the asset will be required. The merits of an alternative use may be considered where this would retain the asset providing it would not result in the loss of its important elements. It would also be important to ensure that any alternative use is capable of funding the conservation of the asset. Should the substantial harm or loss, either in whole or in part, be agreed, a clear indication that there are detailed plans and delivery mechanisms for the proposal's implementation will be required. The condition of an historic asset resulting from deliberate damage and neglect will not be taken into account in any decision.

170. In order to advance the understanding of the significance of the asset to be lost, where permission is granted appropriate conditions and or planning obligations may be used to ensure that heritage assets are appropriately conserved or enhanced. Measures secured may include provision for a proportionate recording of assets prior to commencement of any works and made publicly available.

171. **Conservation Area** The special architectural and historic interest of the islands was recognised in 1975 when all of the inhabited islands were designated as a Conservation Area under the Civic Amenities Act. As a result it is necessary for the character and appearance of each island to be preserved or enhanced by any development. In considering proposals, account will be taken to how well the design and location of the development has taken into account:

- **the characteristics and context of the site and surroundings in terms of, for example, important buildings, spaces, landscapes, walls, trees and views into or out of the area;**
- **the form, scale, size and massing of nearby buildings, together with materials of construction.**

172. Proposals should demonstrate that they will make a positive contribution to the character and quality of the Conservation Area, which is at least equal to or better when compared with the existing situation. Not all buildings within the Conservation Area contribute to what is important in terms of its character or significance. Proposals that would result in an enhancement of the Conservation Area through the alteration or replacement of those buildings that do not make a positive contribution will be supported.

173. Whilst the current Conservation Area boundary covers all of the islands, there is merit in exploring, through a conservation area assessment and management plan, whether there are areas that would benefit from exclusion from this designation. Such an assessment would highlight the importance of those genuinely significant historic character of the built up areas of each island. Areas such as the industrial estate and waste site at Porth Mellon, for example, do not merit inclusion in a Conservation Area designation. Applying Conservation Area principles to such areas diminishes the value that this designation conveys for genuinely important



parts of the islands. The Council will seek to carry out regular reviews of its Conservation Area boundary, as required by the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, which places a positive legal duty to assess such boundaries.

174. **Listed Buildings** Listed Buildings are those that appear on the Secretary of States 'List of Buildings of Special Architectural or Historic Interest', prepared by the Department of Culture, Media and Sport (DCMS). The statutory body responsible for maintaining the National Heritage List for England (NHLE)¹⁹ is Historic England.
175. Listed buildings are grouped into three grades, indicating their relative importance. These are Grade I (one), II* (two-star) and II (two), with Grade I the most important. The majority (116 out of 128) of listed buildings on the islands are Grade II. Contrary to popular misconception, when a building is added to the NHLE, the whole of the building is listed; that is internally and externally. All three grades are subject to the same legislation.
176. The listing of a building confers a significant degree of protection and special attention must be paid to maintain its character. Permission in the form of listed building consent is required for any works of demolition, extension or alteration that affects the character of the building as one of special architectural or historic interest. This consent is entirely separate from any need to obtain planning permission.
177. In assessing either planning or listed building applications, proposals should consider factors such as materials, layout, architectural features, scale and design. Proposals that allow for viable uses that are compatible with the conservation of the fabric of the building and its setting will generally be supported.
178. The intention is to produce guidance notes on Listed Buildings, which would include details on the responsibilities of owners and how to apply for Listed Building consent, the implications for development in the Conservation Area and guidance for householders and property owners on the wide ranging Article 4 Directions. Existing Article 4 Directions²⁰ will be reviewed and updated in line with current regulations on permitted development. These will be available on the Council's website and sent to householders as appropriate.
179. **Scheduled Monuments** The islands' contain a wealth of scheduled monuments which constitute an irreplaceable resource for, and record of, the Isles of Scilly's evolution. These are remains, buildings or structures of national importance protected under the Ancient Monuments and Archaeological Areas Act 1979. Any works affecting a monument will require Scheduled Monument Consent from Historic

¹⁹ <https://historicengland.org.uk/listing/the-list/>

²⁰ Article 4 Directions



England, in addition to any permission or consents required from the Council under the Planning Acts. To protect the integrity of monuments, including the below ground archaeological remains, preservation should take place in situ wherever possible.

180. Areas that have multiple heritage assets (both designated and non-designated) have been defined as archaeological constraint areas (ACA). In these areas it is likely that development proposals may also require archaeological monitoring guided by a Written Scheme of Investigation (WSI) that sets out how archaeological findings are managed, recorded and published. The ACAs were defined in 1995 through funding by English Heritage (Historic England) and the Council of the Isles of Scilly. Their purpose is to indicate the location of recorded archaeological remains and historic sites and structures. As a non-designated heritage asset, development proposals should take into consideration any impact upon archaeology within these areas.
181. Development which would involve ground disturbance in areas of known archaeological potential should be sensitively designed and located. A desk based archaeological assessment and, in certain circumstances, a field evaluation will be required. Where appropriate, archaeological remains should be preserved in situ with development being sensitively designed and located to allow their retention or minimal harm. Where this is not possible or feasible, a programme of archaeological investigation, excavation and recording prior to commencement will be required.
182. Where an application affects or has the potential to affect heritage assets with an archaeological interest, including scheduled monuments, within the curtilage of a listed building or archaeological constraint area, applications must include an appropriate desk-based assessment and, where necessary, a field evaluation which may need to include full excavation, examination and recording.
183. **Registered Parks and Gardens** The islands contain one registered park and garden at Abbey Garden on Tresco, which is designated as Grade I. The site dates back to the mid-19th century and comprises 6 hectares of gardens and around 24 hectares of ornamental plantations through which a series of walks pass an ornamental lake. The site occupies a ridge of high ground which drops north to the Great Pool, south of which stands the principal building of Tresco Abbey. The designation includes the principal building of the Abbey, kitchen gardens as well as a series of terraced gardens and pleasure grounds.
184. **Non Designated Assets** Non-designated heritage assets do not have statutory protection but have a degree of significance meriting consideration in planning decisions. These assets include locally important and traditional buildings and non-scheduled archaeological remains. These assets and features play an important role in the historic character of that area. The merits of a development



affecting an undesignated heritage asset will be balanced against the scale of the harm or loss, either directly or indirectly, to the significance of that heritage asset.

185. **Heritage at Risk** The Council will monitor buildings or other heritage assets at risk through neglect, decay or other threats. Deliberate neglect of a heritage asset is not sufficient justification for development resulting in harm or complete loss. Solutions will be sought for assets ‘*at risk*’ through discussions with owners and, where appropriate, encourage development schemes that would ensure the repair, restoration and maintenance of the asset. As a last resort, the Local Planning Authority would use its statutory powers to protect the asset.

POLICY OE3 Development affecting Heritage

Great weight will be given to the conservation of the heritage assets on the Isles of Scilly. Development and/or works affecting any heritage asset, including designated and non-designated assets, will be permitted provided that it would make a positive contribution to sustaining or enhancing the significance of the heritage asset, taking account of its character, appearance and setting; and specifically:

- a) conserve and enhance the special character or appearance of the Conservation Area and its setting, especially those positive elements identified in any appraisal;
- b) protect the architectural merit or historic interest of a listed building, including its features and setting;
- c) preserve nationally important remains and their setting, including scheduled monuments;
- d) preserve or enhance the character, appearance and setting of a registered park and garden.

Development that affects, or has the potential to affect, any heritage asset will be required to:

1. describe the significance of the asset and its setting, using appropriate expertise, at a level of detail proportionate to its significance and sufficient to understand the potential impact of the proposal; using appropriate references such as the Historic Environment Record and, if necessary, original surveys including, for assets of archaeological interest, an appropriate desk-based assessment and, where necessary, a field evaluation); and
2. set out the impact of the development on the heritage assets and suggested mitigation that is proportionate to the impact and the significance of the heritage asset, including where possible positive opportunities to conserve and enjoy heritage assets as well as recording loss and advancing knowledge.

Any harm to the significance of a designated or non-designated heritage asset must be justified and weighed against the public benefits of the proposal and whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find a viable alternative use or mitigate the extent of the harm to the significance of the asset.

Development that would lead to substantial harm to assets of the highest significance will only be justified in exceptional circumstances.



In those exceptional circumstances where harm to any heritage asset can be fully justified and result in the partial or total loss of the asset and/or its setting, there will be a requirement to undertake a programme of recording and analysis of the asset and, where relevant, archaeological excavation, with the information published to an appropriate standard in a public archive.

Justification and Compliance		
Policy OE3 Development affecting Heritage		
Justification	Spatial Strategy: 1, 8, 9	
Compliance with NPPF	Aims: 1	
Monitoring	Paragraph 17 (core principle), 126, 156,	
Indicator	No of planning applications/listed building consent applications approved contrary to this policy.	
Target:	No applications approved contrary to policy and No appeals upheld against policy	
Trigger for review:	Increasing trend of appeals being upheld against his policy.	
Supports Economic Growth	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
n/a	n/a	Yes
Key Evidence Base	National Planning Policy Framework 2012	
	Historic Environment Topic Paper 2017	
	Scilly Historic Environment Research Framework 2012	
Alternative options considered	None	
What the Community have already told us:	"We are pleased to see "Protecting and Enhancing the historic environment" and usually view this as being indicative of a positive rather than merely relative approach, which is important in the context of the "positive strategy for the conservation and enjoyment of the historic environment" required by paragraph 126 of the NPPF"	

Protecting and Enhancing the Natural Environment

186. **Environmental Quality** Maintaining an exceptional environment is a prerequisite for the safety, health and well-being and quality of life for the islands communities. Planning has an important role to play in making sure that new development does not have, and is not at risk from, adverse environmental effects. It is essential therefore that the quality of the environment including air, soil and groundwater and surface water supplies are protected from any contamination and pollution.
187. **Light Pollution** Light pollution is artificial light that illuminates areas that are not intended to be lit. The intrusion of overly bright or poorly directed lights can cause glare, wasted energy, have impacts on nature conservation and affect people's right to enjoy their property. It can also severely affect views of the night sky. The NPPF is clear that planning policies should limit the impact from light pollution on local amenity, intrinsically dark landscapes, and nature conservation, primarily through promoting and requiring good quality design in order to cut down on light pollution and the impacts that it causes.



188. **Policy OE4** seeks to reduce light pollution by only permitting appropriate lighting proposals that incorporate good lighting management and design to remove unacceptable adverse impacts on:
- the visual character of the landscape, seascape and historic built environment;
 - wildlife and habitats; and
 - local visual amenity and safety.
- Lights should be appropriately shielded, directed to the ground and sited to minimise any impact on adjoining areas, and of a height and illumination level of the minimum required to serve their purpose.

189. **Dark Skies** The dark sky is important to the islands as an Area of Outstanding Natural Beauty with Dark Sky Discovery Sites identified for each inhabited island.

Island	Site	Dark Sky Discovery Site Class
St Martins	Cricket Pitch, Pool Green	Milky Way Class
Tresco	Playing Fields	Milky Way Class
Bryher	Community Play Park	Milky Way Class
St Agnes	Cricket Pitch	Milky Way Class
St Mary's	The Garrison	Milky Way Class with hosted events

190. The Council for the Protection of Rural England (CPRE) produced interactive satellite images captured at 01:30am throughout September 2015. These show that the Isles of Scilly is England's darkest district. In order to maintain this distinction, it is important to control light pollution to ensure, as far as possible, that our existing dark skies are protected and maintained.

POLICY OE4 Protecting Scilly's Dark Skies		
Development proposals that include external lighting will only be permitted where it can be demonstrated that they are required for safety, security or community reasons and where details are provided that minimise light spillage.		
Justification and Compliance		
Policy OE4 Protecting Scilly's Dark Skies		
Justification		
Spatial Strategy: 1, 3, 4, 5, 6		
Aims: 1, 2, 5, 6, 7		
Paragraph 125		
Compliance with NPPF		
Monitoring:	Indicator:	Applications determined contrary to this policy requirement and Appeals upheld contrary to policy
	Target:	None approved contrary to this policy and no appeals upheld contrary to this policy
	Trigger for review:	Increasing trend of appeals upheld contrary to policy or decision made contrary to this policy
Supports Economic Growth		Supports a full Range of Housing needs
		Conserves the Natural and Historic Environment
n/a		Yes
Key Evidence Base		National Planning Policy Framework 2012
		CPRE 2015
Alternative options considered:		None



What the Community have already told us:

"Scilly should be a dark sky site wherever possible and the quay should only lighting in areas when they are in use".

"Winter facilities such as an observatory which would take advantage of the 'dark sky' that is very apparent on Scilly particularly in winter. Facilities to attract students, children or academic groups and conferences or study tours would be good".

191. **Pollution** The impact of pollution is a material planning consideration as it can result in environmental damage as well as health issues. Of particular relevance to the Isles of Scilly is the damage pollution can have on the special qualities of the islands including its tranquillity, dark night skies and habitats that support a diversity of wildlife.
192. National policy advocates sustainable development, of which there is an environmental dimension, part of this role seeks to minimise pollution. Nationally it is noted that part of the core land-use planning principles, which underpin both plan-making and decision-taking, is the contribution to reducing pollution. The planning system should ensure that new and existing development does not contribute to, and is not adversely affected by, unacceptable levels of pollution and land should be remediated where appropriate. Planning focuses on whether development is an acceptable use of land, and the impacts of its use. The control of processes or emissions regarding pollution is subject to approval under other pollution control regimes which fall outside of planning powers²¹.
193. Although not a particular problem on the islands, applications for development that are either likely to generate or are sensitive to pollution will require the submission of the relevant assessment based on current guidance and/or best practice. Advice on which assessment method to use can be obtained from the Council's Environmental Health service. Where mitigation measures are proposed, the Council will need to be convinced that the proposed measures will be effective with respect to human health, water sources and the wider environment. The provision of these measures should be in place at an early stage of the development.
194. The islands are particularly effected by radon gas emissions which can impact upon human health within unventilated buildings. For new development this is controlled through the Building Regulations²².
195. **Noise and Vibration** Noise pollution is noise created by man-made sources which, if excessive, causes disturbance or annoyance, and can affect wildlife and sensitive areas, including areas known for their tranquillity. It often occurs as a result of industrial operations or transportation.

²¹ As set out in Paragraph 122 of the National Planning Policy Framework.

²² <https://www.gov.uk/government/publications/revised-guidance-on-radon-protective-measures-in-new-buildings-extensions-and-refurbishment-projects>



196. Development sensitive to noise and vibration such as residential will not be permitted in areas where the existing levels of noise or vibration are too high, or could become excessive, unless it can be satisfactorily demonstrated that appropriate mitigation can reduce disturbance to acceptable levels.

197. **Air Quality** Clean air is an essential element of a good quality life and clean air is exceptional on the islands. The three main contributors to air pollution on the Isles of Scilly are vehicles, the Airport and the diesel electricity station. None of these individually or in combination has a significantly adverse impact on air quality and there are, consequently, no Air Quality Management Areas (AQMAs). The mild oceanic climate and clean air is apparent in the particularly rich and diverse lichen community, with 665 species having been recorded since 1970²³. The importance of protecting lichens is also a strong incentive to minimise air pollution.

POLICY OE5 Managing Pollution

- 1) A development proposal that has the potential to generate pollution including ground, water, noise, vibration, light or air will only be permitted where it can be demonstrated that there would not be any adverse impact on human health, the natural environment or general amenity.
- 2) Where development is proposed on land that is suspected to have historically generated any pollution then a site environmental survey may be required before development is permitted. The Phase 1 report will identify any potential environmental risks that cannot be mitigated through an environmental management plan. The report will make recommendations as to whether a Phase 2 Intrusive Ground Investigation is required.

Justification and Compliance
Policy OE5 Managing Pollution
Justification

Compliance with NPPF
Monitoring **Indicator:**

Target:

Trigger for review:

Supports Economic Growth

n/a

Key Evidence Base

Alternative options considered
What the Community have already told us:

Spatial Strategy: 1, 3, 4, 5, 6

Aims: 1, 2, 5, 6

Paragraph 110, 122, 125

Applications determined contrary to this policy requirement and Appeals upheld contrary to policy

None approved contrary to this policy and no appeals upheld contrary to this policy

Increasing trend of appeals upheld contrary to policy or decision made contrary to this policy

Supports a full Range of Housing needs:

Conserves the Natural and Historic Environment:

n/a

Yes

Infrastructure Plan: Part of the Strategic plan for the Isles of Scilly 2014

National Planning Policy Framework 2012

National Air Quality Strategy

None

"I do however feel strongly that we should all be looking at ways to reduce energy wastage and aim for lower bills. In this I would like to see as little light pollution as possible. Scilly should be a dark sky site wherever possible and the quay should only lighting in areas when they are in use".

²³ Isles of Scilly 2008 Biodiversity Audit



...the control of the level of noise pollution. The concerns: the airport and flight paths of the leaving planes - helicopter service, power boats".
"Any economical growth has to be planed accordingly. This implies to keep a strict limitation of the built areas, a reasonable control of noise pollution (airport, helicopters, power-boats, traffic) , to keep the atmosphere of a calm, restfull place and to promote besides tourism agricultural activities"

198. **Waste and Recycling** Responsibility for planning for waste management in the Islands rests with the Council of the Isles of Scilly. Domestic waste collection on St Mary's is undertaken by the Council whereas the off-island arrangements are secured through private contractors on behalf of the Council. All domestic and commercial waste is taken to the Waste and Recycling Centre on St Mary's.
199. It is important for the islands' sustainability that the principles of waste and recycling are embedded at the start of any development project. In particular the need to ensure that development projects have the necessary provision for the segregation of wastes so that it can be accommodated by the islands waste transfer facility and recycling centre at Porth Mellon.
200. Given the limited space and density of residential areas, particularly in Hugh Town, it will be important for new developments to provide convenient kerbside collection points for household waste collection as well as external storage for recycling and residential waste in accordance with **Policy SS3**.
201. Larger scale developments will need to incorporate adequate and permanent areas for the storage and disposal of waste, including potentially new 'bring-sites' for recyclables, to ensure that public spaces are not used to store such items where it can become hazardous and unsightly.
202. **Construction and Demolition** Waste from construction and demolition should be minimised, managed and re-used either on site or elsewhere on the islands in accordance with **Policy SS3**. Where re-use on site, or elsewhere on the islands, is not possible as a result of harmful impacts on environment, appropriate off-site waste management or disposal will be required.
203. All proposals for development will need to demonstrate the management of waste in accordance with the waste hierarchy to reduce, re-use and recycle. A site waste management plan will be required to accompany proposals for development, where waste is generated, including construction waste as well as ongoing waste generated by the use. This should include the potential for appropriate local reuse of inert materials and top soils, in order to reduce transport and help reduce construction costs.



