

# Introduction

---

- 1. The Local Plan will be used to determine decisions on planning applications and to provide an indication of where and what type of new development will be permitted. The 2015-2030 Local Plan is now the Development Plan for the Isles of Scilly and replaces the ‘saved’ policies of the Local Plan adopted in 2005. In accordance the Town and Country Planning (Local Planning) Regulations 2012,<sup>1</sup> there is a statutory requirement to review Local Plans within five years of adoption. This requirement is to ensure that 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 which will 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’ (SPDs). 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.

---

<sup>1</sup> CE02 [The Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#)

# What has influenced the Draft Local Plan?

5. **The Local Plan has been prepared in accordance with the relevant planning legislation and regulations. Additionally, its preparation has been influenced by appropriate national and European legislation, policies and guidance, as well as local strategies, evidence-based research and studies and previous consultation and engagement with the islands' communities, businesses and visitors.**
6. National planning policies and guidance that have influenced the draft Local Plan are set out in the National Planning Policy Framework (NPPF) 2019 and the National Planning Practice Guidance (NPPG). National policies and guidance promote sustainable development, set a range of core planning principles and emphasise the requirement to meet the objectively assessed needs of 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, in order to secure economic growth and significantly boost the supply of housing.

## Local strategies that have influenced the Local Plan include:

| Local Strategy/Plan   | Year |
|---|------|
| The AONB Management Plan 2015-2020                                | 2016 |
| 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 Isles of Scilly Destination Management Plan                   | 2018 |

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

| Technical Study  | Year |
|--|------|
| Strategic Housing Market Assessment (SHMA)   | 2016 |
| Strategic Housing Land Availability Assessment (SHLAA)   | 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 |
| Strategic Housing Market Assessment Update, including standardised calculation of local housing need | 2018 |
| Infrastructure Capacity Assessment   | 2018 |

7. **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)

8. **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, as well as 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.

9. **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.'*
10. **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 has worked closely with Cornwall Council, the LEP and LNP, as well as with a range of statutory and non-statutory organisations at all stages in the preparation of the Local Plan.
11. Cornwall Council has expressed in particular a support for the inclusion of an Objective *'to secure resilient, year-round transport services to Cornwall ...'* It has also welcomed a policy seeking to move the processing of waste up the waste hierarchy by encouraging re-use and recycling as well as exploring the possibilities for energy recovery on the islands.
12. **Statement of Common Ground** The Council of the Isles of Scilly and Cornwall Council have signed up to a statement of common ground which covers important and shared issues relating to the protection of transportation links. The issue of transportation links is strongly connected with sustaining the islands' community, its economy and tourism as well as transportation issues associated with waste management and the importation of minerals.
13. **Monitoring and Implementation** The Local Plan will be monitored through the Isles of Scilly Authority Annual Monitoring Report (AMR), in order to establish whether the policies are achieving their intended objectives and whether there are unexpected trends or changed circumstances that may necessitate a review. A monitoring framework for the Local Plan is set out in the final section of the plan.
14. **Structure of the Plan** The Isles of Scilly Local Plan is divided into six sections:

15. **Section 1** introduces the Local Plan and includes the ***Spatial Portrait*** and profile of the islands which gives an overview of the islands' characteristics, the issues that arise from this as well as identifying the ***Key Challenges and Issues*** and the ***Vision and Objectives*** for the Local Plan. This section also sets out the ***Spatial Strategy***, which is the big picture of 'where' and 'when' we want activity, development and investment to take place over the period to 2030. This includes the distribution of development and areas that will be protected from development and what this means for the various areas within Scilly.
16. **Section 2: Promoting a Sustainable Scilly** sets out how development should address sustainable issues. Promoting Sustainable Scilly includes ten development management policies ranging from the principles of sustainable development through to renewable energy and transport.
17. **Section 3: Our Outstanding Environment** relates to the Outstanding Environment and contains seven development management policies aimed at protecting the natural and historic environments of the islands. They range from landscape character to biodiversity and the historic environment.
18. **Section 4: Our Island Community** relates to supporting a living community and sets out the housing strategy for the plan period. This section contains policies about where and what to build as well as policies in relation to the existing housing stock. There are ten development management policies within this section.
19. **Section 5: The Islands' Economy** relates to supporting a working community and sets out the economic policies that would apply over the plan period. There are six development management policies that seek to facilitate economic development proposals where these are compliant with the objectives of the Local Plan.
20. **Section 6: Monitoring and Implementation** sets out how the Plan will be monitored over the period and what triggers a review of the policies to ensure the Local Plan remains up-to-date.
21. **Submission Policies Maps** sets out the specific allocations and the existing designations of the islands. The purpose of the Policies Map is to identify areas of protection, sites allocated for particular land use and development proposals to which specific policies apply.