204. Depending on the scale and nature of the development, the waste management plan should also include a waste audit²⁴ to provide the following information:

- a) The likely nature and volumes of waste generated through construction.
- b) How the design and layout of the development will minimise the amount of waste generated during the construction phase and the steps taken to separate and re-use appropriate wastes on-island, where there will be no harmful impact upon the environment or local amenity.
- c) How and where waste that cannot be re-used will be managed in accordance with the waste hierarchy including the potential for local re-use.
- d) Details of how waste will be managed sustainably once the site is operational e.g. incorporating storage space for recycling materials.

POLICY OE6 Managing Waste

- 1) Where appropriate, development proposals must include waste management solutions that have regard to the waste hierarchy and submit a site waste management plan to support planning applications.
- 2) Construction and demolition waste should be minimised and must be managed and re-used on-island where there will be no harmful impacts. Where re-use on site would result in an environmental risk to biodiversity, the historic environment, amenity of neighbouring properties or land uses, or the water environment, appropriate off-island management or disposal will be required.
- 3) Significant proposals including for major development must demonstrate how the construction and operational phases of the development will be consistent with the principle of sustainable waste management through a waste management plan to include a waste audit, which should be submitted with the application.
- 4) Waste facilities for recycling, composting and the generation of heat/energy will be permitted where they improve the sustainable management of waste on the islands and accord with other relevant policies in the Local Plan.

Justification and Compliance		
Policy OE6 Waste Management		
Justification	Spatial Strategy: 1, 6, 7 Aims: 1, 2, 6, 7 Paragraph: 7, 156, 162	
Compliance with NPPF	No of applications annually where policy is used	
Monitoring: Indicator	All applications include assessment against this policy	
Target:	Policy not being used or decisions made contrary to this policy.	
Trigger for review:		
Supports Economic Growth:	Supports a full Range of Housing needs:	Conserves the Natural and Historic Environment:
Yes	Yes	Yes
Key Evidence Base:	National Planning Policy Framework Energy Infrastructure Plan 2016	
Alternative options considered	None	
What the Community have already told us:	"Waste collection and disposal is a matter of changing people's awareness separating their rubbish - compostable, glass etc. The Council's job is to supply the relevant containers after a simple consultation with other councils - this shouldn't mean the usual	

²⁴ Planning Policy Guidance: Paragraph: 049 Reference ID: 28-049-20141016



thousands of pounds consultation to consultants but good communication, enquiry and common-sense - As usual its about good management and organisation"
"Certainly there must be changes to the water and waste systems, and there are opportunities for changes in energy. It is heartening to note the Council's mention of these"

205. **Minerals** One of the objectives of the Local Plan is ensure that the built tradition, character, distinctiveness and historic environment of the islands is conserved and enhanced so that the cultural heritage of Scilly is protected. As part of this process encouragement will be given to use locally sources, sustainable materials.
206. The Council of the Isles of Scilly is the Minerals Planning Authority and is therefore responsible for determining applications for minerals related development. Historically mineral extraction has taken place on the islands, with known sites at Porthcressa/Buzza, Bay View, Pendrathen and Peninnis on St Mary's. The last of these sites stopping operations in the 1980s when Pendrathen Quarry ceased extracting granite.
207. At present there are no operating quarries within the Isles of Scilly although the demand for local stone will always exist with modern construction methods. Local stone is a key characteristic of the vernacular of the islands, in both the built environment as well as stone bound hedges which form an important aspect of the islands' distinctive landscape.

POLICY OE7 Minerals

Support will be given to the supply of indigenous minerals to meet local needs through the use of recycled and secondary materials to restrict the requirement for any direct extraction. Site Waste Management Plans will be required to recycle and recover construction, demolition and excavation for reuse as an aggregate for building works, thereby also reducing transportation costs and carbon emissions.

Justification and Compliance
 Policy OE6 Waste Management
 Justification

Compliance with NPPF
 Monitoring: **Indicator**
Target:
Trigger for review:

Spatial Strategy: 1, 6, 7
 Aims: 1, 2
 Paragraph: 7, 156, 162
 No of applications annually where policy is used
 All applications include assessment against this policy
 Policy not being used or decisions made contrary to this policy.

Supports Economic Growth:

Supports a full Range of Housing needs: Conserves the Natural and Historic Environment:

Yes

Yes

Yes

Key Evidence Base:

National Planning Policy Framework
 Energy Infrastructure Plan 2016
 None

Alternative options considered
 What the Community have already told us:

"Waste collection and disposal is a matter of changing people's awareness separating their rubbish - compostable, glass etc. The Council's job is to supply the relevant containers after a simple consultation with other councils - this shouldn't mean the usual



thousands of pounds consultation to consultants but good communication, enquiry and common-sense - As usual it's about good management and organisation"

"Certainly there must be changes to the water and waste systems, and there are opportunities for changes in energy. It is heartening to note the Council's mention of these"

CONSULTATION DRAFT



Chapter 3: Building a Strong Living Community

Issues	Housing Environment Infrastructure Economy
Aims	<i>3. Creating a balanced local housing market that provides housing choice and meets the existing and future needs of the community enabling economic prosperity.</i>

Development Management Policies to Support a Strong Living Community

208. **The housing policies in the section aim to ensure that the housing needs of the communities on the Isles of Scilly are addressed, whilst ensuring that the level of housing development is compatible with protecting the outstanding quality of the environment. The focus is on enabling the delivery of homes to address the future needs of those people who live and work on the islands. The policies provide a framework that aims to deliver a better mix of new homes in terms of affordability, size and type to help create a more balanced and sustainable island community.**

New Homes - What to build?

209. **Housing Requirements** The NPPF requires local planning authorities to enable the delivery of a wide choice of quality homes. This framework advocates an evidenced-based approach to ensure that the Local Plan meets the full, objectively assessed needs for market and affordable homes, including identifying key sites that are critical to the delivery of the housing over the plan period.
210. **Policy LC1** sets the overall housing strategy and establishes the requirement to deliver **105 affordable homes** over the Local Plan period (2015-2030). New Homes will be delivered on land specifically allocated for development in Hugh Town and Old Town on St Mary's, in addition to windfall sites on each of the five inhabited islands. 105 affordable homes represents the affordable element of the full Objectively Assessed Housing Need (OAN), as identified in the 2016 Strategic Housing Market Assessment (SHMA). Delivering on average 7 affordable homes each year will meet the housing needs of the existing community and not create any significant growth to the islands population. The number of affordable homes



provided will be subject to regular monitoring and review in accordance with Local Plan regulations.

211. **Affordable Homes** Affordable homes are defined in the NPPF and include those for social rent, affordable rent and intermediate housing that can be rented, purchased outright or purchased through shared ownership or equity. Affordable homes are eligible for households whose needs are not met by the general housing market. Eligibility is determined by a range of factors, including local incomes and house prices. Affordable homes should remain at an affordable price or rent for future eligible households.

social rented homes should generally be owned by local authorities or private registered providers, with rents determined nationally.

affordable rented homes should be let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable rent requires that it should be no more than 80% of the local market rent (including service charges where applicable).

intermediate homes are available for sale or rent at a cost above social rent, but below market levels. These can include shared equity (shared ownership and equity loans) and intermediate rent, but not affordable rent.

212. Given the costs of construction and the viability of residential development in the Isles of Scilly, it may be necessary to permit open market housing to deliver affordable homes through cross-subsidisation. **Policy LC1** therefore establishes an approach that aims to deliver as many affordable homes as possible with flexibility for allowing some open market housing to enable delivery. Development proposals solely to meet the demands of the open market is not sustainable on the islands and will be resisted.

213. **Open Market Homes** are defined as private housing for rent or sale where the price is established in the open market. To ensure the islands remain sustainable, the Local Planning Authority will seek to achieve as many affordable homes as possible in any proposed residential scheme, whilst recognising some open market homes may be required to enable its delivery. Where open market residential development is justified as an enabler to deliver affordable homes, the amount permitted will be dependent on the results of a detailed viability assessment. The viability assessment will be required to set out the development cost of a proposal through an 'open book' procedure to determine the amount and type of open market housing to deliver the required affordable homes.

214. In permitting open market housing as a mechanism to deliver affordable homes by providing sufficient finance and funding, consideration will be given to applying a sequential approach. The sequential approach will, in the first instance, seek to



restrict the enabling 'open market' housing to ensure that it is used as a 'principal residence' only through a planning condition in order to bring down the 'open market' value to levels more equitable to the mainland. Such restriction would ensure homes meet the housing needs of the community and prevent their use as a second home or as an investment opportunity to be used as holiday accommodation. The islands are vulnerable to their own popularity as a destination for both holiday makers and second home owners, a situation that constrains the availability of permanent homes and results in house prices and rents that are unaffordable to many local people.

215. Pure 'open market' housing on the Isles of Scilly is considered to be socially unsustainable development as it would add to the existing housing problems by fuelling more second home ownership and holiday accommodation in conflict with the sustainability tests of the NPPF. This approach chimes with the statutory objectives of meeting the economic and social well-being the islands communities within an AONB.
216. As part of the sequential approach, the principal residence restriction will only be waived where the viability of a site submitted on an 'open book' basis demonstrates that the value of the open market housing is compromised to the extent that it would not be possible to deliver a sufficient amount of affordable homes on a particular site or elsewhere; or it would result in a notable increase in the number of open market homes that would be required to deliver affordable homes to the detriment of the environment and available or planned infrastructure.
217. Given the unique circumstances of the Isles of Scilly and the overwhelming need to provide affordable homes to meet the needs of the community, the Local Plan does not set a target for open market housing. This approach recognises that open market housing will only be permitted where necessary to deliver affordable homes.
218. In very exceptional circumstances, particularly on small and difficult to develop sites, financial contributions may be sought to provide affordable homes elsewhere on the islands. This exceptional approach will only be used where there is a demonstrable benefit that more affordable homes would be built than if provided on site.
219. **Type and Mix of Homes** An agreed mix of affordable housing tenures will be determined through local evidence of housing need and viability at the time of submitting a proposal for planning permission.

POLICY LC1 Isles of Scilly Housing Strategy to 2030

All new homes must contribute towards the creation of a sustainable, balanced and inclusive island community by making a positive contribution to addressing the local housing needs of present and future generations through the provision of:

- a) up to 105 affordable homes;**



- b) the minimum amount of open market homes necessary to enable the delivery of the affordable homes target; and
- c) appropriate staff accommodation to support the continuity and viability of businesses and organisations in accordance with Policy LC4.

New homes will be delivered on land specifically allocated for such purposes in accordance with Policy LC6 and on windfall sites in accordance with Policy LC7. Development proposals will be required to include an appropriate mix of dwelling types, sizes and tenures, taking account of the existing and future housing needs of the community, imbalances in the housing stock, viability and market considerations.

Open market housing must be occupied as a principal residence only unless:

- I. viability and market considerations demonstrate that it is not possible to deliver the required number and type of affordable homes in accordance with criterion b as above; or
- II. it will lead to an excessive number of additional houses that would adversely impact on the environment and/or infrastructure.

Justification and Compliance

POLICY LC1 Isles of Scilly Housing Strategy Over the period to 2030

Justification

Spatial Strategy: 2, 3, 4, 7

Compliance with NPPF

Aims: 3, 4, 5

Monitoring Indicator

Paragraph 17 (core principle), 47, 173, 48, 49, 50, 52, 55

Target

Net housing completions per year

Trigger for review

Annual housing delivery target

Supports Economic Growth

consistent under delivery against the target

Supports a full Range of Housing needs

Conserves the Natural and Historic Environment

Yes

Yes

Yes

Key Evidence Base

National Planning Policy Framework 2012

SHMA 2016

SHLAA 2017

Housing Growth Plan 2014

Housing Topic/Discussion Paper 2017

Housing Viability Assessment 2017

Alternative options considered

Not setting a housing figure and having a rural exceptions style approach only.

What the Community have already told us:

2015 the Scoping Report asked what people liked and disliked about where they live:

Under Dislike:

"Lack of affordable housing for elderly people and young people".

"I dislike: - ...; lack of good community space on St Mary's; lack of coherent housing strategy/policy which includes the Duchy of Cornwall which ensure the needs of all ages with different financial situations are taken into account"

"My flat is tiny (rented dwelling) but although I am on the housing list, I am nowhere near eligible to be housed".

"Housing quality and availability. The acceptance of residents/need to accept poor standard accommodation and communal facilities. No one works together for the greater good of the residents and the business opportunities. Lack of understanding of what could be achieved and the attractiveness that the islands could have to visitors and 'migrants' who want to add to the welfare of these beautiful islands".

Consultation Option 2



Permitting Open Market Homes with Principal Residence Conditions

Permit open market homes as means to deliver affordable homes to meet the needs of the community. As written below Policy LC2 would restrict open market to be occupied as a 'principal residence' homes.

Rationale

Local Planning Authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning Obligations should only be used where it is not possible to address unacceptable impacts through a planning condition. There are increasing concerns being raised about the impact Section 106 occupancy conditions on the basis the restrictive qualifying occupancy criteria. The housing market and the delivery of any homes on the islands has slowed considerably in the last few years, as evidenced by annual monitoring. There have therefore been consequences for housing delivery and viability as well as the problems it presents for movement within the existing market, as a result of the use of S106s.

In permitting open market homes as a mechanism to deliver affordable homes, consideration will be given to applying a sequential approach. A sequential approach in the first instance could seek to restrict the enabling 'open market' housing to ensure that it is used as a 'principal residence' only through a planning condition. The justification for this approach would be on the basis that pure 'open market' could be considered to be socially unsustainable development by potentially adding to the existing housing problems on the islands by fuelling more second home ownership and holiday accommodation, as an investment opportunity, contrary to the sustainability tests of the NPPF. Such principal residence open market housing could be secured by businesses and organisation needs to meet their staffing, recruitment and retention issues. However the preference for this approach could be waived where the viability of a site submitted on an 'open book' basis demonstrates either an over-provision of such restricted open market and/or that the value of the open market property is compromised to the extent that it would not facilitate the amount of affordable homes required on a particular site or elsewhere.

Alternative

The Local Plan could accept that unfettered open market homes, could be permitted without any restrictions or obligations to maximise their value and enable maximum affordable housing contributions. The policy would need to be reviewed to ensure that once the affordable housing target is reached no further market homes would be permitted.

220. **Qualification to occupy affordable housing** In meeting the islands' social and economic wellbeing whilst protecting the environment, the Local Plan housing strategy as set out in **Policy LC1** aims to deliver new homes to meet the needs of the islands' community. For the purposes of policies within this Local Plan, affordable homes are defined as housing that is intended to meet the needs of the local community in both the short and long-term as set out in **Policy LC2**.

POLICY LC2 Qualifying for Affordable Homes

All new affordable homes will be subject to an occupancy restriction to ensure they will be occupied in perpetuity by a person or persons (and their dependants) with a proven housing need as their principal residence throughout the year. A proven housing need is where:

1. the property would be their sole private residence; and



2. they need to live permanently on the islands due to their employment circumstances and work commitments; or
3. they have been continuously resident on the islands for at least five years and require new accommodation as a result of the requirement to:
 - vacate tied accommodation; or
 - relocate to more suitable accommodation due to a medical and/or mobility condition; or
 - relocate to smaller accommodation due to under-occupation; or
4. they are a former resident who has previously lived permanently on the Isles of Scilly for a continuous period of at least 5 years and who:
 - a) has been away for educational, training purposes or to obtain work experience or professional or technical accreditation; or
 - b) is currently employed by the armed forces and merchant navy and whose main residence will be on the islands; or
 - c) is retired from the armed forces or merchant navy; or
 - d) needs to provide substantial care to a relative who has lived continuously on the islands for at least 5 years (substantial care means that identified as required by a medical doctor or relevant statutory support agency).

Footnote:

Eligibility for social housing will be subject to separate qualifying criteria in accordance with the Councils housing policies.

Justification and Compliance

POLICY LC2 Local Occupancy Criteria

Justification	Spatial Strategy: 2, 3, 4, 7 Aims: 3, 4, 5	
Compliance with NPPF	Paragraph 17 (core principle), 50, 54, 203, 204, 205	
Monitoring	Indicator	Net Housing Completions
	Target	All Affordable Homes
	Trigger for review	The number of open market homes being delivered annually outweighs affordable.
Supports Economic Growth	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
Yes	Yes	Yes
Key Evidence Base	National Planning Policy Framework 2012 Strategic Housing Market Assessment 2016	
Alternative options considered	None	
What the Community have already told us:	<p><i>"Housing is a massive issue but the criteria for housing needs to be reviewed. There should be a formula whereby businesses that hire mainland-based workers should pay into the Housing Fund. If you're not careful then in 50 years' time the majority of islanders will be chefs, waitresses, chamber maids. How is that sustainable or healthy for the islands?"</i></p> <p><i>"Yes, if this is a means to delivering affordable local housing and is subject to controls."</i></p>	

Consultation Option 3

Redefine qualifications for local occupancy of	The objective for a local need qualification is to ensure that any new homes built are occupied by people living and working on the islands and that homes are not used as a holiday or second home. To meet this objective but also provide more flexibility to meet the wider housing needs of the community, a new criteria approach is being proposed as set out in Policy LC2.
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**affordable
homes**

Rationale

Feedback to the LPA suggests that people who are genuinely committed to the islands are being prevented from occupying property because they don't qualify. There is also feedback that the current criteria and restrictions on existing properties are overly restrictive and make it difficult to sell as mortgage lenders are reluctant to lend on such properties. In addition, the restrictive approach creates difficulties when it comes to re-mortgaging or financing preventing improvement works or the actual building of new homes therefore restricting supply.

Alternative

The alternative option is to continue to use the existing Specific Local Need or Key Worker criteria (or with a slight modification).