22. Every effort has been made to make the Local Plan as clear as possible. However, it does contain some technical language, so there is a Glossary of Terms and Abbreviations at the very back of this document, to help readers with the range of new terms that have been introduced. Where appropriate, footnotes are also included at the bottom of each page of the Local Plan.
23. The Local Plan, when it is adopted, will replace all the remaining saved policies from the Isles of Scilly Local Plan adopted in 2005. A table of the policies that will be replaced by the Local Plan is included in Appendix 1.

# The Spatial Portrait for the Isles of Scilly

---

29. **This 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 to 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

30. The Isles of Scilly is an archipelago 28 miles off the south west coast of mainland UK. Comprising five inhabited islands with their own distinct character (St Mary's, St Martin's, St Agnes, Bryher and Tresco) together with hundreds of smaller uninhabited islands and rocky outcrops, the Isles of Scilly has a population of 2,203 people (Census 2011). The total amount of land comprising the inhabited islands is around 6 square miles (15.5 km). 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).

31. Their geographic isolation from mainland UK, the sparse population spread over five separate islands and the exceptional quality of the natural and historic environment, are at the heart of what is special about the Isles of Scilly. This exceptional 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 16 km<sup>2</sup>. 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.'*

32. 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 are 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.
33. Other than Hugh Town, Old Town and 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 three or four houses.
34. 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.
35. 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'.

*'Quiet unspoiled beauty with great views, unhurried pace of life in a currently unique environment'.* Consultation Response 2015

## Overview of Existing Constraints

36. The Isles of Scilly has a significant number of features of environmental and historic importance that require additional levels of protection.

37. **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 64 km<sup>2</sup> 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.
38. **Listed Buildings** The islands have a dense and rich historic environment that encompasses a Conservation Area and 128 Listed Buildings, which include four Grade I, eight Grade II\* and 116 Grade II Listed Buildings. The first buildings were added to the Statutory Heritage List for England in 1959.
39. **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 (19,864 sites), this amount represents 1.2% of all Scheduled Monuments. These monuments include 119 cairns,<sup>3</sup> 16 Civil War batteries,<sup>4</sup> and 86 prehistoric-related structures such as entrance graves, linear boundaries and regular and irregular field systems.
40. **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 wreck sites 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.
41. **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. The planted garden began in the early 19th century, together with a lake and woodland works; it was founded by the Lord Proprietor of the islands, Augustus Smith, who first secured a lease of the islands from the Duchy of Cornwall in 1834.
42. **Historic Environment Records (HER) and Archaeological Constraint Areas (ACA)** There are over 2,400 Historic Environment

---

<sup>2</sup> CE03 [Review and Evaluation of Heritage Coasts in England](#) - Full Report (July 2006)

<sup>3</sup> A cairn is a mound of rough stones built as a memorial or landmark, typically on a hilltop or skyline location.

<sup>4</sup> A battery is a military defensive structure comprising a fortified emplacement for heavy guns.



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.

43. **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. The Isles of Scilly are home to a remarkable historic landscape, in which many hundreds of well-preserved prehistoric monuments survive. By far the majority are cairns and chambered tombs of the early Bronze Age. Yet the beauty of the islands can make sites difficult to manage, with access limited by weather and tides. In 2018, seven remarkable cairns and tombs were added to the Register. The sites have been overwhelmed by scrub, bracken, and invasive species like New Zealand Flax. Incredibly, ten sites were removed from the register thanks to improved working relationships with the Isles of Scilly Wildlife Trust, and the volunteers of the local Community Archaeology group; these volunteers raise awareness of these features, clear them of vegetation and restore them as features in the landscape, for people to enjoy. A creative partnership between Historic England, the Isles of Scilly Council, and with the Cornwall Archaeological Unit as the principal contractor, has also played a significant role, as have grants from Historic England and Natural England-funded Countryside Stewardship agreements.
44. **Sites of Special Scientific Interest (SSSI)** As of 2018 there are 26 SSSIs over 25 different sites on the islands, covering a mix of terrain environments. The natural environment designations covering 557.92 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 Martin's (334.43 hectares in a favourable condition and 223.59 hectares in an unfavourable but recovering condition). The main habitats comprise earth heritage, neutral grassland, dwarf shrub heath, standing open water, fen, marsh and swamp, and supralittoral and sublittoral environments.
45. **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 includes waters around the islands as well as six component (terrestrial) SSSIs. 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). The special features (habitats and species) of the SAC are listed below:

*(1110) Sandbanks which are slightly covered by sea water all the time;  
 (1140) Mudflats and sandflats not covered by seawater at low tide;  
 (1170) Reefs;*