Proposed Qualifying Criteria contained in Policy LC2

221. **Accessible Homes** The Isles of Scilly, as with the rest of the population of the United Kingdom, has an increasingly ageing population. That is a greater number of people living on the islands over the age of 65 years and that trend is projected to increase, with the working age population projected to decrease. Evidence suggests that on the Isles of Scilly population increases are predicted in those over 65 years and particularly those over 85 years. An ageing population will have implications for suitable housing provision now and in the future in terms of specialist homes both in the affordable and market housing sectors.
222. Some form of disability, either temporary or permanent, can affect everyone at some stage of their lives. The Council will seek to ensure that the housing needs of older people and those with mobility or sensory impairments are met across all tenures, and that these groups are not restricted in their choice of homes. Developers and other agencies will be encouraged to provide dwellings that will enable more people to remain in their homes if they become disabled or infirm and to live as independently as possible in the community.
223. The SHMA indicates that a far greater amount of housing of various types will be needed to meet older people's needs and rising aspirations in the future. New housing specifically provided for older people must meet high standards of accessibility and amenity relevant to their needs. The Smart-Islands programme²⁵ and availability of high speed broadband will facilitate access to emerging online healthcare initiatives, as well as smart metering in relation to utilities such as electricity, water and tele-communications. Such technologies should be considered during the design stage of any residential development proposed.
224. In order to support the ageing population and the specific needs of people with disabilities, the Council will require all new dwellings to be made accessible and adaptable.

²⁵ Smart Islands: <https://smartislands.org/#intro>



POLICY LC3 Accessible Homes

In order to ensure that everyone is able to secure and sustain their independence in a home appropriate to their circumstances, all new homes should be accessible and adaptable dwellings, unless viability evidence demonstrates that this is not possible. Accessible and adaptable homes should meet the requirements of Part M4(2) of the Building Regulations 2015 or any subsequent Government Standard.

Justification and Compliance		
POLICY LC3 Accessible Homes		
Justification	Spatial Strategy: 2, 3, 4, 7 Aims: 3, 4, 5	
Compliance with NPPF	Paragraph 17 (core principle), 47, 173, 48, 49, 50, 52, 55	
Monitoring Indicators	No of homes complete that achieve full accessibility and adaptability standards.	
Target	100% of all new homes meeting the standard	
Trigger for review	Decrease in percentage of homes meeting the standards	
Supports Economic Growth	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
Yes	Yes	Yes
Key Evidence Base	National Planning Policy Framework 2012 SHMA 2016 SHLAA 2017 Housing Growth Plan 2014 Housing Topic/Discussion Paper 2017	
Alternative options considered	Requiring only a percentage of each site to be adaptable and accessible	
What the Community have already told us:	<p><i>"Lack of affordable housing for elderly people and young people"</i></p> <p><i>"My dislike is not of the islands, but of the prospect of possibly having to leave here as I get older and can no longer maintain a large house and garden because there is little or no suitable housing on the open market which is specifically designed for the elderly and infirm"</i></p> <p><i>"Clearly a need for additional housing made available for workers – job positions cannot be filled – and also for young families (ie for a couple plus 1-2 children)... therefore, 1/2/3-bedroom homes (which would also be useful units for elderly wishing to downsize and for independent living)"</i></p>	

225. **Staff Accommodation** As a small island-based community there is a need to retain a balanced workforce. Clearly, staff accommodation needs cannot be met outside of the islands due to the expense of commuting to and from the mainland. Where the skills are not available in the local community there is a need to recruit to the islands from elsewhere. **Policy LC4** recognises that additional staff accommodation may be required for businesses or organisations. Such accommodation could comprise small-scale seasonal worker accommodation to meet the particular needs of agriculture or tourism, as well as a range of longer-term accommodation for businesses and organisations that require staff to relocate to the islands on a permanent or semi-permanent basis. Longer-term staff accommodation may need to cater for families unlike shorter term accommodation for more transient staff.



226. Unusually large dwellings in relation to the needs of the business, or expensive construction in relation to the income it can sustain, will not be permitted. Due to the small-scale of the islands it will be possible for workers in most occupations to live anywhere on the island and be within reasonable distance from the location of the business. However, very occasionally the nature of a business may make it essential for someone to live on, or in close proximity to the business. All staff accommodation should be commensurate with the needs of the business.

227. In order to retain staff accommodation for its intended use, a restrictive condition will be included on any planning approval under **Policy LC4** limiting its occupation to persons solely or mainly working in the business or organisations that justified it.

POLICY LC4 Staff Accommodation

New staff accommodation for businesses and organisations will be permitted where:

- a) the submission of an appraisal demonstrating that there is a functional and operational need for the proposed accommodation that cannot be met by existing suitable accommodation available in the area; and
- b) the size and type of the proposed accommodation is appropriate to its functional and operational needs of the business or organisation; and
- c) the proposed accommodation is located within or adjacent to the existing business or well-related to the physical form of an existing settlement or group of existing buildings.

All staff accommodation permitted will be subject to occupancy restrictions. In addition to the above, seasonal staff accommodation will only be permitted where it:

- d) is located in an area that relates well to the business where possible; and
- e) does not cause harm to residential amenity through staff working unsociable hours.

Where staff accommodation is required for a new business, the development will only be supported where it is demonstrated that the business is viable.

Justification and Compliance

POLICY LC4 Staff Accommodation

Justification

Compliance with NPPF

Monitoring Indicator
Target

Trigger for
review

Supports Economic Growth

Yes

Key Evidence Base:

Alternative options considered.

Spatial Strategy: 2, 3, 4, 7

Aims: 3, 4, 5

Paragraph 17 (core principle), 173, 48

No of staff accommodation units delivered

No applications approved contrary to policy and No appeals upheld against policy

Increasing trend of appeals being upheld against his policy.

Supports a full Range of Housing
needs

Yes

Conserves the Natural and Historic
Environment

Yes

National Planning Policy Framework 2012

Strategic Housing Market Assessment 2016

Island Futures: A Strategic Economic Plan for the Isles of Scilly, 2014

None



What the Community have already told us:

"Staff accommodation should be permitted and encouraged to support existing businesses and new projects that may need a transient workforce".

"By building staff accommodation businesses can ensure staff availability of workers who could not otherwise live here. This is the missing link on all the islands except Tresco. There needs to be financial incentive to work here if we are to improve standards".

"Policy should also be developed to support the creation of seasonal staff accommodation where this is essential to the viability of important island businesses".

228. **Removal of Occupancy Restrictions** It is accepted that there will be circumstances where staff accommodation is no longer required for the purpose for which it was originally intended. Any application to remove an occupancy condition for staff accommodation will need to demonstrate that the need for which the dwelling was approved originally no longer exists.
229. **Policy LC5** below sets out the criteria that will apply to any application to remove any restrictive occupancy condition to ensure that such accommodation can remain available where possible. An applicant would be expected to appropriately market the accommodation for a reasonable period (at least 12 months) at a realistic market price for the type of dwelling to establish whether it could meet the existing functional needs of a qualifying person or business. Evidence demonstrating how this requirement has been investigated will need to be included to support any application to vary or remove a restrictive occupancy condition.

POLICY LC5 Removal of Occupancy Conditions

Planning permission for the removal of an occupancy restriction for staff accommodation will only be permitted where it can be evidentially shown:

- there is no longer a continued need for the accommodation for any business or organisation on the islands; and
- the property has been marketed locally for an appropriate period (minimum 12 months) at an appropriate price.

In the event that staff accommodation is no longer required in connection with a business and depending on the type and location of the accommodation, an alternative condition will be imposed restricting occupancy for its use for holiday accommodation or as an affordable home to meet the needs of the community.

Justification and Compliance

POLICY LC5 Removal of Occupancy Conditions

Justification

Spatial Strategy: 2, 3, 4, 7

Aims: 3, 4, 5

Compliance with NPPF

Paragraphs: 199, 200, 201, 203, 204, 205 and 206

Monitoring Indicator

No of specific applications made to remove occupancy restrictions

Target

No applications approved contrary to policy and No appeals upheld against policy

Trigger for review

Increasing trend of appeals being upheld against his policy.

Supports Economic Growth

Supports a full Range of Housing needs

Conserves the Natural and Historic Environment



Yes
Key Evidence Base:
Alternative options considered.

Yes
National Planning Policy Framework 2012
None

n/a

New Homes - Where to build?

230. **Housing Allocations** Allocating a site for new homes in the Local Plan establishes the principle that the development for housing is acceptable. Site allocations provide certainty both to developers and the community to help understand what may happen in the area or on their island in the future. They also help the Council and other service and utility providers to look at the cumulative impact of development and plan for future needs, such as school places, as well as the capacity of energy, telecommunications, sewerage and water infrastructure. **Policy LC6** identifies 8 potential housing sites on St Mary's that are considered suitable and achievable to build new homes.

POLICY LC6 Housing Allocations

The following sites are allocated on the Proposals Maps for housing development:

- H1: (A7) 0.54ha Former Secondary School, Carn Thomas, Hugh Town, St Mary's
H2: (A7-A) 0.2ha Former Primary School, Carn Thomas, Hugh Town, St Mary's
H3: (A13) 0.53ha Land at to the west side of Old Town Road on the north of Ennor Castle, Old Town, St Mary's
H4: (A14) 0.44ha Land to the north east side of Ennor close, Old Town, St Mary's
H5: (A15) 0.42ha Land to the south of Launceston Close, Old Town St Mary's
H6: (A16) 0.10ha Land to the south of Ennor Close, Old Town, St Mary's
H7: (A17) 0.37ha Land to the south east of Ennor Close, Old Town, St Mary's
H8: (A18) 0.65ha Land to the east of Ennor Close, Old Town, St Mary's

Justification and Compliance		
POLICY LC6 Housing Allocations		
Justification	Spatial Strategy: 2, 3, 4, 7 Aims: 3, 4, 5 Paragraph 17 (core principle), 47, 173, 48, 49, 50, 52, 55 No of allocated sites being completed	
Compliance with NPPF	Achieve housing developments on suitable or allocated sites only	
Monitoring	Indicators	An increase in other sites, not previously identified, coming forward for development before allocations
	Target	Supports a full Range of Housing needs
	Trigger for review	Conserves the Natural and Historic Environment
Supports Economic Growth	Yes	Yes
Key Evidence Base	National Planning Policy Framework 2012 SHMA 2016 SHLAA 2017 Housing Growth Plan 2014 Housing Topic/Discussion Paper 2017	
Alternative options considered	Not allocating sites and permitting new developments on a rural exceptions style approach only.	
What the Community have already told us:	"Choosing sites for new build is controversial here as on the mainland and of course anywhere involving Conservation Area and AONBs. I think keep the requirements with a relaxed approach. Look at each case on its merits but even with modern buildings there is a need to restrict sheds, annexes etc. which can affect others or be misused".	



"I think there is too much exploitation of agricultural land simply because appropriate sites are unavailable. More work needs to be done with the Duchy and existing tenants to secure appropriate sites set out to gain maximum potential. Each property doesn't need to be a mansion set in its own grounds!"

231. **Windfall Sites** Windfall sites arise where a sustainable site suitable for development becomes available and where it has not been specifically allocated for housing in the Local Plan. Windfall sites provide opportunities for small scale residential development, including one-off homes. Historically windfall sites have made a positive contribution to the delivery of affordable homes for the community across all of the islands.
232. **Policy LC7** allows for windfall sites to come forward for intermediate affordable housing to meet the needs of the community. In particular, this policy provides an opportunity for self and custom-build homes.
233. On St Mary's windfall developments will only be permitted where the site is well related to an existing settlement and where the proposal complies with any other relevant policies elsewhere in this Local Plan.
234. **Off-Island Homes** During the Plan period any future homes required to meet the housing needs of the off-island communities will be delivered through windfall development, rather than on sites specifically allocated for housing. This flexible approach will ensure that new homes are permitted on the off-islands in response to the needs of off-islands communities in accordance with **Policies LC1** and **LC2**. The number and type of new homes should therefore be in response to the identified needs of a particular off-island community. Wherever possible, new homes should be well related to an existing settlement or group of existing dwellings and in all cases appropriate in scale, character and appearance to the site and the surrounding area or wider landscape.
235. All development proposals on a windfall site on St Mary's or the off-islands will be required to comply with other relevant policies in the Local Plan. In relation to scale, design and layout, proposals will need to accord with **Policy SS2**.
236. All new homes permitted on windfall sites will need to meet the housing requirements of the community in accordance with **Policy LC1**. In addition any residential development permitted will be subject to secure arrangements to ensure the accommodation is retained to meet local housing needs of the islands, in accordance with **Policy LC2**.

POLICY LC7 Windfall Housing

Proposals for new homes, including custom and self-build, will be permitted:

1. On St Mary's where the site is well-related to an existing settlement; or



2. On the off-islands where new homes are required to meet the needs of the community.

All new homes will be required to meet the needs of the local community in accordance with Policies LC1 and LC2 and appropriate in scale, character and appearance to the site and the surrounding area or wider landscape.

Justification and Compliance		
POLICY LC7 Windfall Housing		
Justification	Spatial Strategy: 2, 3, 4, 7	
Compliance with NPPF	Aims: 3, 4, 5	
Monitoring	Indicator	Paragraph 17 (core principle), 173, 48
	Target	No of windfall homes delivered
	Trigger for review	Compliance with policy requirement
Supports Economic Growth	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
Yes	Yes	Yes
Key Evidence Base	National Planning Policy Framework 2012 SHMA 2016 SHLAA 2017 Housing Growth Plan 2014 Housing Topic/Discussion Paper 2017 Self-Build and Custom Housebuilding Regulations 2016	
Alternative options considered	Allow open market but require and off-site contribution towards the provision of affordable homes on another site.	
What the Community have already told us:	<i>"We therefore need an alternative for our islands and the only way I can see for us to retain social rented accommodation is for it to be built by the Duchy of Cornwall or a private company, individuals or a 'self-build' group. These possible future properties could be controlled by 'local need', essential worker or agricultural restrictions secured by S106 agreements attached to the planning approvals."</i>	

Consultation Option 4

Define Settlement Boundaries of where windfall homes could come forward

The Local Plan could seek to define Settlement boundaries on St Mary's around those existing settlements referred to below. This would provide a degree of containment as well as certainty around where new homes, through windfall sites, could come forward.

On St Mary's existing settlements could be defined as:

- Hugh Town
- Old Town
- Telegraph/McFarlands Down
- Porthloo
- Holy Vale
- Normandy

The majority of historic windfall sites have come forward on St Mary's and all of the demand for self-build has been identified on St Mary's.

Settlement Boundary maps are appended in the proposals maps. It provides certainty to the expectations of developers or those looking to custom/self-build.

Rationale

Local Planning Authorities may make an allowance for windfall sites in the five year supply if they have compelling evidence that such sites have consistently become available (NPPF, para. 48). Over the life of the 2005 Local Plan, most residential development has been through windfall sites that were not identified previously.

Alternative

The Local Plan does not define settlements and only allocates development sites together with a criteria based policy that permits development on windfall sites that are well-related to existing dwellings and where there is no harm to the wider landscape. This creates a more flexible approach as proposed in this draft local plan and a wider opportunity for windfall housing and self-build sites.

Map Attached in Proposal Maps B



Settlement Area on St Mary's	No of Buildings	Area (ha)	Density (Dwellings/ha)
Hugh Town	730	23.7	30.8
Old Town	120	5.2	23.1
McFarlands Down/Telegraph	52	4.8	10.8
Porthloo	44	3.06	14.4
Normandy	28	1.03	27.2
High Lanes	19	1.3	14.6
Holy Vale	16	1.03	15.5

Table 2 St Mary's Settlements of reasonable size and density as of 2017

Existing Homes

237. **Replacement Dwellings** Existing dwellings may be subject to proposals to replace them. The impact of a replacement dwelling is likely to be greater with increases in size especially in relation to its impact on the surrounding area. Any increase in the size and scale of a replacement dwelling can also have implications in relation to affordability.
238. Given that an existing dwelling could be extended in accordance with **Policy LC9** and to ensure a consistent approach, any planning application for a replacement dwelling that would be more than 40% greater in volume (measured externally) than the original dwelling²⁶ will normally be resisted unless occupancy restrictions are imposed and subject to any amenity or environmental impacts being acceptable.

POLICY LC8 Replacement Dwellings

The replacement of an existing dwelling will be permitted provided that:

- the dwelling to be replaced is lawfully constructed either with planning permission or a certificate of lawfulness; and
- the existing dwelling is not currently the subject of a temporary permission; and
- the size, siting and design of the proposal would not be more visually intrusive in the landscape or have a harmful impact upon the amenities of neighbouring properties.

Where a replacement dwelling results in an increase in scale (in relation to footprint and volume) of the original dwelling by 40% or more, an occupancy restriction will be imposed to retain the property for principal residence only. For important, traditional or historic buildings in the Conservation Area, Listed Buildings or Scheduled Monuments then a replacement of that building will need to be in accordance with Policy OE3.

Justification and Compliance

POLICY LC8 Replacement Dwellings

Justification

Spatial Strategy: 2, 3, 4, 7

²⁶ As of June 1947



Compliance with NPPF Monitoring	Indicator Target	Aims: 3, 4, 5 Paragraph 17 (core principle) No of replacement dwellings delivered in accordance with policy No applications approved contrary to policy and no appeals upheld against this policy Increasing trend of appeals being upheld against this policy.	
Supports Economic Growth	Trigger for review	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
n/a		n/a	Yes
Key Evidence Base		National Planning Policy Framework 2012	
Alternative options considered		Consider a commuted sum towards affordable homes and allow the dwelling to remain open market and unrestricted.	
What the Community have already told us:		<p><i>"Given the slow replacement rate of housing stock, elevated building costs and the decline in grant funding, the challenge to the Council and the local plan is to work out how to retrofit these improvements / standards to the existing housing stock."</i></p> <p><i>"[we] would encourage a robust study be undertaken into the future accommodation supply (both type, style and quantity) on Scilly in order that the long term growth ambitions for the visitor economy can be achieved. This would also help to identify where there is a need for the replacement or perhaps change of use of poorer quality or end-of-life accommodation. Equally, it would help to identify future investment priorities including the scope for new hotel development on St. Mary's or additional niche accommodation types that respond to changing market demands (e.g. eco-friendly, alternative, serviced apartments/units etc.)"</i></p>	

239. **Residential Extensions** Due to the exceptional quality of the environment, many of the usual permitted development rights for householders on the islands are removed through Article 4(2) Directions. As a result there is a higher proportion of planning applications submitted for extensions and alterations to existing properties. It is therefore necessary to guide homeowners as to what would be considered acceptable in the context of the islands.
240. Additional space created by an extension to a dwelling, or the erection or alteration to outbuildings and other structures to provide ancillary accommodation, can be an acceptable means of meeting changes in household space requirements. However, they can also have a significant effect on the neighbours' enjoyment of their property, as well as impacting on the character and appearance of the building and surrounding area. Consequently proposals should be properly integrated with the existing dwelling, respect the character of the surrounding area and safeguard the privacy and amenity of neighbouring properties.
241. For ancillary accommodation standards of privacy and amenity may be relaxed in relation to the main dwelling. In such circumstances the occupation of the accommodation will be tied by condition to the occupation of the main dwelling. The scale and design of extension should be in accordance with the Isles of Scilly Design Guide Supplementary Planning Document.
242. As with replacement dwellings, large extensions can also have an impact upon the affordability of the property and in order to seek to protect affordable homes. Proposals that seek to extend an existing home by more than 40% (in relation to footprint and volume), relative to the original dwelling, will be resisted unless other means of retaining the property for the local community can be secured. This would



usually be through the imposition of an occupancy restriction to retain the property as a principal residence home.

POLICY LC9 Residential Extensions and Ancillary Accommodation

Development to extend and/or alter a dwelling or any outbuilding ancillary to the main residential use will be permitted where the proposal:

- a) respects the scale, proportions, materials and overall design and character of the existing property; and
- b) does not harm the street scene or surrounding area; and
- c) avoids the material loss of privacy and amenity for the residents of neighbouring properties.

Where a domestic extension results in an increase in scale (in relation to footprint and volume) of the original dwelling by 40% or more, an occupancy restriction will be imposed to retain the property as permanent residence.

Justification and Compliance		
POLICY LC9 Residential Extensions		
Justification	Spatial Strategy: 2, 3, 4, 7 Aims: 3, 4, 5 Paragraph 17 (core principle) Indicator: None	
Compliance with NPPF	Supports a full Range of Housing needs	
Monitoring	Conserves the Natural and Historic Environment	
Supports Economic Growth	n/a	
Yes	Yes	
Key Evidence Base	National Planning Policy Framework 2012	
Alternative options considered	None	
What the Community have already told us:	"I think, within reason, some aspects of permitted development (as allowed on the mainland) should be relaxed. Extensions to existing homes (within limits) should be permitted to help ease the housing situation and sub division of larger properties should be allowed for the same reason provided the division is for the housing current residents."	

243. **Homes in Multiple Occupation (HMO)** A HMO is a property that is shared by three or more tenants who are not living together as a family and who share basic amenities such as a kitchen, bathroom or toilet facilities but have separate bedrooms. The change of a home to a HMO for up to 3-6 people is permitted development. Where there is a mixed HMO and private dwelling, or the HMO is shared by more than 6 people, then planning permission is required.
244. Unlike the UK mainland, the Isles of Scilly does not have high numbers or concentrations of HMO's, which are often established as a means of providing low-cost accommodation for students or young professionals. Locally HMO's are established largely as a means to deliver accommodation for seasonal staff.
245. In order to accommodate the need and demand for HMO's, while ensuring the future balance of established communities, **Policy LC10** provides guidance for developers and prospective landlords in order to minimise the potential social, environmental and economic impacts of HMO's on communities.



POLICY LC10 Homes in Multiple Occupation

In order to support mixed and balanced communities, and to ensure that a range of household needs continue to be accommodated throughout the islands, applications for changes of use to a House in Multiple Occupation (HMO) will be permitted where:

- the immediate area is not already imbalanced by a concentration of such uses and where the development would not create such an imbalance; and
- the use would not cause a detrimental impact upon adjacent and neighbouring residential amenity or neighbouring land uses.

For the purposes of this policy, dwellings in use as Class C4, mixed C3/C4 use and HMOs in sui generis use will be considered to be HMOs.

Justification and Compliance

POLICY LC10 Homes in Multiple Occupation

Justification

Spatial Strategy: 2, 3, 4, 7

Aims: 3, 4, 5

Compliance with NPPF

Monitoring

Indicator

Target

Trigger for review

Paragraph 17 (core principle), 173, 48

No of HMOs approved annually

none

None

Supports Economic Growth

Supports a full Range of Housing needs

Conserves the Natural and Historic Environment

Yes

Yes

n/a

Key Evidence Base

National Planning Policy Framework 2012

Alternative options considered

None



Chapter 4: Building a Strong Working Community

Issues	Economy Community Facilities
Aims	4. Creating a more competitive, diverse and resilient economy based on an exceptional and inspirational environment that can adapt to change and challenges and maximise opportunities and underpinned by effective infrastructure and an appropriately skilled workforce.

Development Management Policies to Support a Strong Working Community

246. **The islands are a place where a variety of employment needs have to be met to support a working community. It is important that those employment needs are consistent with protecting the islands natural and historic landscape.**
247. The Council of the Isles of Scilly recognises that conserving and enhancing the natural beauty, wildlife and cultural heritage and supporting vibrant, healthy and productive living and working communities need not be in conflict.
248. Nationally the Government is committed to securing sustainable economic growth in order to create jobs and prosperity, building on the country's inherent strengths and meeting the twin challenges of global competition and of a low carbon future. Whilst the islands don't fit well within the mainland 'growth' context, it is nevertheless important to create a sustainable economic environment to improve prosperity and productivity and make the islands more nationally and internationally competitive.
249. **Employment** The economy of the Isles of Scilly is unusual in many ways. It is remarkably self-contained and dominated by tourism with high levels of very small businesses. The cost of living is high and there are low levels of unemployment. These factors make the economy particularly vulnerable to economic and financial shocks and any downturn in the tourism trade.
250. Creating a successful economy will require businesses to be able to evolve and adapt to new challenges and to develop new opportunities. It will also be necessary



to recognise that the future stability of the community is linked with a strong economy and that change will be required and therefore supported where it is necessary and sympathetic.

251. The policies in this section seek to encourage development that will help strengthen and diversify the islands' economy and, wherever possible, lead to a rise in average incomes, whilst sustaining a high quality environment. As the quality of the environment underpins the economy, it would be inappropriate to encourage any development that threatened the unique natural heritage of the islands.
252. Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, such as the lack of infrastructure, services or housing. In setting out a positive framework to promote the sustainable growth and diversification of the economy and enable changes for businesses, the Local Plan seeks to support appropriate development under **Policy WC1**.
253. Given the islands' location, size and physical environment, the options for creating a more competitive and diversified economy will be challenging, and most likely mean that successful new businesses will be trading in niche markets, offer specialist services or provide high-value/low-bulk goods. Linked to a more competitive and diversified economy is the provision of more reliable and year-round transport service to the mainland and between islands; a better choice of more affordable housing; good quality office space in prime locations; the ability to recruit skilled and adaptable staff; and good business support services.
254. The Smart Islands programme and availability of superfast broadband provide the greatest opportunities to diversify the economy and increase employment opportunities that are more skilled and better paid by enabling a range of research, technology and knowledge based business and organisations to develop or relocate to the Isles of Scilly. The Smart Islands programme in particular provides a significant economic opportunity that responds positively to National policy and takes advantage of the geographical location and small scale of the Isles of Scilly. The concept of Smart Islands position the Isles of Scilly as an 'Innovation laboratory' providing a safe place where new innovative systems and technologies can be tested and developed and replicated elsewhere in the UK and beyond. The Smart Islands initiative has been recognised by Central Government in the 2017 Industrial Strategy: Building a Britain fit for the future²⁷.
255. Agriculture, and horticulture in particular, has helped create the islands' distinctive landscape. Sustainable farming practices are essential for maintaining the characteristic landscapes of the islands'. Traditionally farming on the islands' has

²⁷ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/664563/industrial-strategy-white-paper-web-ready-version.pdf



been on a much smaller scale, and has limited capacity for physical expansion but remains an important aspect of what makes the islands distinct and makes a valuable contribution to its sustainability and self-sufficiency. Supporting the growth and diversification of agriculture and horticulture, particularly where it contributes to local food production, is critical to the islands future and long term prosperity.

256. Tourism will always be the largest part of the economy - and so it is especially important that the tourism sector improves the quality of its offer and responds to the expectation of visitors. In 2015, visitors contributed £41.5 million to the economy of the Isles of Scilly - so any decrease in visitor numbers and their spending has a disproportionate impact on the islands' economy. A key challenge for tourism is to maximize the quality of its product and provide an offer that appeals to a range of visitors, including opening up to, or creating, new tourism markets and niches. Improving quality, attracting new markets, extending the season and improving productivity will result in a more resilient, competitive and sustainable visitor economy, that provides better wages.
257. **Policy WC1** sets out a general employment policy to apply to all types of employment development. Appropriate employment and business development are encouraged where they avoid negative impacts on the area so the economic benefits of the islands' high quality environment can be maintained and its special qualities are not compromised.

POLICY WC1 General Employment Policy

Development proposals that strengthen, enhance and diversify the islands' economy will be supported where they are appropriately scaled and located in accordance with other policies in the Local Plan.

Justification and Compliance		
POLICY WC1 General Employment Policy		
Justification	Spatial Strategy: 4, 5, 6 Aims: 4, 5	
Compliance with NPPF	Paragraph 17 (core principle), 19, 20, 21	
Monitoring	Indicator	Net gain of employment land and buildings completed
	Target	gains exceed loss of employment land and buildings
	Trigger for review	losses exceed gains in employment land
Supports Economic Growth	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
Yes	n/a	n/a
Key Evidence Base	National Planning Policy Framework 2012 Island Futures: A Strategic Economic Plan for the Isles of Scilly, 2014 Local Plan Annual Monitoring Reports 2007-2017	
Alternative options considered	None	
What the Community have already told us:	<p><i>"Support for a skilled, home grown workforce; (delivered through job creation, support for training and employment in health and care services, affordable housing, key worker housing)".</i></p> <p><i>"There are many types of employment that the islands could offer if only we had a Business/Technical Park, where units, large and small, could accommodate electronic assembly, clothing manufacture, pharmaceutical company products, seaweed/seafood industry etc. all of which could offer employment for those island children who go on to</i></p>	



University, obtain degrees, but are unable to find challenging, rewarding or worthwhile work on the islands, other than the hospitality/hotel/restaurant trades. I am sure there are many companies who would consider moving to, or opening new branches on Scilly”.

258. Where businesses grow and intensify their activity support will be given to extend or provide new premises provided there is no unacceptable impact on the appearance and character of the landscape and other special island qualities. The aim of the Local Plan is to enable successful businesses to expand appropriately without causing harm. Encouragement will be given to home-based businesses, expansion of existing businesses as well as new development opportunities in response to economic opportunities.
259. Where development can be accommodated as part of a residential use or it is compatible with the area, then it will be supported under **Policy WC2**. The impacts of the business would need to ensure that capacity of the road network, car parking and other infrastructure pressures are acceptable and that the use does not harm the amenity of the area or result in visual harm to the landscape as a result of extensions or pollutions, including noise, odour and light.

POLICY WC2 Home-Based Businesses

Small-scale home based businesses through a change of use of existing buildings, small scale extensions, the use of ancillary buildings where they are well-related to existing buildings or, where no suitable buildings exist, new buildings within the domestic curtilage, for a small-scale home-based business will be permitted provided that there are no unacceptable adverse impacts as a result of the specific use in accordance with other relevant policies in the Local Plan.

Justification and Compliance		
POLICY WC2 Home Based Businesses		
Justification	Spatial Strategy: 4, 5, 6 Aims: 4, 5	
Compliance with NPPF	Paragraph 17 (core principle), 19, 20, 21	
Monitoring	Indicator	Number of approvals for home-based business developments
	Target	None
	Trigger for review	Increase in trend for decisions made contrary to this policy.
Supports Economic Growth	Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
Yes	n/a	n/a
Key Evidence Base	National Planning Policy Framework 2012 Island Futures: A Strategic Economic Plan for the Isles of Scilly, 2014 Local Plan Annual Monitoring Reports 2007-2017	
Alternative options considered	None	
What the community have already told us:	<p><i>“We have some of the highest rates of self-employment and entrepreneurship in the country – the joy of being your own boss should not be underestimated. Many people chose under-employment in order to live in such a wonderful place, free from the stresses of corporate culture and commuting.</i></p> <p><i>Superfast broadband and the new work spaces at the Porth mellon, Porthcressa and the St Agnes Island Hall have all been great steps forward”.</i></p>	



260. **Employment Sites** There are a number of sites which have a variety of business or storage uses. These sites comprise an important element of the island economy and provide local job opportunities. Within the boundaries of these sites, proposals for redevelopment or intensification through extensions or new buildings will be permitted provided there is no significant harm to the landscape and deals comprehensively with the whole site. Proposal that involve the extension of the site boundary into the countryside would be considered on their individual merits. Open storage will only be permitted if it is not visually intrusive.

POLICY WC3 New Employment Development			
The redevelopment, extension of buildings or erection of new buildings for employment use will be permitted provided that it accords with Policy WC1 and where:			
<ul style="list-style-type: none"> a) it is well integrated within an existing settlement; or b) it is in the countryside where the business activity and scale is appropriate to its location and demonstrates a functional and/or operational requirement to be in such a location; or c) it is an extension to an existing business where relocation would be impractical or unviable; and in all cases d) it does not result in an unacceptable impact on the environment or residential amenities in accordance with other relevant policies within the Local Plan. 			
Justification and Compliance			
POLICY WC3 New Employment Development			
Justification		Spatial Strategy: 4, 5, 6 Aims: 4, 5	
Compliance with NPPF		Paragraph 17 (core principle), 19, 20, 21	
Monitoring	Indicator	Net gain of employment land and buildings completed gains exceed loss of employment land and buildings losses exceed gains in employment land	
	Target		
		Trigger for review	
Supports Economic Growth		Supports a full Range of Housing needs	Conserves the Natural and Historic Environment
Yes		n/a	n/a
Key Evidence Base		National Planning Policy Framework 2012 Island Futures: A Strategic Economic Plan for the Isles of Scilly, 2014 Local Plan Annual Monitoring Reports 2007-2017	
Alternative options considered		None	
What the Community have already told us:		<p>"Further 'employment land' could be allocated (with flexibility as to use classes, including A), possibly in the Porth mellon and Telegraph areas. The availability (and also retention) of employees is an issue – ie there is limited (even non-existent) homes for them at the moment".</p> <p>"Existing employment land (B use classes) should be identified and protected and new employment land should be identified and allocated. (An extension to the Porth mellon Industrial Estate, or perhaps a small site at Telegraph, as possible examples.) These sites could also allow for any new research centre or new sewerage treatment works".</p>	

261. It is important that existing employment sites are safeguarded as an important resource for the islands. **Policy WC4** seeks to ensure that existing employment sites and buildings remain available for prospective businesses. This policy not only



seeks to safeguard other parts of the islands' from industrial or commercial development but minimises the need to develop new sites. Protecting existing employment sites from alternative uses ensures that impact upon residential amenity as well as landscape character and environmental quality is minimised.

Consultation Option 5

Define/Map areas of Employment Land The Local Plan could specifically define employment land and seek to resist the loss of employment land and buildings, within those defined areas. At present the option is to identify Porth Mellon Business Park only and seek to retain employment uses at this site (proposal E attached).

Rationale To protect existing land and buildings, at this site, from alternative uses which could compromise or constrain the use for employment or industrial purposes through the introduction of other uses such as residential or retail. Annual monitoring suggests there have been increasing applications to seek to change the use of industrial units to other uses. E.g. retail, residential, office for example. Without support from a policy to resist such changes it has been difficult to refuse most of these applications.

Alternative An alternative approach is to not define land for employment uses, but ensure Policy WC4 applies to any application where the result is a loss of employment land or buildings and the proposed use compromises the economic base of the islands. Such a policy would still permit changes where the use proposed continues to support employment and/or industrial uses needed to support the islands and where the use of the land or building is no longer appropriate or viable as an employment use, such as, for example, where the unit cannot be filled even after marketing and rent reductions.

Map of possible [employment land boundary in Proposals Map D on page 126](#)

POLICY WC4 Alternative Uses for Employment Land and Buildings

Proposals that result in the loss of employment premises or land will only be permitted where:

- a clear case is made that the site is no longer required to meet the economic needs of the islands; or
- the current activity is causing or could cause significant harm to the character of the area or the amenities of residents; or
- it would result in the provision of better quality premises or space as part of a mixed use scheme; and
- it would not have a significant detrimental impact on the integrity and operation of any remaining businesses.