46. **Marine Conservation Zones (MCZs)** The Isles of Scilly Marine Conservation Zone are a collection of inshore sites located around the Isles of Scilly, consisting of 11 separate sites covering a total area of 30 km<sup>2</sup>. 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.
47. 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.
48. **Special Protection Area (SPA)** The purpose of a SPA is designed to protect rare or vulnerable bird species (as listed in Annex I of the Birds Directive); and other regularly occurring migratory bird species. The Isles of Scilly Special Protection Area covers 394 hectares over 26 rocks and islands. The site is designated for the European storm petrel and lesser black-backed gull, as well as a breeding seabird assemblage. SPAs are designated under the European Commission Birds Directive 1979, and are strictly protected.
49. In 2018, the UK Government consulted on a proposed marine extension of the SPA (pSPA) for the Isles of Scilly.<sup>5</sup> The proposed extended SPA would include the additional qualifying species of the European shag and great black-backed gull. At the time of writing the Local Plan, this has not been formally designated.
50. **Ramsar Site** The Ramsar wetland site on the Isles of Scilly encompasses extensive areas of undisturbed intertidal sandflats and sublittoral sandy sediments. The Ramsar Site overlaps with the SPA site and is 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 in depth. The qualifying species of the

---

<sup>5</sup> CE04 [Consultation on the Proposed marine expansion of the Isles of Scilly Special Protection Area 2018](#)

Isles of Scilly Ramsar Site include the protected species of the European storm petrel and the lesser black-backed gull.

51. **Wildlife and Protected Species** The islands are home to a range of European protected species and UK priority species (BAP). Wildlife includes mammals such as the lesser white-toothed shrew, also known as the Scilly shrew, which is endemic; Nationally and internationally important numbers of breeding seabirds; species of bats, including the common pipistrelle; birds of prey including owls; and waders such as the greenshank and oystercatcher. The islands host globally endangered species of lichens, and nationally scarce rare flowering plants and ferns.

## Population and Demography

52. The population of the Isles of Scilly is seasonal, reflecting the influence of tourism. The resident population is around 2,300 but increases 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.
53. The population of the Isles of Scilly peaked in 2008. Any modest future growth proposed with this Local Plan will, in part, return to that peak. The 2017 estimate shows a population of 2259, which is 74 people fewer than the 2,333 population in 2008. This recent decline has fluctuated year on year and diverges from the overall trend since 1991, where there has been a growth of 10 people per year, in contrast with the 2008-2017 average being a loss of 8 people a year. This recent decline has clear and significant implications for the sustainability of the economy and services on the islands, should it continue.
54. 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 ageing population. 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 will require adaptations that allow residents to remain in their own home.
55. The working-age population, which refers to those between the ages of 16 and 64, is set to decline from the current 65% of the population to 54% by 2030. This decline may have implications for 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 Martin's  | 136 (2011)         | 0.92                |
| Bryher       | 84 (2011)          | 0.74                |
| St Agnes     | 85 (2011)          | 0.69                |
| <b>Total</b> | <b>2203 (2011)</b> | <b>6.04</b>         |
|              | 2300 (Est 2014)    |                     |

56. **Ethnic Diversity** The 2011 census recorded a population of 2,203, 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 overall UK population that 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.
57. **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', which are 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 on the mainland, a lower-wage economy, a low availability of owner-occupied housing, and limited access to affordable housing.
58. **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, while only 4.8% is rented by a registered provider; and with 10.5% being accommodation tied to a person's employment. The private rented sector is nearly three times greater 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.

59. **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 that 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 point at which an area is described as 'deprived').
60. 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 among the least deprived 40% of areas in England.**

Table 1 Source: 2015 Indices of Deprivation<sup>6</sup>

| 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                       | <b>40%</b>            |     |     |  |                      |     |  |     |

## Economy and Employment

61. The viability of the islands' economy has long been an important issue. 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.
62. The latest economic assessment was carried out in 2014. The Island Futures Strategic Economic Plan recognised that Scilly has a high level of skilled trades and

<sup>6</sup> CE05 [Indices of Deprivation](#)

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.

63. In September 2016, the Council agreed to incorporate the Island Futures Strategic Economic Plan (IFSEP) as part of the wider Cornwall and Isles of Scilly Strategic Economic Plan (CloSSEP). This decision was made to ensure that the wider overarching issues and priorities of the CloSSEP retained a local island focus.

*'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*

# Key Challenges and Issues

64. The Local Plan seeks to ensure that 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.
65. 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 that offers unique opportunities and advantages over the rest of the UK; this was acknowledged through the inclusion of the Smart Islands programme for the Isles of Scilly in the Government's 2017 Industrial Strategy for the UK.<sup>7</sup> The islands are therefore well-placed to face the future with optimism and confidence. Nonetheless, Scilly's isolated and remote location, with a tiny population base spread across five separate islands, means that it faces some significant challenges; not least its vulnerability and unsustainability. Recent population decline has changed the longer-term growth trend, and any ongoing decline in the available workforce (working-age population) could have significant impacts on wider aims to adapt and improve the local economy.

66. The economy of the Isles of Scilly is vulnerable, as it is unusually self-contained, dominated by a few business sectors such as tourism, and with a high proportion of very small businesses. Over the past 30 or 40 years, the Isles of Scilly has enjoyed relatively benign economic and social conditions. The tourism economy grew rapidly and provided a good living to many people on the islands. But more recently, the islands' economy has suffered a decline. Visitor numbers have dropped, and farming and fishing have contracted. All of these factors have impacted on the viability of the islands' community.
67. The Local Plan must be responsive to the specific challenges and issues facing the Isles of Scilly, so that it can build on its strengths, realise opportunities and tackle underlying problems, in order to prevent further economic and population decline. The ambition is to work proactively with applicants and investors to secure developments that improve the economic and social conditions of Scilly, whilst protecting and enhancing its outstanding environment. The focus will therefore be on finding solutions to secure development that sustains the islands' future.
68. Some of the fundamental issues facing the Isles of Scilly are identical with those of other island communities, and cannot be easily addressed through the Local Plan; these include 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:
69. **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. These are necessary to meet Local Housing Needs, which currently exist due to the marked disparity between house prices and rents, given the low 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

---

<sup>7</sup> CE06 [Industrial Strategy: Building a Britain Fit for the Future](#) (2017) (page 146)

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.

70. **Environment** **Protecting the exceptionally high-quality environment and its significant landscape, heritage and nature conservation assets.** The exceptional and outstanding environment establishes the natural, 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; it must ensure that the local character, distinctiveness and environmental quality is not compromised, and is wherever possible enhanced, as a consequence of development.
71. The Isles of Scilly support nationally and internationally important populations of seabirds. The important land areas for seabirds are accordingly designated as Sites of Special Scientific Interest (SSSI), Special Protection Area (SPA) and Ramsar Site. Seabirds have been recognised as a priority for conservation and to support a strategic approach to seabird management, a Seabird Conservation Strategy has been written for the period 2018-2023. In addition, all island 6 yearly monitoring of the special features of the SPA is carried out alongside annual seabird counts. The overall number of seabirds breeding within the Isles of Scilly archipelago in 2015/16 (8266 pairs) has decreased by 9.8% in the last nine years. There has been a 14.3% decline in the SPA population since the SPA baseline and a 31.3% decrease in the size of the total population since 1983 (the date of baseline data used for the SSSI notifications on Scilly in 1986) when 12,063 breeding pairs of seabirds were recorded. Such a decline is the result of any number of factors that need to be addressed, including increased disturbance, risks from invasive, non-native species and climate change; these along with habitat loss, are the biggest threats to the natural environment.
72. 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.
73. **Infrastructure** **Improving the capacity, resilience and sustainability of the islands' infrastructure, to address current constraints through new development and investment opportunities, including Smart Islands and similar programmes.** Historically, the provision of infrastructure has been disjointed, with a legacy of underinvestment. Providing affordable and sustainable energy, 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, the Isles of Scilly ranks eighth highest, among other Local Authorities in England, for fuel poverty: the proportion of households considered to be 'fuel poor' in 2016 was 15.5%, against the English average of 11.1%, with the South West average being 10.2%, and Cornwall 12.8%.<sup>8</sup> Electricity consumption data shows that the Isles of Scilly has the second-highest average domestic consumption per household out of all British local authority areas, at 7,801 kWh. The Shetland Islands are top, at 9,706 kWh, with Great Britain's average being 3,931 kWh, and 5,276 kWh for Cornwall.<sup>9</sup>

74. Additionally, the logistics of an island community make the disposal of waste very challenging. In 2016/17, the Isles of Scilly had the lowest recycling rates in the South West region, at 19%; this contrasts with Cotswold District Council, which had the highest recycling rates in the South West, at 60%.<sup>10</sup> During the course of 2017 through to 2020 waste management practices on the islands have dramatically improved in terms of in rolling out household kerbside recycling collection with an increase in recycling rates exceeding 30% for the first time.
75. **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 of building on the opportunities of the Smart Islands programme and superfast 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 a need to capitalise on and strengthen the quality and value of tourism, given that it will continue to dominate the islands' economy over the plan period; whilst recognising its vulnerability to transportation, climate change and financial shocks. Creating a successful economy will require businesses to develop new opportunities, become more productive, and continually adapt to new challenges. Economic success will also require changes to the current declining trend of the working-age population.
76. **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, culture and cultural spaces and leisure facilities.** Fundamental to this challenge is recognising that a rapidly ageing population will have implications for the types of homes that must be provided, and the availability and access to social and health care services. There will be workforce-related requirements to

<sup>8</sup> CE08 [Annual Fuel Poverty Statistics Report, 2018](#) (2016 data)

<sup>9</sup> CE09 [Sub-national electricity consumption statistics 2005-2016](#)

<sup>10</sup> CE10 [Recycling Statistics](#)

continue to support an older population, which are linked to the housing aspirations of this Local Plan. Similarly, and in relation to continued improvements to the educational needs of future generations, it will be important to deliver sufficient suitable homes on St Mary's and the off-islands, to support the needs of the education workforce. The local housing market should have sufficient flexibility and capacity to support the development of a skilled and experienced workforce.