Justification and Compliance

POLICY WC4 Alternative uses for employment land and buildings

Justification	Spatial Strategy: 4, 5, 6 Aims: 4, 5	
Compliance with NPPF	Paragraph 17 (core principle), 19, 20, 21	
Monitoring	Indicator: Net gain of employment land and buildings completed	
	Target: losses exceed gains of employment land and buildings	
	Trigger for review: losses exceed gains in employment land	
Supports Economic Growth	Supports a full Range of Housing needs	Supports a full Range of Housing needs
Yes	n/a	n/a
Key Evidence Base	National Planning Policy Framework 2012	



<p>Alternative options considered</p> <p>What the Community has already told us:</p>	<p>Island Futures: A Strategic Economic Plan for the Isles of Scilly, 2014 Local Plan Annual Monitoring Reports 2007-2017 Not define employment areas and apply policy to any employment land or building.</p> <p><i>"To help to maintain existing local industries and businesses - there is no mention of the existing economic structure. (It is interesting to talk about future entrepreneurs (see housing section/Ash report/etc.) but there are many existing enterprises and sources of employment here already - these should be valued and encouraged)".</i></p> <p><i>"Policy should support the development of knowledge-based technology and creative businesses where by doing so will create employment and opportunities for the wider benefit of the island and its residents, particularly utilising science, technology, engineering and maths subjects. The new Plan should be written to be able to enable appropriate significant projects which would boost the islands economy such as a new hotel or further education establishment".</i></p>
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262. **Tourism** The Local Plan aims to support the islands' ambitions to be an internationally competitive visitor destination, capitalising on the islands' exceptional environment. As such, the Local Plan will seek to promote the development and diversification of sustainable tourism and leisure developments that benefit the economy of the islands to match and protect its exceptional environment. Support will therefore be given to proposals for the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities; for the retention and development of local services and community facilities which could include local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.
263. A strong tourism economy will help support and maintain services and community facilities on the islands, especially on the off-islands, and contribute to the management of the environment. Fundamentally tourism supports vital transport links connecting the islands' to the mainland as well as between the islands.
264. Given the importance of tourism it is especially important that the tourism sector is ready to continually improve its offer and respond to the needs of visitors. New tourism development should enrich and enhance the islands assets and resources rather than harming the very character, quality and beauty that makes them attractive to visitors and residents.
265. To sustain the islands as a competitive visitor destination, it is necessary to protect and encourage, wherever appropriate, improvements to existing visitor accommodation. The cumulative loss of visitor accommodation to alternative uses can weaken the destination's appeal and ability to grow its visitor market.
266. New visitor accommodation will be supported where it improves the quality and choice of existing tourism and responds to the changing needs and expectations of visitors. Such accommodation will be supported for both serviced and self-catering at the most luxurious end as well as more basic end of the market, with quality and value for money being key drivers. It will be important to ensure a balance between serviced and self-catering accommodation, recognising that a limited availability of



serviced accommodation restricts the opportunity for short-breaks, particularly outside the main tourism season and reduces passengers by air and sea.

267. Any proposal that results in the loss of tourist accommodation would need to demonstrate that it is no longer economically viable or required, as evidenced by appropriate marketing for at least a 12 month period at an appropriate price.

POLICY WC5 Visitor Economy and Tourism Developments

Proposals for new or upgraded tourism development will be permitted where they:

- a) make a positive contribution to the provision of high quality sustainable tourism on the islands that improves the current visitor experience, offer and responds to the changing needs and expectations of visitors to help create a more competitive and sustainable visitor destination; and
- b) are located in sustainable and accessible locations; and
- c) are appropriate to the site and its surroundings in terms of activity, scale and design; and
- d) do not result in an unacceptable impact on the environment or residential amenities in accordance with other relevant policies in the Local Plan.

Proposals for tourism development will be particularly encouraged subject to a - d above and where it is demonstrated that they would:

1. extend the tourism season and increase productivity and wages in tourism;
2. support the promotion and interpretation of the island's heritage;
3. build on links with Cornwall; and
4. provide a viable and appropriate use for under-used buildings where they can be converted and are worthy of retention and in accordance with Policy SS3.

Applications will need to be supported by justification as to how the above is being addressed by the proposal.

Justification and Compliance		
POLICY WC5 Visitor Economy and Tourism Development		
Justification	Spatial Strategy: 4, 5, 6 Aims: 4, 5	
Compliance with NPPF	Paragraph 17 (core principle), 19, 20, 21	
Monitoring	Indicator	Net gain of new tourism development
	Target	gains exceed loss of tourism development
	Trigger for review	losses exceed gains in tourism development
Supports Economic Growth	Supports a full Range of Housing needs	Supports a full Range of Housing needs
yes	n/a	n/a
Key Evidence Base	National Planning Policy Framework 2012 Island Futures: A Strategic Economic Plan for the Isles of Scilly, 2014 Future of Tourism on Scilly - Blue Sail, 2011 Local Plan Annual Monitoring Reports 2007-2017 Isles of Scilly Destination Management Plan 2018	
Alternative options considered	None	
What the Community have already told us:	<i>"Any business that improves the economy and leads to a reduction in seasonality should be welcomed. Strengthen existing economy by permitting new tourism accommodation and facilities to broaden the</i>	



market. The emphasis should be on quality in all categories and flexibility in order to promote a more even spread of passengers through the airport".

"I think there is a demand and space for tourism letting opportunities in the form of the increasingly popular shepherds huts, yurts and pods which are far more attractive than the traditionally static caravan and easily concealed. It offers a non-permanent form of development within the financial reach of the less wealthy and attracts a new kind of young traveller type which is increasingly common now".

"In addition to diversification, it should also be recognised that another way of addressing the seasonal nature of the tourism industry on Scilly is to extend the season, grow the market and create the conditions for businesses to profitably trade over a longer period. It is also worth noting that the range of services and facilities that would serve to attract new industry and investment (shops, restaurants, leisure facilities and cultural activities etc.) can ultimately only be sustained by a buoyant tourism market".

268. The re-use or extension of existing buildings and the provision of small scale new buildings can play an important part in the tourism industry through the creation of self-catering accommodation or local craft or artists' studios, for example. Such development needs to be sensitively designed so as to not have an adverse impact on the landscape as set out in [Policy WC5](#) and [Policy SS2](#).
269. The provision of new or the expansion of existing tourist accommodation sites, including camping, chalets or other forms of self-catering accommodation, may cause visual intrusion and harm to the landscape. This could, in some circumstances, be minimised by effective, high quality screening. It would however be inappropriate to allow the rapid expansion of such sites due to the scale of the landscape and the likely adverse harm.
270. Proposals should help support other elements of the rural economy. For example the extension of a public house to provide tourist accommodation may help to support the viability of the public house, which in turn provides benefits for the local community.
271. Staff accommodation is an important aspect of supporting the tourism industry. Where new or expansions of businesses are proposed that require additional staff accommodation then this would need to be in accordance with [Policy LC5](#). If accommodation approved or already provided is no longer needed to support a business, [Policy SS2](#) seeks to ensure any change of use meets local housing needs unless it is otherwise demonstrated to meet the criteria for other uses.
272. Safeguarding existing serviced accommodation on the islands is important as they provide an economic benefit to the local economy and can also provide social and community facilities such as a public bar or function room. In some circumstances where a hotel or guesthouse was formerly a single dwelling it can revert back to a single residential dwelling if the policy tests are met. Any change of use to more than one dwelling will need to address a local affordable housing needs in line with the approach set out in the housing policies. In all other circumstances, it needs to be



shown that the hotel cannot be made viable over the longer term and that the property has been marketed at a reasonable value for a minimum of 12 months with no willing buyers, before a change of use of part or the entire hotel will be considered.

POLICY WC6 Safeguarding Serviced Accommodation

1. Development proposals that would involve the loss of existing serviced accommodation will only be permitted where:
 - a) other employment uses are to be created in the existing building; or
 - b) evidence has been submitted as part of an application to clearly demonstrate the use can change to a principal residence dwelling (Policy LC2) where:
 - i. the use was formerly a single residential dwelling on 1st July 1948 or built as a single residential dwelling subsequently;
 - ii. there has been no excessive alteration or extension; and
 - iii. the existing use does not provide a viable and valuable community service or function.
2. Where clause 1. does not apply, proposals relating to the change of use of serviced accommodation should demonstrate that the current use of the building as serviced accommodation cannot be continued or made viable in the longer term and the property has been marketed as a going concern at a reasonable value for a minimum period of 12 months. An independent valuation of the building will be required.
3. Where it is demonstrated that the serviced accommodation is no longer viable (clause 2), proposals for a change of use should be compatible with the cultural heritage of the existing building, local character and amenity and in accordance with the following:
 - a) changes that will be considered acceptable in principle include;
 - i. change of use to self-catering accommodation;
 - ii. change of use to provide community services or facilities;
 - iii. a mixed use development, based on the uses listed above including employment use.
 - b) Proposals for a change of use to residential dwellings will only be considered where the requirements of this policy are met and clause 3(a) cannot be achieved.
 - c) In relation to 3(a) and (b), opportunities for the partial change of use of the building or complex that supplements the existing serviced accommodation will be encouraged.

Justification and Compliance

POLICY WC6 Safeguarding Serviced Accommodation

Justification

Spatial Strategy: 4, 5, 6

Aims: 4, 5

Compliance with NPPF

Paragraph 17 (core principle), 19, 20, 21

Monitoring

Indicator

Net losses of serviced accommodation

Target

loss of tourism development exceeding gains in other forms of tourism accommodation

Trigger for review

increasing trend for loss of serviced accommodation not replaced by other forms of tourism accommodation



Supports Economic Growth	Supports a full Range of Housing needs	Supports a full Range of Housing needs
yes	n/a	n/a
Key Evidence Base:	National Planning Policy Framework 2012 Island Futures: A Strategic Economic Plan for the Isles of Scilly, 2014 Future of Tourism on Scilly - Blue Sail, 2011 Local Plan Annual Monitoring Reports 2007-2017 Isles of Scilly Destination Management Plan 2018	
Alternative options considered.	None	
What the community have already told us:	<i>"Any business that improves the economy and leads to a reduction in seasonality should be welcomed. Strengthen existing economy by permitting new tourism accommodation and facilities to broaden the market. The emphasis should be on quality in all categories and flexibility in order to promote a more even spread of passengers through the airport".</i>	

Chapter 5: Monitoring and Implementation

Chapter	Policy	Monitoring	
Chapter 1. Sustainable Scilly	POLICY SS1 Principles of Sustainable Development	Indicator:	Percentage of planning applications accompanied by a Planning/ Sustainability Statement
		Target:	100% of all planning applications should be accompanied by a Planning/ Sustainability Statement
		Trigger for Review:	Not meeting target
	POLICY SS2 Sustainable and Quality Design	Indicator:	No of planning applications approved in compliance with this policy.
		Target:	100%
		Trigger for review:	More than 40% appeal losses against the application of this policy.
	POLICY SS2 Re-use of Buildings	Indicator:	Number of planning application approved outside settlement boundaries.
		Target:	No of applications
		Trigger for review:	More than 10% of applications approved contrary to this policy.
	POLICY SS4 Safeguarding Retail and Community Facilities	Indicators:	1. Percentage of primary frontage within Hugh Town as retail (A1) 2. Vacancy rates in Hugh Town. 3. Approved and completed retail outside Hugh Town.
		Target:	None
		Trigger for Review:	None
	POLICY SS5 Infrastructure Improvements	Indicator:	Delivery of infrastructure improvements to support growth and development.
		Target:	Infrastructure improvements are delivered prior to major development proposals.
		Trigger for review:	Major or significant developments being approved without necessary infrastructure improvements being undertaken.
	POLICY SS6 Water and Waste Water Management	Indicator:	Appeals upheld contrary to policy
		Target:	None upheld at appeal
		Trigger for review:	Increasing trend of appeals upheld contrary to policy.
	POLICY SS7 Flood Avoidance	Indicator:	Appeals upheld contrary to policy
		Target:	None upheld at appeal
		Trigger for review:	Increasing trend of appeals upheld contrary to policy.
	POLICY SS8 Renewable Energy Developments	Indicator:	Renewable energy capacity of approved and completed schemes
		Target:	Increasing trend above baseline figure (if data available).
		Trigger for review:	Declining Trend
	POLICY SS9 Managing Movement	Indicator:	Development proposals don't increase reliance on private car ownership
		Target:	Increase in the need for private car ownership.
		Trigger for review:	?
	POLICY SS10 To and Inter-Island Transport	Indicator:	Appeals upheld contrary to policy
		Target:	None upheld at appeal
		Trigger for review:	Increasing trend of appeals upheld contrary to policy



Chapter 2. Outstanding Environment	POLICY OE1 Landscape Character	Indicator:	No of planning applications/listed building consent applications approved contrary to this policy.
		Target:	No applications approved contrary to policy and No appeals upheld against policy
		Trigger for review:	Increasing trend of appeals being upheld against his policy.
	POLICY OE2 Biodiversity and Geodiversity	Indicator:	Appeals upheld contrary to policy.
		Target:	None upheld at appeal.
		Trigger for review:	Increasing trend of appeals upheld contrary to policy.
	POLICY OE3 Development affecting Heritage	Indicator:	No of planning applications/listed building consent applications approved contrary to this policy.
		Target:	No applications approved contrary to policy and No appeals upheld against policy
		Trigger for review:	Increasing trend of appeals being upheld against his policy.
	POLICY OE4 Protecting Scilly's Dark Skies	Indicator:	Appeals upheld contrary to policy
		Target:	None upheld at appeal
		Trigger for review:	Increasing trend of appeals upheld contrary to policy
	POLICY OE5 Managing Pollution	Indicator:	Appeals upheld contrary to policy
		Target:	None upheld at appeal
		Trigger for review:	Increasing trend of appeals upheld contrary to policy.
	POLICY OE6 Waste Management	Indicator:	No of applications annually where policy is used
		Target:	All applications include assessment against this policy
		Trigger for Review:	Policy not being used or decisions made contrary to this policy.
Chapter 3. Living communities	POLICY LC1 Isles of Scilly Housing Strategy to 2030	Indicator:	Net housing completions per year
		Target:	Annual housing delivery target
		Trigger for review:	consistent under delivery against the target
	POLICY LC2 Occupying Affordable Homes	Indicators:	1. Housing units approved and completed by dwelling type, size and tenure. 2. Percentage of approved and completed homes that are within the parameters of the housing standards. 3. Monitoring of no of applications
		Target:	Compliance with policy requirement
		Trigger for review:	Applications regularly approved that are in excess of the housing standards. Or appeals granted contrary to the requirements of this policy.
	Policy LC3 Accessible Homes	Target:	All homes completed with
		Indicator	Compliance with policy requirement
		Trigger for Review	Applications approved below target without an open book procedure taking place.
	POLICY LC4 Staff Accommodation	Indicator:	No of staff accommodation units delivered
		Target:	No applications approved contrary to policy and No appeals upheld against policy
		Trigger for review:	Increasing trend of appeals being upheld against his policy.
	Policy LC5 Removal of Occupancy Conditions	Indicator:	No of specific applications made to remove occupancy restrictions
		Target:	No applications approved contrary to policy and No appeals upheld against policy



		Trigger for review:	Increasing trend of appeals being upheld against his policy.
	Policy LC6 Housing Allocations	Indicator:	No of allocated sites being completed
		Target:	Ensuring that multi-home sites come forward on allocated sites only
		Trigger for review:	An increase in other sites, not previously identified, coming forward for development before allocations
	POLICY LC7 Windfall Homes	Indicators:	1. Housing units approved and completed by dwelling type, size and tenure. 2. Percentage of approved and completed homes that are within the parameters of the housing standards.
		Target:	Compliance with policy requirement
		Trigger for review:	Applications regularly approved that are in excess of the housing standards. Or appeals granted contrary to the requirements of this policy.
	POLICY LC8 Replacement Dwellings	Indicator:	No of replacement dwellings delivered in accordance with policy
		Target:	No applications approved contrary to policy and no appeals upheld against this policy
		Trigger for review:	Increasing trend of appeals being upheld against this policy.
	POLICY LC9 Residential Extensions	Indicator:	None identified
		Target:	None
		Trigger for review:	None
	POLICY LC10 Homes in Multiple Occupation (HMOs)	Indicator:	No of HMOs approved annually
		Target:	None
		Trigger for review:	None
Chapter 4. Working communities	POLICY WC1 General Employment Policy	Indicator:	Net gain of employment land and buildings completed
		Target:	gains exceed loss of employment land and buildings
		Trigger for review:	losses exceed gains in employment land
	Policy WC2 Home-Based Businesses	Indicator:	No of approvals for home-based business developments
		Target:	None
		Trigger for review:	Increase in trend for decisions made contrary to this policy.
	Policy WC3 New Employment Development	Indicator:	Net gain of employment land and buildings completed
		Target:	gains exceed loss of employment land and buildings
		Trigger for review:	losses exceed gains in employment land
	Policy WC4 Alternative Uses for Employment Land and Buildings	Indicator:	Net gain of employment land and buildings completed
		Target:	gains exceed loss of employment land and buildings
		Trigger for review:	losses exceed gains in employment land
	Policy WC5 Visitor Economy and Tourism	Indicator:	Net gain of new tourism development
		Target:	gains exceed loss of tourism development
		Trigger for review:	losses exceed gains in tourism development
	Policy WC6 Safeguarding Serviced Accommodation	Indicator:	Net losses of serviced accommodation
		Target:	loss of tourism development exceeding gains in other forms of tourism accommodation
		Trigger for review:	increasing trend for loss of serviced accommodation not replaced by other forms of tourism accommodation



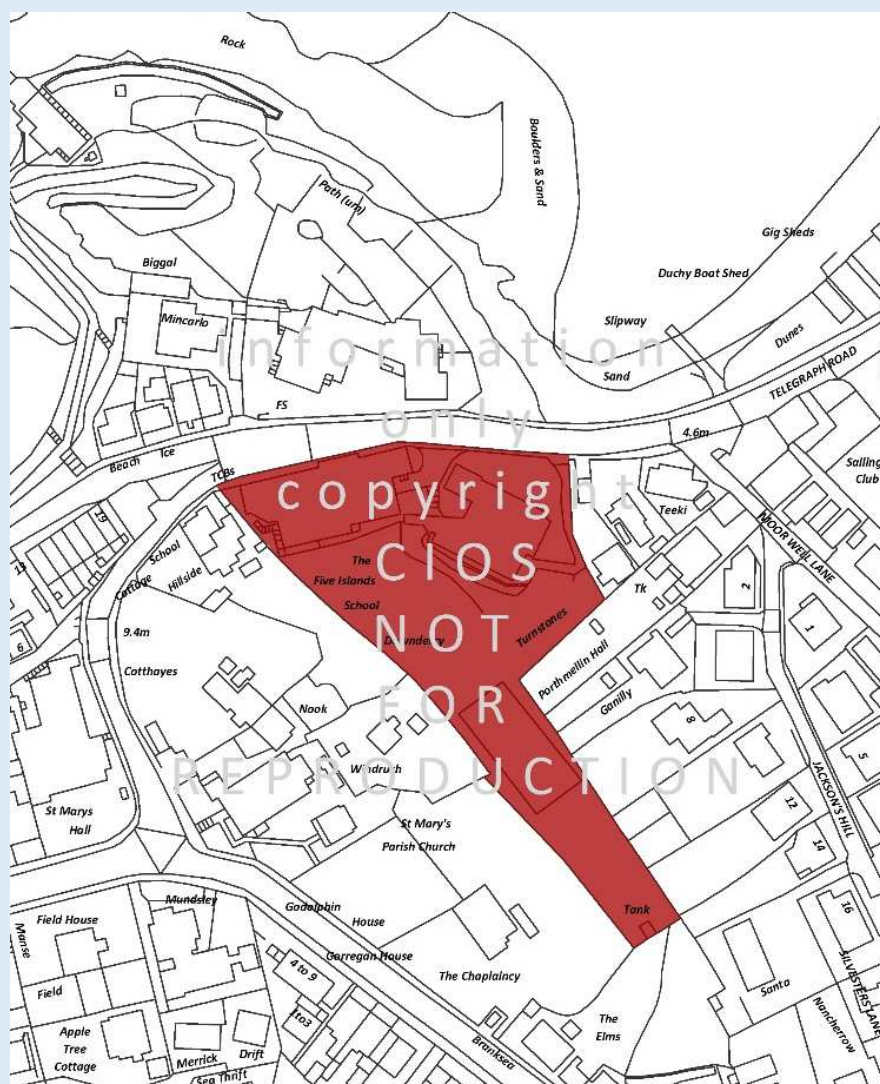
Proposals Maps

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A. Housing Allocations

H1 Former Secondary School, Carn Thomas St Mary's



**H1
(A7) Former Secondary
School, Carn Thomas,
Hugh Town, St Mary's**

Appropriate scale and design considerations for such a prominent site. Site is highly sustainable previously developed land (on Brownfield Land Register) and as such the best use of this site should be made to maximise the right amount and type of housing to meet local needs. Appropriate connections to water and sewerage will be required. Appropriate heritage assessment should guide the design solutions to ensure no harm to the setting of important and listed buildings in the vicinity of this site.