77. **Transport** Supporting better access across the islands, in particular supporting sustainable and active transport solutions, by foot, bicycle or 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, it is critical that these are safeguarded.

# The Spatial Planning Vision

---

78. 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 essential 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 this ambitious vision, by establishing a positive framework with the aim of removing current barriers to sustainable growth and investment.

# The Vision

79. **In 2030:** The Isles of Scilly is a highly desirable place where people are able to live well, work productively, and move freely between islands and the mainland; they can also benefit from excellent education, leisure, health and social care facilities, within a world-class environment in harmony with nature. The distinctiveness and exceptional environment, with the influence of the sea, continue to provide a strong sense of community, identity and belonging; these remain vital assets for the islands' economy and well-being.
80. **In 2030:** Innovative systems and technologies have taken advantage of the islands' location and environment, and provided the catalyst for achieving exemplary and innovative sustainable development, thus providing a model for how other communities around the world can function.
81. **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.
82. **In 2030:** The Isles of Scilly is a 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. Tourism is thriving through the year, with good-quality and value accommodation, and services in harmony with the outstanding environment.
83. **In 2030:** The islands' infrastructure is a beacon of sustainability for the UK and beyond; it provides an affordable, innovative and low-carbon model for managing energy, water and waste, with considerable benefits to the environment and residents' quality of life.

84. **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

85. The local plan will seek to achieve its spatial planning vision and address the key challenges and issues by supporting development through its strategic policies, guided by the strategic aims of:

## Aims

- 1 Maintaining an outstanding world-class environment and ensuring that its distinctive and significant landscape and seascape, heritage and nature conservation assets are protected, valued and enhanced.
- 2 Ensuring the provision of infrastructure utilities to create a more sustainable, resilient and self-sufficient 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 by building on its strengths and underpinned by effective infrastructure and an appropriately available and 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 emissions and other greenhouse gases and supporting measures that contribute to carbon neutrality and mitigate against the effects of climate change.

86. Each of the seven aims of the Local Plan will be underpinned by a set of objectives that the policies will enable through the types of development that they can support.

| Aim | Objectives  |
|-----|---|
| 1   | Ensure new development is appropriately located, sited and designed to maintain and enhance the environment avoiding any significant environmental impacts, or provide appropriate mitigation including the reuse of previously developed land and the more efficient and effective use of all sites and buildings. |
|     | Improve the quality of the natural environment, including coastal waters, through the provision of better infrastructure and appropriate management.  |
|     | Promote the prudent and sustainable use of resources and the minimisation of waste and pollution.   |
|     | Protect the distinct identities and characteristics of individual islands and settlements.  |
| 2   | 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.   |
|     | Engender a planned and coordinated approach for securing infrastructure provision as part of and in step with new development and investment opportunities.   |
|     | Support clean, environmentally acceptable and flexible energy technologies (including renewable energy generation, energy storage) and more efficient grid technologies) that move the islands towards a low carbon economy.  |
| 3   | Provide affordable, decent and a range of well-designed homes, appropriate to meeting the current and future needs of the community, including the needs of an aging population.  |
|     | Permit open market homes only where it enables the deliver of affordable homes through cross-subsidiation on allocated sites, where it is proven that there is no other source of grant funding.  |
|     | Support the needs of businesses through establishing a positive framework to deliver staff accommodation across the islands.  |

|   |   |
|---|---|
| 4 | Provide a wider choice of better paid and skilled jobs through the creation of a more competitive and diverse economy.  |
|   | Encourage research, innovation and entrepreneurship through enhanced ICT opportunities.   |
|   | 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.   |
|   | Permit new development that supports agriculture and horticulture in recognition of its cultural and economic importance and where it makes a contribution to sustainably managing the islands outstanding environment.   |
| 5 | 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.  |
|   | Support proposals that facilitate modern and integrated health and social care services to meet the requirements of the community.  |
|   | Support investment in social, sports, recreational, leisure and cultural services and facilities to meet the requirements of the community.   |
|   | Ensure that new development and the built environment is designed to promote healthy living and support an ageing population.   |
|   | Support proposals that strengthen or support transportation links on each inhabited island and between the islands and the mainland, including connecting transport systems.  |
| 6 | 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). |
| 7 | 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.   |

# The Spatial Strategy

87. **The spatial strategy sets out the planning framework that underpins the Local Plan in achieving its Vision, Aims and Objectives, and that secures 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 towards locations, and be appropriately designed, to protect the most valued assets and resources.**
88. 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 the area's 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 to 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 Scilly's economic and social needs will ensure that the exceptional quality of the islands' environment and tranquillity is not compromised or undermined.
89. 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) and more recent calculations of Local Housing Need (LHN) in 2019, 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 may 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.
90. To ensure an appropriate amount of land is available to enable the delivery of these much-needed affordable homes, the Local Plan identifies a range of sites on St Mary's within the two largest settlements of Hugh Town and Old Town, in the interests of sustainability. The Local Plan also provides some flexibility, as new



homes could 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 custom and self-build homes, for those on the Custom Self-Build Register.

91. 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 through 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 improve the economic prosperity of the islands.
92. 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.
93. The **spatial strategy** for the islands is set out below:
  1. **Protect the integrity of the distinctive and exceptional environment**, including the 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 its communities.
  3. By 2030, **build sufficient affordable homes to address Local Housing Needs over the plan period**, cross-subsidised, where appropriate, by open-market dwellings where no grant funding opportunities are available.
  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 development that secures improvements to the islands' infrastructure and utilities** through a coordinated approach as part of and in step with planned sustainable growth, including innovative and low-carbon technologies, as part of the Smart Islands programme and other investment initiatives.
  - 7. Support new tourism development 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.
  - 8. 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 by encouraging sustainable travel options, including walking, cycling and the use of electrical vehicles.
94. 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, as well as the inter-island quays. Given the location of the Isles of Scilly, an efficient, reliable, year-round transport service connecting to the mainland is paramount, as it provides a 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.
95. 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. In addition, the new heliport in Penzance will provide an additional transportation route with a re-established helicopter service.

# Promoting a Sustainable Scilly

**Issues:** Housing | Environment | Infrastructure | Economy | Community Facilities

## **Aims**

1. Maintaining an outstanding and world-class environment, and ensuring that its distinctive and significant seascape and landscape, heritage and nature conservation assets are protected, valued and enhanced.
2. Ensuring 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 by building on its strengths and underpinned by effective infrastructure and an appropriately available and 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 supporting measures that contribute to carbon neutrality and mitigate against the effects of climate change.

96. Supporting 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 principal aim of the planning system, which is to enable sustainable places.

97. **Climate Emergency** At the Full Council meeting in October 2019 the Council of the Isles of Scilly signed up to a declaration of a 'Climate Emergency' with a commitment for the Authority to be carbon neutral by 2030. The Council is therefore committed to encouraging and engaging with its partners and other local businesses and organisations to adopt similar ambitions to become carbon neutral by 2030. To reflect this commitment it is important that development proposals demonstrate a sustainable approach in terms of design, construction and occupation on a proportionate basis.
98. When considering all development proposals, there will be a presumption in favour of sustainable development, to reflect the NPPF. To achieve this purpose, the Local Planning Authority will proactively work with applicants, island businesses and the community, to find solutions that enable proposals to be approved, wherever possible, in accordance with the Local Plan, unless material considerations indicate otherwise. This proactive 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.
99. While the Local 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 islands' outstanding environment, and development must therefore meet the policies set out in the outstanding environment section. The Local Plan has an overarching commitment to protect the environment, as part of the wider task of balancing economic and social objectives.
100. In order to achieve sustainable development, ensure the most efficient use of land and 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.
101. **Climate Change** The importance of understanding climate change locally 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.<sup>11</sup> For the Isles of Scilly this means a particular focus on securing sustainable energy and drinking water supplies, improved waste water treatment, more effective waste management and recycling and avoiding areas at risk of flooding, as part of the requirement to adapt to the effects of climate change. Development that protects against the impacts from coastal flooding or erosion will be encouraged, including measures that improve coastal defences, and protect water resources and the most productive agricultural land.

---

<sup>11</sup> CE01 [National Planning Policy Framework 2019](#) (Paragraph 20 and Chapter 14)

102. **Zero and Low Carbon Development** The Climate Change Act 2008 places legally binding targets for the UK to achieve an 80% reduction in greenhouse gas emissions by 2050<sup>12</sup> and 34% by 2020, against 1990 baseline levels. The Local Plan can make a major contribution to achieving these targets locally, through the Spatial Strategy. Mitigating and adapting to climate change is achieved through criteria-based policies, which will also guide decision-making. The Local Plan, read as a whole, seeks to shape new and existing development through its policies and by supporting sustainable design, more effective site waste management and enhanced biodiversity. 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 as low a carbon impact as practically possible.
103. It is recognised that the Building Regulations are the primary means of ensuring energy efficiency in buildings, through its control over construction. 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, a Supplementary Planning Document (SPD), has promoted sustainable design.