H2 Former Primary School, Carn Thomas St Mary's

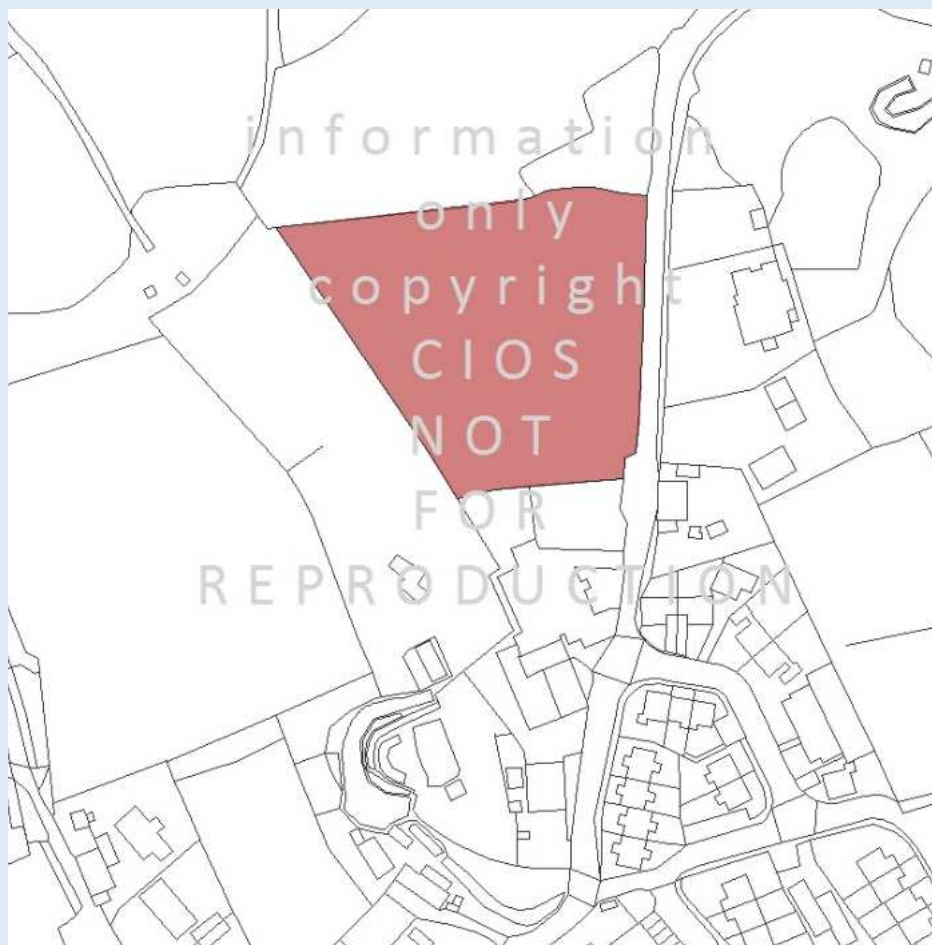


**H2
(A7-A) Former Primary
School, Carn Thomas,
Hugh Town, St Mary's**

**Retention/conversion of significant structures.
Enhancements to existing historic buildings, high
standards of design. Appropriate connections to water
and sewerage will be required.**



H3 Land to the north of Old Town, Ennor Farm St Mary's



**H3
(A13) Land at Ennor
Castle Farm to the west
side of Old Town Road
on the north of Ennor
Castle, Old Town, St
Mary's**

**This is a greenfield site at Old Town, to the west side of
Old Town Road and opposite Ennor House.**

**Appropriate heritage assessment should guide the
design solutions to ensure no harm to the setting of
Ennor Castle as a Scheduled Monument. Sustainable
drainage required to mitigate impacts of surface water
on adjacent SSSI and reduce impact of tidal flooding.
Appropriate connections to water and sewerage will be
required. Archaeological monitoring of groundwork.**



H4 North east side of Ennor close, Old Town St Mary's

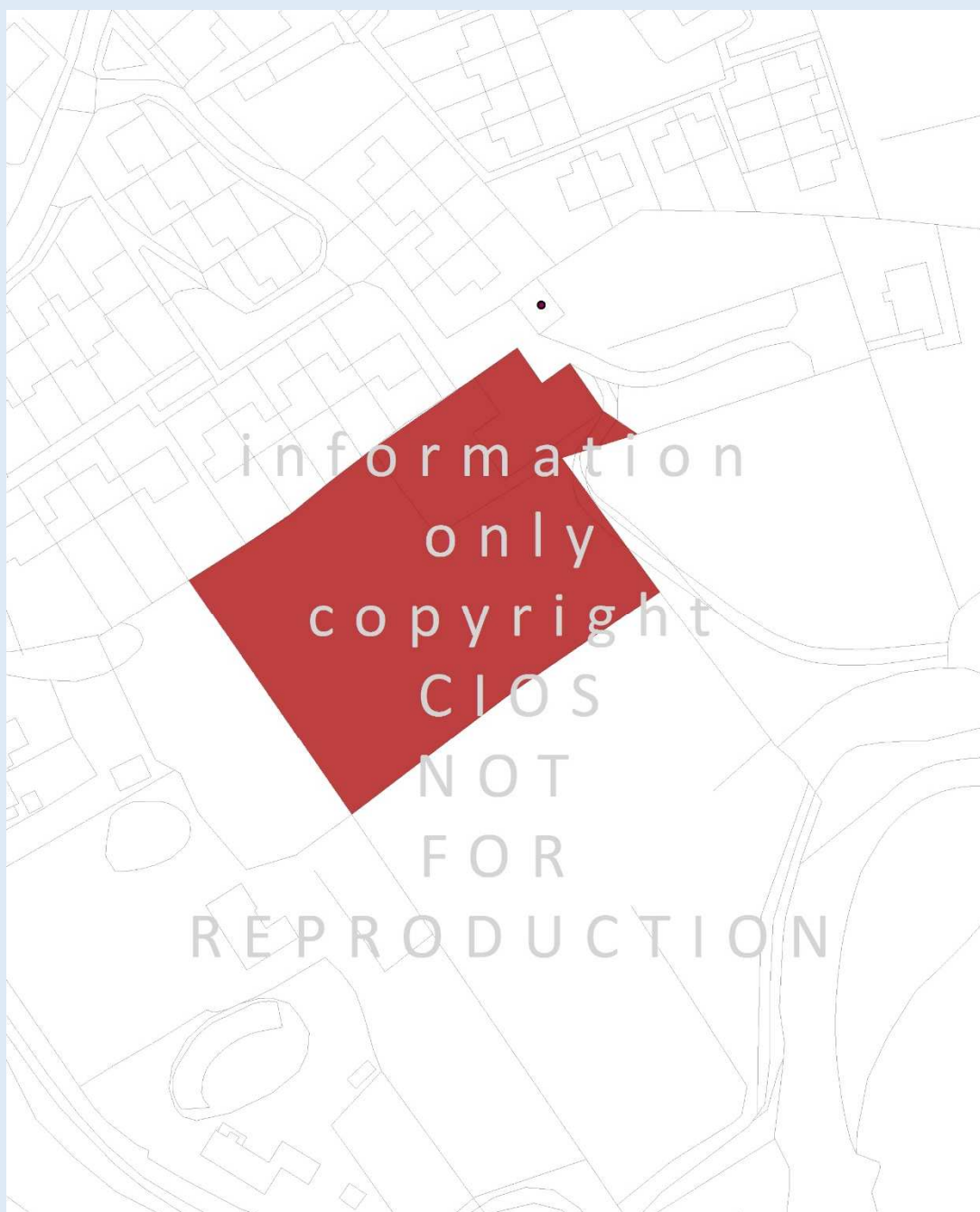


**H4
(A14) Land to the
north east side of
Ennor close, Old
Town, St Mary's**

**Appropriate vehicular access provision, connections to
water and sewerage. Heritage assessment and
archaeological monitoring of groundwork will be essential.**



H5 South of Launceston Close, Old Town St Mary's



**H5
(A15) Land to the
South of Launceston
Close, Old Town**

Appropriate vehicular access provision, connections to water and sewerage. Heritage assessment and archaeological monitoring of groundwork will be essential.



H6 South of Ennor Close, Old Town St Mary's

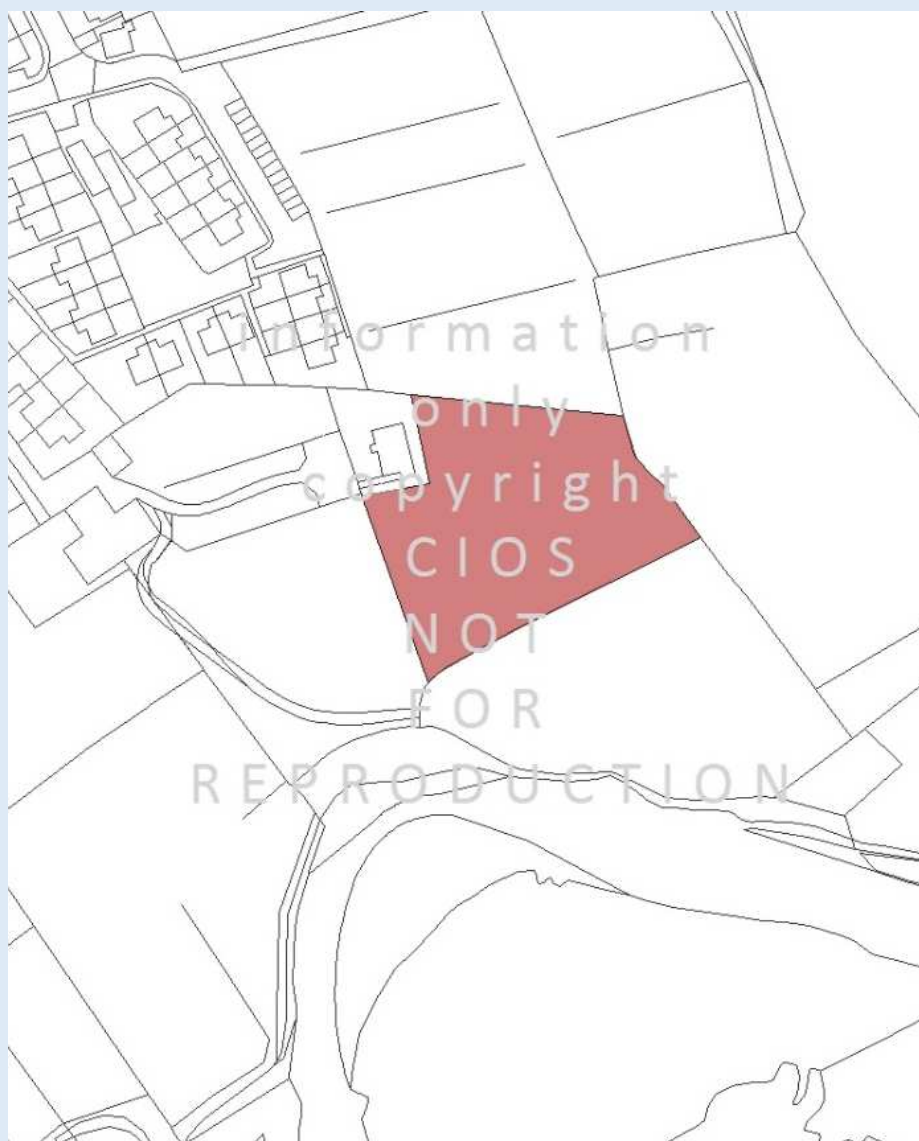


**H6
(A16) Land to the south
of Ennor Close, Old
Town, St Mary's**

Appropriate vehicular access provision, connections to water and sewerage. Heritage assessment and archaeological monitoring of groundwork will be essential.



H7 Land to the south east of Ennor close

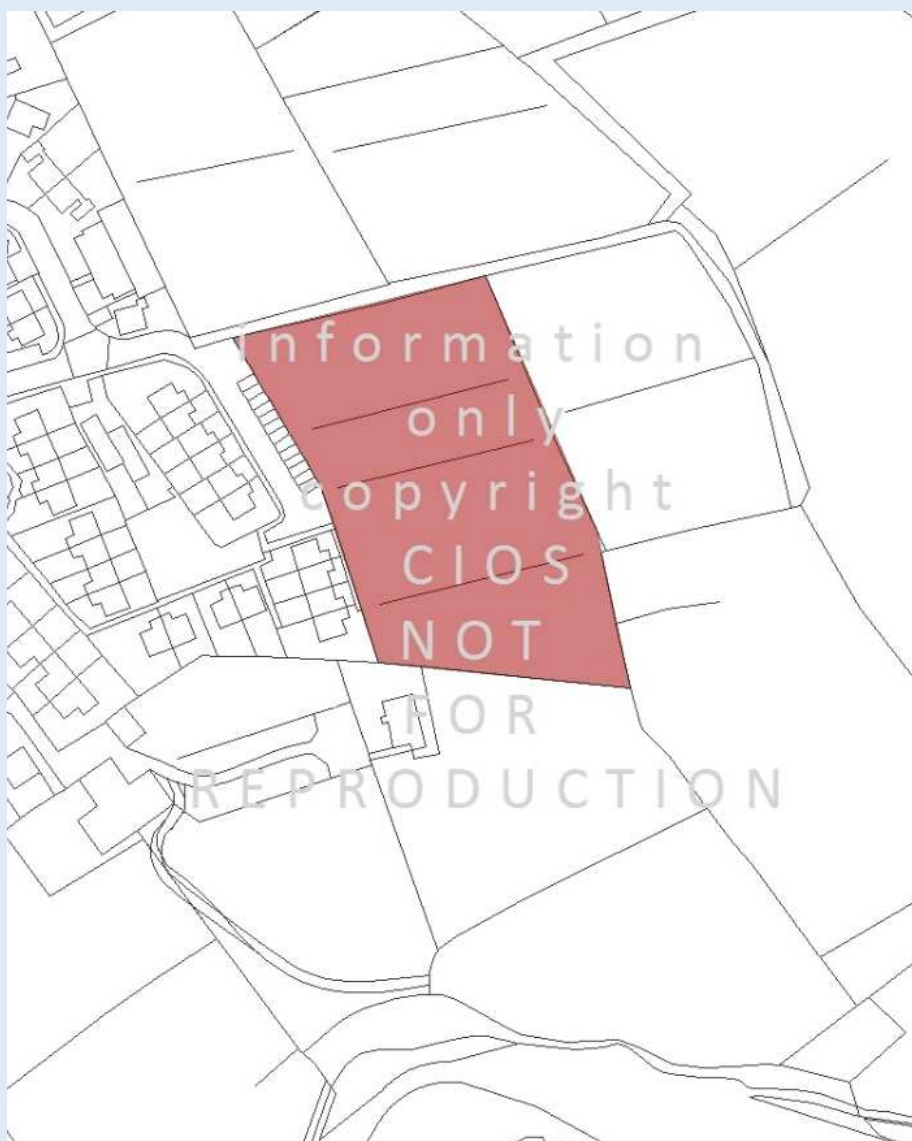


**H7
(A17) Land to the
south east of Ennor
Close, Old Town, St
Mary's**

Appropriate vehicular access provision, connections to water and sewerage. Heritage assessment and archaeological monitoring of groundwork will be essential. Investigations as to potential tidal flood risk will be required and appropriate mitigation measures should form part of the development.



H8 Land to the east of Ennor Close



**H8
(A18) Land to the
east of Ennor Close,
Old Town, St Mary's**

Appropriate vehicular access provision, connections to water and sewerage. Heritage assessment and archaeological monitoring of groundwork will be essential.



B. Settlement Boundaries

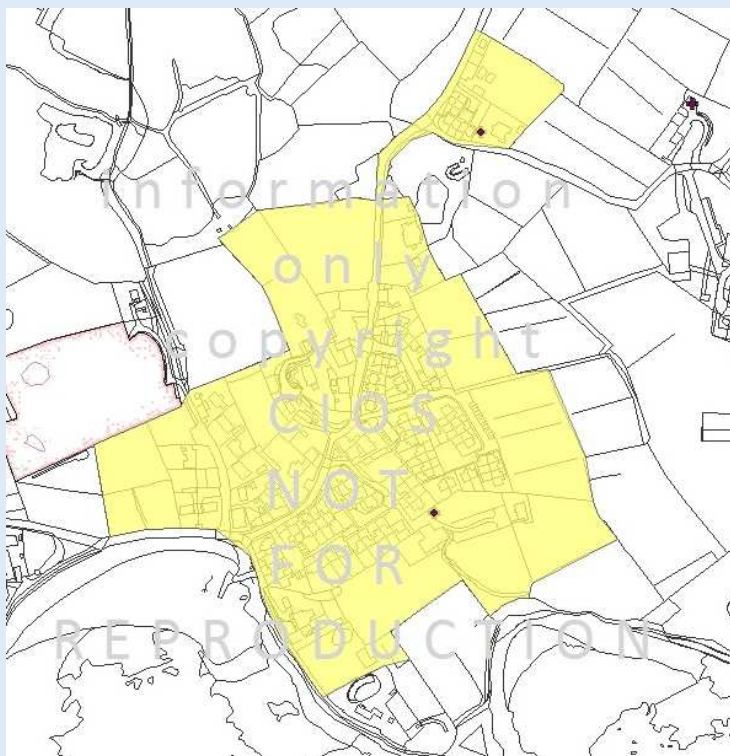
Hugh Town



No of Existing Buildings (D)	Area (ha)	Density (D/ha)
730	23.7	30.8



Old Town



No of Existing Buildings (D)	Area (ha)	Density (D/ha)
120	5.2	23.1



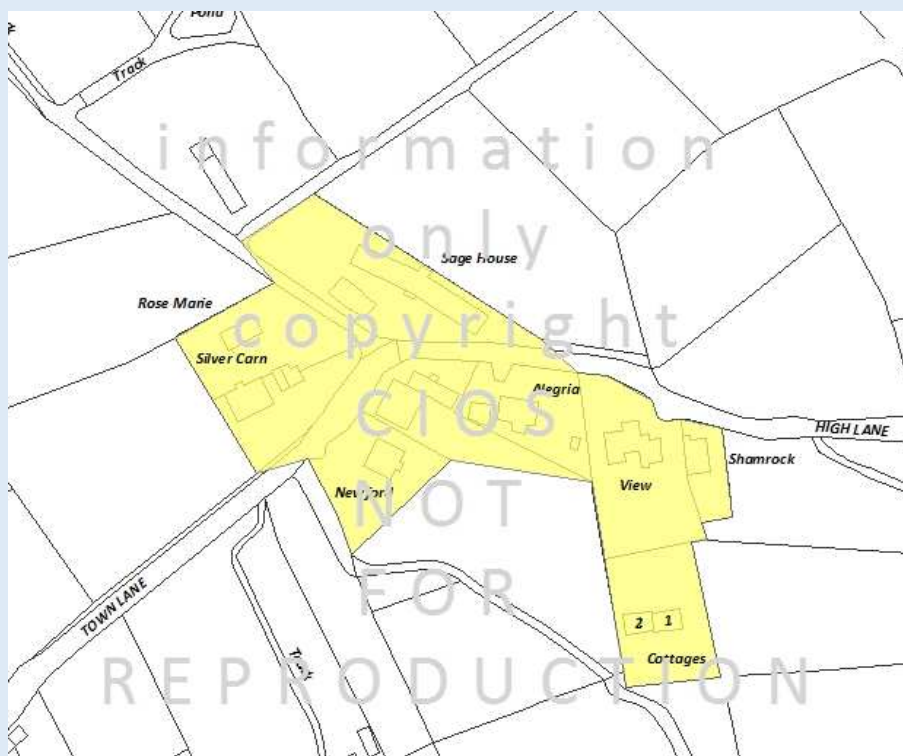
Normandy



No of Existing Buildings (D)	Area (ha)	Density (D/ha)
28	1.03	27.2



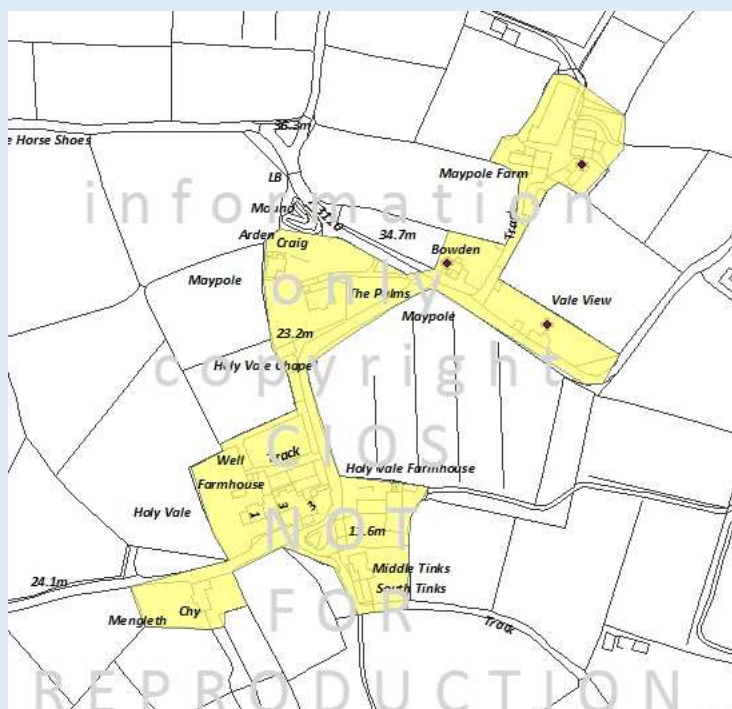
High Lanes



No of Existing Buildings (D)	Area (ha)	Density (D/ha)
19	1.3	14.6



Holy Vale

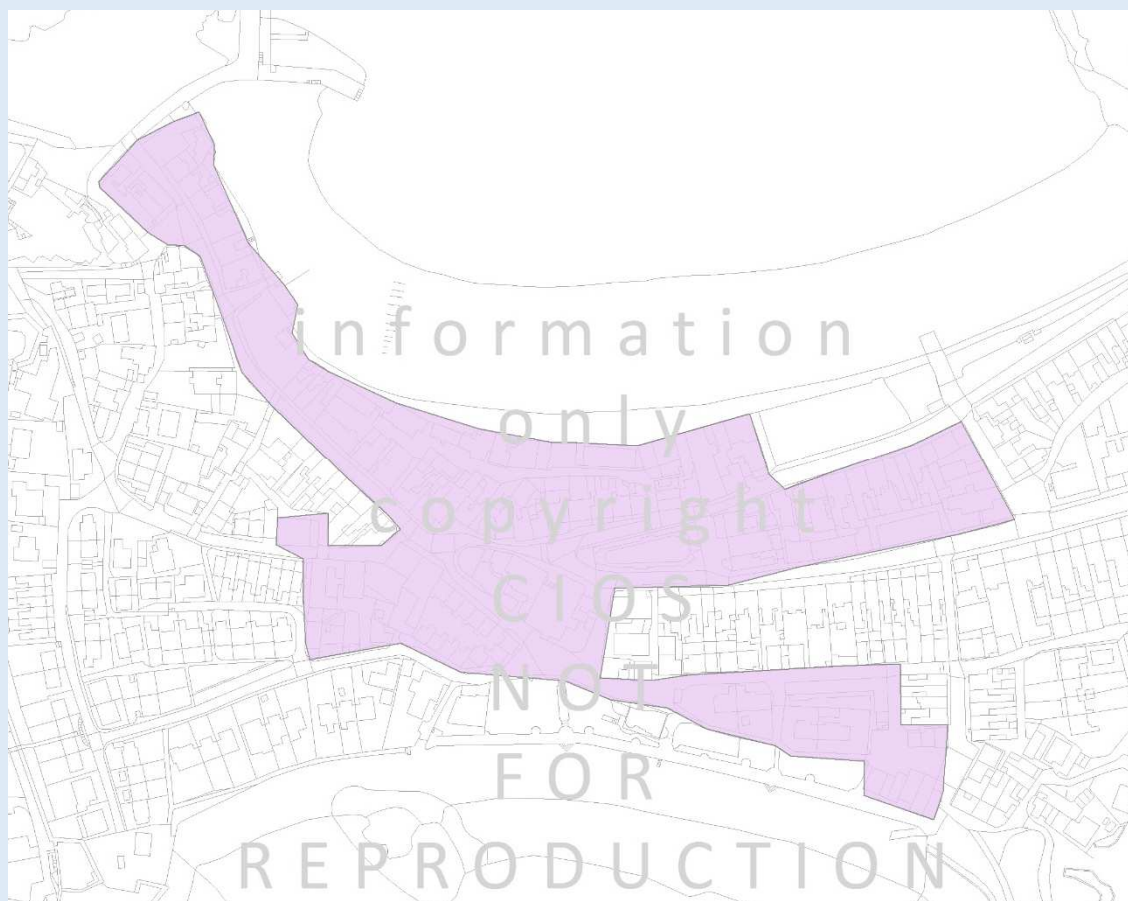


No of Existing Buildings (D)	Area (ha)	Density (D/ha)
16	1.03	15.5



C. Retail Frontages/Town Centre

Hugh Town – Town Centre Boundary



Retail protection policies for ground floor retail and ancillary retail could apply within the whole of Hugh Town under consultation Option 1



Primary Retail Frontage



Primary retail frontage is where the majority of retail and ancillary retail units can be found within Hugh Town. These stretch down from the Bank, which is located to north end of Hugh Street, where it joins St Mary's quay, down to the Parade and includes the lower section of Garrison Lane, Silver Street and the Parade.

Retail protection policies for ground floor retail and ancillary retail could apply within the Primary retail frontage areas of Hugh Town under consultation Option 1



Secondary Retail Frontage



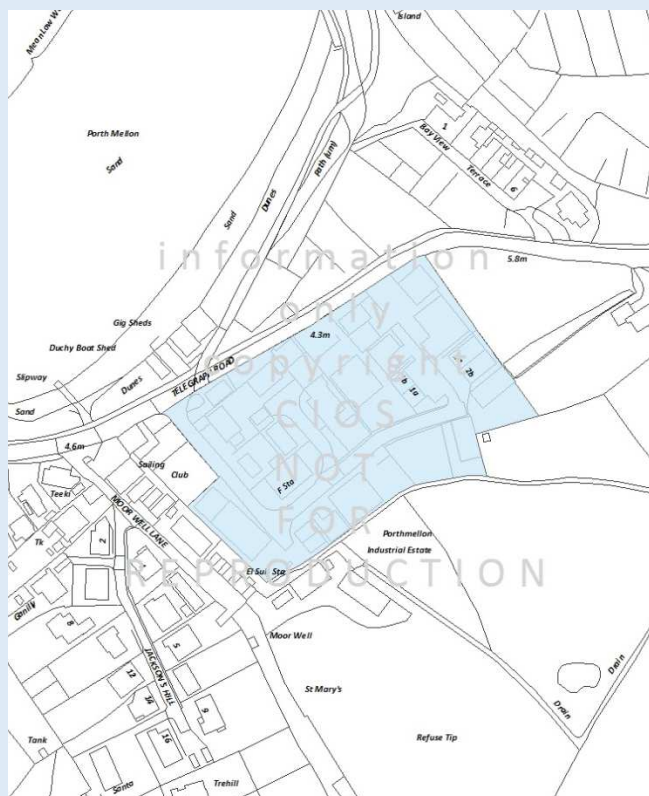
Secondary retail frontages are areas where there are a number of retail and ancillary retail uses on the edge of Hugh Town. These are scattered along the Strand, Church Street and on the west side of Porthcressa.

Retail protection policies for ground floor retail and ancillary retail could apply within the Secondary retail frontage areas of Hugh Town under consultation Option 1



D. Employment/Industrial Land

Porthmellon Industrial Estate



The Industrial Estate is an established employment site on St Mary's located to the east side of Hugh Town at Porthmellon.

To the south west corner the industrial estate joins the Porthmellon Household Waste and Recycling Site, located along Moorwell Lane.

There are around 30 industrial units on this site in which multiple businesses operate. The range of employment uses includes office space, retail, emergency services, and engineering and craft workshops.



E. Known Flood Risk Areas – St Mary’s

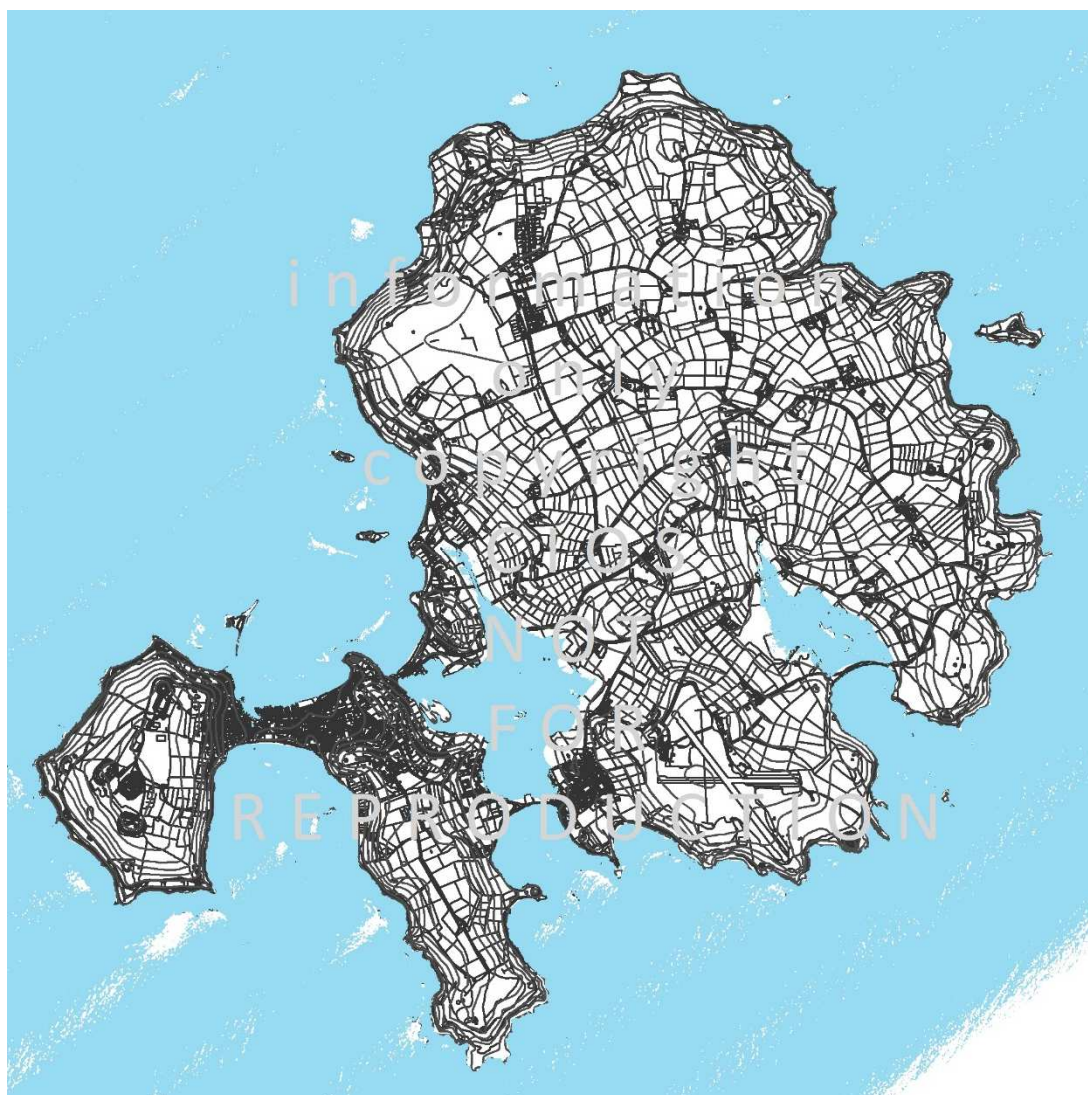


Figure 1 1 - 200 year Flood Event Conditions as of 2105, factoring sea level rises. Note: Simulation is still water conditions.
Source: Shoreline Management Plan 2

St Mary’s

Existing flood Defences

The quay and harbour walls that provide protection to the north side of Hugh Town and Town Beach. The seawall and rock armour at Porthcressa, Hugh Town. The seawall at Little Porth, forming a continuation of the defence at Porthcressa. The seawall at Town Beach. The seawall at Old Town, originally built following storms in 1962, but re- built at its eastern end following settlement damage. The revetment system and rock armour at Porth Minick, also protecting the hinterland around Old Town. Porthloo, Porth Mellon and Porth Hellick help to protect St. Mary’s groundwater supply from saline intrusion, whilst Porth Mellon also provides a defence to St. Mary’s industrial estate and the Moorwell waste site.

Current Risks and Recommendations

The key risks are focused around the main development areas of Hugh Town and Old Town and the critical nature of the two freshwater supply areas at Lower and Higher Moors along with the increasing vulnerability of St. Mary’s to sea level rise and increased storminess.

Hold the Line (HLT) Areas, that is to maintain or upgrade the level of protection provided by defences or natural coastline:



- The Mermaid Wall
- The Quay
- The Quay to Carn Thomas
- Porth Mellon
- Porth Hellick
- Porth Minick
- Old Town Slip to Old Town Church
- Porthcressa (Playground to Sally Port)

Managed realignment is recommended for Porthloo. That is to actively manage the coastal processes to realign the natural coastline configuration, either seaward or landward, in order to create a future sustainable shoreline position

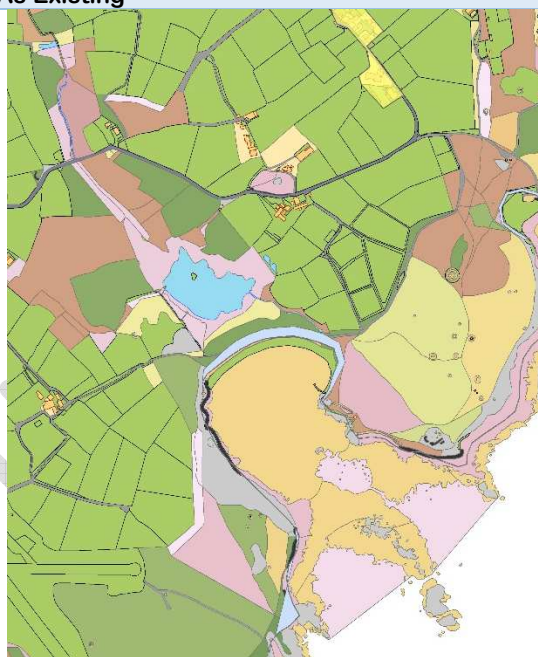
Porth Hellick

Shingle bank protecting the Higher Moors SSSI and one of the island's main freshwater sources, subject to overtopping and erosion.