## **POLICY SS1 Principles of Sustainable Development**

(1) Development proposals will be permitted where they make a positive contribution to the social, economic and environmental 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 the islands outstanding environment, by:

- a) conserving and enhancing the outstanding natural, built and historic environment;
- b) locating, designing and constructing development where it makes a positive contribution to reducing the islands' carbon footprint and consumption of natural resources;
- c) improving accessibility and creating a network of safe and well-connected routes by integrating measures that encourage and promote walking, cycling and electric vehicles as part of any new development wherever opportunities allow;
- d) promoting the value of biodiversity, geodiversity and soils, including the potential contribution from natural capital<sup>13</sup> and ecosystem services<sup>14</sup>;
- e) taking into account the long-term implications of climate change and rising temperatures for flood risk, coastal change, water supply, biodiversity and landscapes;

<sup>12</sup> CE11 [2008 Climate Change Act](#)

<sup>13</sup> Natural capital can be defined as the world's stocks of natural assets which include geology, soil, air, water and all living things.

<sup>14</sup> 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.

- f) promoting cohesive and resilient communities on each island; and
- g) generating and sustaining economic activity.

104. **Sustainable Design** The detailed design of buildings and use of materials have provided the islands 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 which avoid proliferating the use of unacceptable or unsustainable resources. This approach does not require traditional construction methods and materials, given the viability and sustainability costs of sourcing such materials, but about ensuring designs and materials are otherwise sustainable in a complementary and appropriate manner.
105. 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 five inhabited islands. On St Mary's there will often be a discernible pattern of development, with either a historic core or obvious later modern developments with a particular style. New development should complement distinctive local features and patterns, with regard given to the orientation and character of the immediate area. The Isles of Scilly Design Guide supplements Policy SS2, and sets out the detailed design characteristics of the islands.
106. 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. A building's scale, including its height and massing (the combined effect of its footprint, volume and shape) determines its impact on views, skylines, and its relationship with surrounding buildings and spaces, as well as on neighbouring and wider amenity.
107. New buildings should be of a similar scale to other buildings in the surrounding area, unless they are required 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 from the public realm are retained, especially those of landmark features.
108. 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.

109. Given the high environmental quality and finite amount of land, the efficient use of land will be supported where development is appropriately designed and sited in sustainable locations.
110. 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 should be applied specifically to domestic extensions.
111. As part of the commitment to maintain and enhance the natural environment, consideration should be given to incorporating measures to increase biodiversity through, for example, following the guidance set out in 'Building with Nature'.<sup>15</sup> As a minimum, bird and bat boxes should be incorporated into the design of buildings or extensions, with measures to reduce any impacts from current threats to biodiversity on the islands, including rats.

## **POLICY SS2 Sustainable Quality Design and Place-Making**

**(1) Development will not be permitted if it is considered to be of poor or unsustainable design. New development must be of a high-quality design and contribute to the islands' distinctiveness and social, economic and environmental elements of sustainability by:**

- a) respecting and reinforcing the character, identity and local distinctiveness of an area whilst not stifling innovation, and with the scale, density, layout, height, mass and materials responding positively to the existing townscape, landscape and seascape setting;**
- b) ensuring that development does not dominate or interrupt important public views, key landmark buildings or significant cultural and heritage features;**
- c) making efficient use of the land whilst respecting the character of the site and surrounding area and neighbouring land uses;**
- d) safeguarding the amenity of individuals and properties by creating a high-quality environment that addresses issues of privacy, overlooking, overshadowing, overbearing impacts and unreasonable noise and disturbance;**
- e) providing high-quality and clearly defined safe private, semi-private and public spaces, including recreational facilities and green infrastructure where appropriate;**
- f) ensuring that buildings can easily be altered and adapted to meet changing social and economic conditions and are resilient to climate change,**

<sup>15</sup> CE14 [Building with Nature](#)

- including features to mitigate or enable rapid recovery from a flooding event where recommended in a Flood Risk Assessment;
- g) providing opportunities for achieving measurable net gains in biodiversity by ensuring that natural and semi-natural features are created and enhanced as integral elements of the design, through the provision of features such as bird and bat boxes, and by incorporating measures that support the removal of any threats to the islands' biodiversity;
  - h) promoting physical activity by incorporating Sport England Active Design principles<sup>16</sup> wherever appropriate;
  - i) requiring sensitively designed adverts and signage that are appropriate and sympathetic to their local setting in terms of scale, design and materials;
  - j) incorporating measures to reduce any actual or perceived opportunities for crime or anti-social behaviour, and which promote safe living environments;
  - k) minimising the consumption of resources by requiring 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, and where appropriate plugged into the Smart Grid;<sup>17</sup>
    - II. incorporating passive design measures for heating, cooling, ventilation and natural light, 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 re-use by incorporating effective water management measures, including Sustainable Urban Drainage Systems, green roofs and water-saving devices, and rain/grey water collecting and recycling facilities; and
    - V. providing appropriate vermin-proof waste and recycling storage appropriate for the scale of development proposed, and provision for kerbside waste and recycling collections consistent with the islands' waste management practices.