Potential Still Water Flood Event

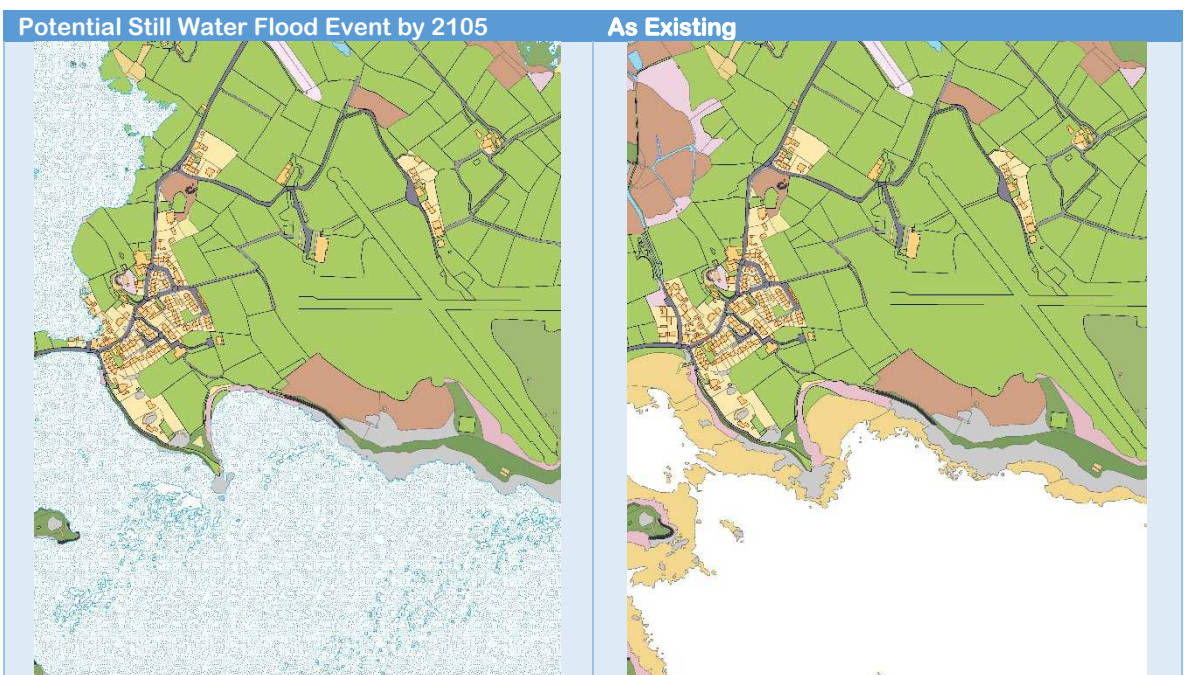


As Existing

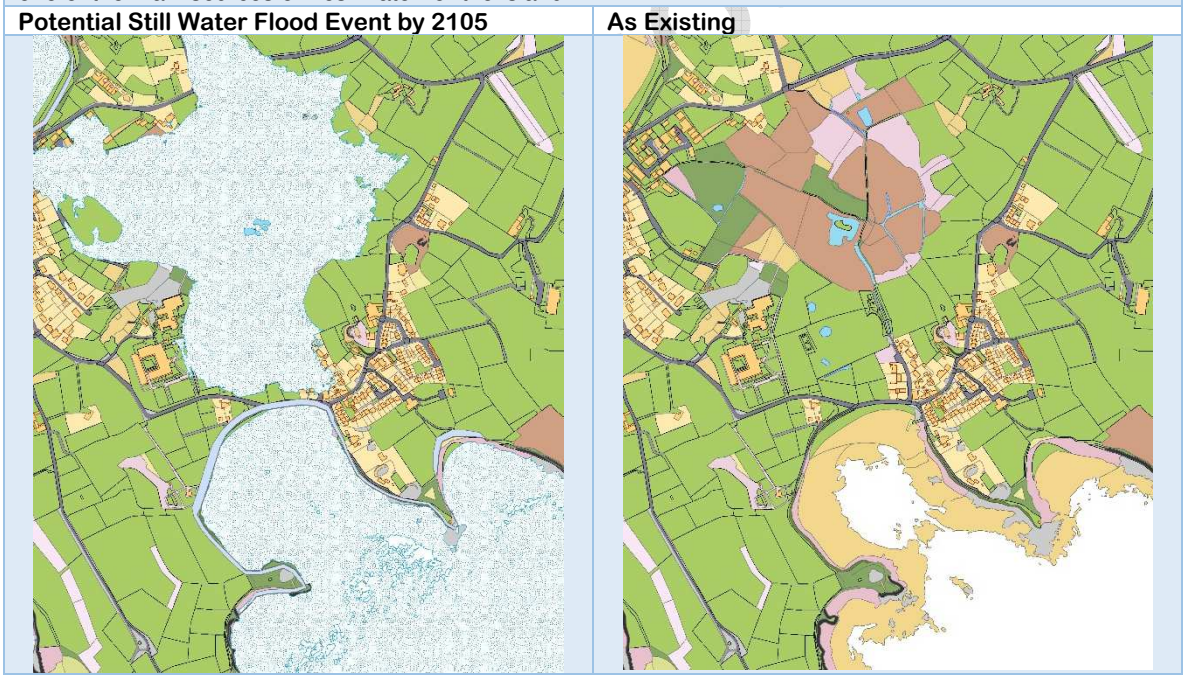


Porth Minick

Low lying land behind the embankment at the back of the sand and boulder beach has been flooded by past breaches with the housing estate at Launceston Close being at the limit of the area flooded in the past

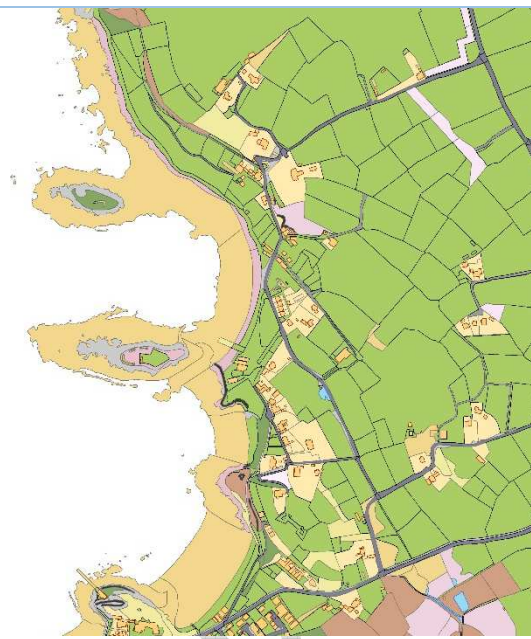


Breaching and overtopping of the sea walls and embankment from the Old Town Church around to the old quay at Old Town. Events in this area have also resulted in sea water inundation into the Lower Moors area one of the main sources of freshwater for the island.



Porthloo
Erosion, breaching and overtopping of the embankment along the shoreline

Potential Still Water Flood Event by 2105	As Existing



Porth Mellon

Undercutting of the bank and road along with breaching of the stop-log defence at the top of the slipway at the south western end of the beach. Vulnerability of the dune embankment at the back of the beach and the overtopping of the dunes and sea wall at the north eastern end of the beach

Potential Still Water Flood Event by 2105

As Existing

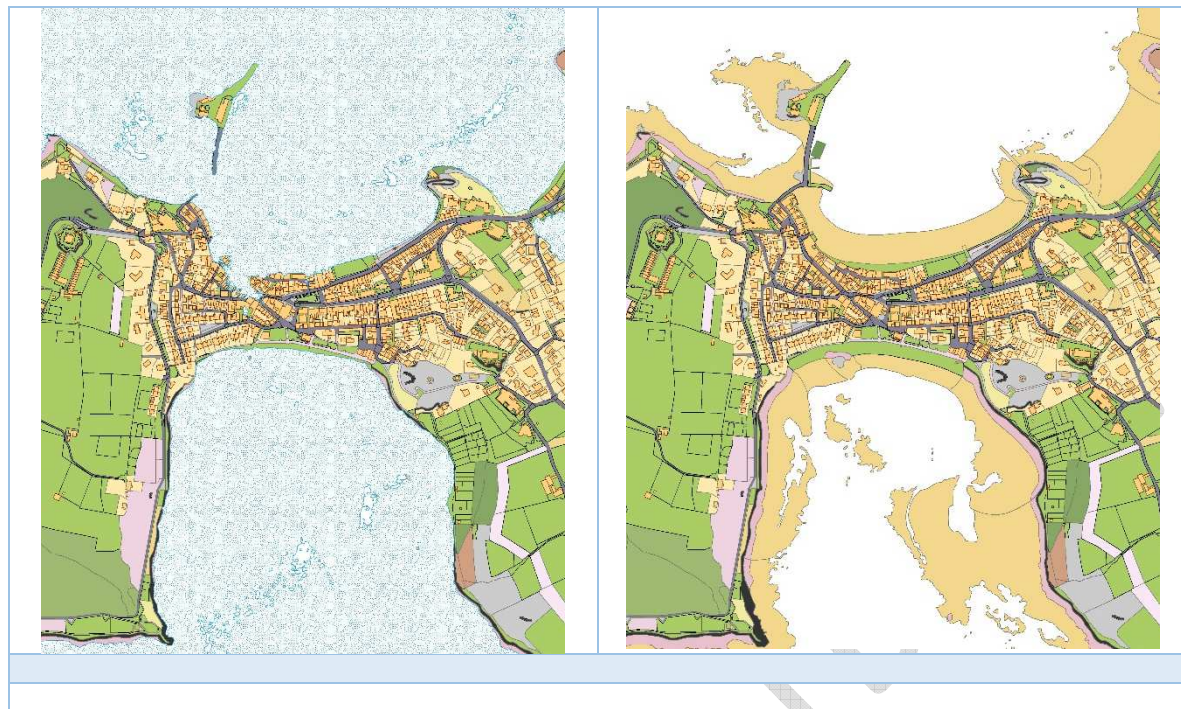


Hugh Town

This area is located on a narrow isthmus and is extremely vulnerable to storms and high tides from both Town Beach and Porthcressa directions with flooding via road gulleys and the drainage system also occurring at high tides due to tidal locking.

Potential Still Water Flood Event by 2105

As Existing





Tresco	
<p>New Grimsby</p> <p><i>The sea front from the quay around to Timothy's corner is protected by a dry stone wall that is subject to overtopping. The extension of the wall at Timothy's Corner is less substantial than the main wall and has been demolished by sea action over time with erosion removing the reserve between the road and the cliff. The wall protects access to the quay, residential properties and the road behind it contains the main sewer and water main</i></p>	<p>Existing flood Defences</p> <p>The quay and sea wall at New Grimsby. An old seawall at the north end of Appletree Bay. The natural dune complex on the south and eastern sides of the islands protects the areas of the Great Pool, Abbey Pool and Abbey Garden. A seawall and rock armour at the former Island Hotel site, Old Grimsby built to halt erosion of a ram cliff undermining the hotel extension.</p> <p>Current Risks and Recommendations</p> <p>The SMP2 recognises the important landscape value of the coastline with an aim, wherever possible to maintain the natural evolution of the shoreline. The increasing pressure on the sea front at New Grimsby is identified along with the need for adaption of the coastline over a longer term at Old Grimsby.</p> <p>Hold the Line (HLT) Areas, that is to maintain or upgrade the level of protection provided by defences or natural coastline:</p> <ul style="list-style-type: none"> • New Grimsby • Ravens Porth <p>The potential for localised areas of HTL within areas in the southern half of Tresco is also noted.</p>
<p>Flying Boat Club</p> <p><i>the sea frontage is vulnerable to the surge that travels along the channel between Tresco and Bryher</i></p> <p>Appletree Bay</p> <p><i>The original roadway, supported on beams off the top of the reinforced concrete sea wall was destroyed during storm activity and has been abandoned with the road diverted further inland. The risk of breaching of the sea wall could result in flooding through the Abbey Gardens to the Abbey Pool and the isolation of the southern end of the islands where there is the quay providing the only low water access to the island</i></p>	
<p>South Dunes Complex</p> <p><i>A dynamic dune complex subject to considerable erosion and sand removal. There is a vulnerable low point at the point of entry of the BT communications cable into the island</i></p>	
<p>Pentle Bay</p> <p><i>The dune complex behind Pentle Bay is vulnerable to erosion although this is a dynamic system that appears to quickly re-establish itself.</i></p>	
<p>Old Grimsby</p> <p><i>A bank and beach front properties offers protection to the low lying area behind.</i></p>	
Bryher	
<p>Great Pool Area</p> <p><i>The Pool of Bryher and Popplestone Bank SSSI area is vulnerable to overtopping and breaching. Overtopping at Little Popplestones threatens the island's water supply.</i></p>	<p>Existing flood Defences</p> <p>Sea defences on Bryher include: An old seawall supplemented with rock armour in the 1990s at Great Popplestone. A seawall built in the 1960s to protect the Old School House, Great Porth, supplemented with rock armour in the 1990s. The natural dune system at Great Popplestone and Little Popplestone protect the island's water supply. The remains of a 500m long stone wall protecting the coastal path in Green Bay.</p>
<p>Green Bay and Bryher Lowlands</p> <p><i>Green Bay is vulnerable to the surge and swell that flows along the channel between Tresco and Bryher. The lowlands area behind Green Bay flood via overtopping from both the west and east and will act as a reservoir of salt water due to ground water saturation.</i></p>	
<p>Town Beach and Church Quay</p> <p><i>The banks at the back of the beach have been breached in the past and erosion at the southern end of the bay and north end of Green Bay threatens access to Church Quay</i></p>	<p>Current Risks and Recommendations</p> <p>The SMP2 policy is steered by the need to maintain the natural character of the island and maintaining the natural function of its ecological system. The main settlement areas tend to be on higher ground and naturally protected. Policy identifies the desire to sustain assets such as the Hotel to the back of</p>



the Great Pool, which is considered as important to the economy of Bryher, and by protecting freshwater supplies from saline intrusion. Hold the Line (HLT) Areas, that is to maintain or upgrade the level of protection provided by defences or

natural coastline:

- Great Porth
- Great Popplestones
- Little Popplestones

St Agnes

Big Pool SSSI and Lower Town

The area is vulnerable to erosion and breaching. Sea water inundation of the area poses a threat to the water supply to the Lower Town area and to the habitat and associated eco-tourism which is dependent on migrating birds flocking to the existing fresh water supply.

Bergcooth

The ram cliff which fronts Troy Town well and a camp site is vulnerable to erosion.

Cove Vean

This is a sheltered cove facing south east. Erosion of the upper beach has previously exposed the armoured mains electricity cable which enters the islands through this bay and feeds the transformer located further inland from this point.

Existing flood Defences

Sea defences on St. Agnes include seawall, concrete revetment reinforced embankments, rock armour and erosion control matting at Porth Killier, Porth Coose and Periglis, believed to have been built in 1997. A cribwork of old railway lines containing boulders protecting the area out to Ginamoney Carn between Porth Coose and Periglis. The quay wall and rock armour at St. Agnes Quay. The slip and sea walls in front of the Turks Head Pub.

Current Risks and Recommendations

The main issue identified in the SMP2 focussed on the area of the Big Pool, to the north of the island, identifying the risk from erosion and inundation and possible saline contamination of drinking water supply. However, the SMP also goes on to highlight that "for a longer term perspective it may be necessary to consider how this is done and whether it is technically sustainable into the future". The plan highlights that the drinking water issues need to be considered in more detail as part of an overall strategy into fresh water supply security for the entire archipelago.

Hold the Line (HLT) Areas, that is to maintain or upgrade the level of protection provided by defences or

natural coastline:

- St. Agnes Quay to the Bar
- Periglis Slip to Browarth Point
- Browarth Point to Kallimay Point (Localised HTL)

St Martins

Lawrences Bay

The bay is 600m long and is composed of dune for one half and ram cliff for the other. The ram cliff is vulnerable to erosion and has experienced considerable retreat after recent storms.

Higher Town Bay

A 700m long dynamic dune system protects the land behind. The western end is vulnerable to erosion which increases the vulnerability of access to the quay at Higher Town

Middle Town

Existing flood Defences

There are no formal defence structures on St. Martin's although there are some revetment works undertaken in front of the hotel but behind the quay wall at Lower Town and rock armour has been positioned around the west end of Par Beach to protect the access to Higher Town Quay.

Current Risks and Recommendations

The overall intent of the policies within the SMP2 for St. Martin's are to maintain and allow enhancement of the natural environmental landscape. The original policy of No Active Intervention (NAI) which is a decision not to invest in providing or maintaining



The dynamic dune system here is 600m long and does show evidence of possible erosion but it is dynamic system that repairs itself over time. The dunes protect a freshwater well and a campsite.

defences or natural coastline, developed in the original SMP in 1997 is continued. There is the potential for localised areas of HTL where sea defence works are required to ensure access to the quays.

CONSULTATION DRAFT



Glossary

ACA	Archaeological Constraint Area
AONB	Area of Outstanding Natural Beauty
CA	Conservation Area
CC	Cornwall Council
CIOB	Council of the Isles of Scilly
CAU	Cornwall Archaeological Unit
DCLG	Department of Communities and Local Government
DPD	Development Plan Documents
EIP	Energy Infrastructure Plan
Equal	Equalities Impact Assessment
FIT	Feed-in-Tariff
HER	Historic Environment Record
HC	Heritage Coast
HIA	Health Impact Assessment
HRA	Habitat Regulations Assessment
HS	Heritage Statement
IOSWT	Isles of Scilly Wildlife Trust
LB	Listed Building
LEP	Local Enterprise Partnership
LNP	Local Nature Partnership
LPA	Local Planning Authority
NPPF	National Planning Policy Framework
NPPG	National Planning Policy Guidance
OFGEM	Office of Gas and Electricity Markets
PAS	Planning Advisory Service
SAC	Special Area of Conservation
SDM	Sustainable Design Measures
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SM	Scheduled Monument
SMP	Shoreline Management Plan
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
SuDS	Sustainable Urban Drainage Systems
SWMP	Site Waste Management Plan
TPO	Tree Preservation Order
WA	Waste Audit