(2) Development proposals that involve the construction or conversion of buildings will need to be supported by a statement of Sustainable Design Measures (SDM) and a Site Waste Management Plan (SWMP).

112. **Re-Using Buildings** The re-use of previously developed land and buildings is a sustainable way of reducing the need to construct new buildings, and reduces the depletion of greenfield land. The Agricultural Buildings of Scilly project, which was carried out in 1995, sought to identify all existing traditional agricultural buildings on the islands. Many of these buildings still remain, and it is vital that any re-use of these, as well as other non-agricultural buildings, is sympathetic to the character and

<sup>16</sup> CE15 [Sport England Active Design Principles](#)

<sup>17</sup> The Smart Grid is one of the projects of the Smart Island Programme and concerns smart technology for homes.



scale of the existing structures and surrounding landscape character. The re-use of any existing historic or traditional building, particularly those agricultural buildings listed in the Agricultural Buildings of Scilly Project, should be accompanied by a structural survey to ensure it can be viably converted.

113. 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, their original character.
114. Policy SS3 allows for the re-use of non-residential buildings as new homes. Allowing residential use needs to be balanced against the importance of retaining buildings that are capable of helping the islands' economy.
115. Conversion to residential use will only be allowed if it is specifically required to meet a permanent local housing need or for staff accommodation, and it has been demonstrated that commercial uses (excluding holiday lets) are not viable. In certain circumstances, residential use specifically for a holiday letting opportunity 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 demonstrating the reasons why a commercial proposal would not be appropriate for preserving the building.
116. 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. It is recognised, however, that for sites closely related to existing built-up areas, a replacement building that does not have a significantly greater impact may be a prudent use of a previously developed site, particularly where it can be demonstrated that a good proportion of the existing materials could be re-used.
117. The re-use of traditional buildings with architectural or historic merit will be positively encouraged. The retention of buildings that are not in keeping with their surroundings, or are visually intrusive because of their location, form, bulk or general design, will be discouraged.
118. The aim of re-using traditional buildings is to protect their character by maintaining original or traditional structures, built form, architectural detail, materials and general design, whilst minimising new buildings. However, where proposals for alternative use require the creation of new ancillary buildings and/or extensions, 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.

119. The character of the landscape could be jeopardised if the many small-scale agricultural buildings that are still capable of continued use were used for more lucrative purposes, thereby generating the potential demand for new 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 the existing building is no longer suitable for agricultural use.
120. Existing buildings may provide homes for wildlife, particularly nesting birds and roosting bats, which are statutorily protected. Every opportunity should be made not only to avoid the disturbance of protected species, but also to enhance their provision by incorporating measures such as bat or bird boxes integrated into the building, in accordance with Policy SS2g and Policy SS3e. Additionally, opportunities should be made for biodiversity net gain, including habitat restoration and recreation, and measures to reduce any impacts from current threats to biodiversity on the islands including rats.

## **POLICY SS3 Re-use of Buildings**

**(1) The re-use of redundant buildings for commercial use will be permitted provided that:**

- a) the building is structurally sound and capable of conversion without substantial rebuilding, extension or alteration;
- b) the proposal would not result in the requirement for another building to fulfil the function of the building being converted;
- c) the proposed use is restricted primarily to the building;
- d) the development would not harm its immediate setting or the amenity of adjoining/neighbouring properties or land uses; and
- e) suitable nesting and roosting sites for birds and bats are incorporated into the design.

**(2) The re-use of traditional or historic buildings, worthy of retention for residential use will be permitted provided that all the above criteria are met and that:**

- a) the proposal is to address a local housing need or staff accommodation, and is subject to appropriate occupancy restrictions in accordance with Policies LC2 and LC4; or
- b) the proposal is for a holiday let on the basis that it has been demonstrated that there are no other viable means of protecting and retaining the building; and
- c) the building is of local traditional architectural or historic merit, worthy of retention; and

d) the proposal is supported by a structural survey to demonstrate the amount of repair or rebuilding required to convert the building to the proposed use.

(3) The re-use of non-traditional buildings for residential use will only be permitted provided that all of (1) criteria a)-e) are met and where the proposal is to address a local housing need or staff accommodation and is subject to appropriate occupancy restrictions in accordance with Policies LC2 and LC4.

(4) Any demolition or re-roofing of a building should not result in harm to any protected species. A Preliminary Environmental Assessment should be submitted to demonstrate the impact of the proposal on any protected species present within of using the site.

121. **Retail** Retaining locally accessible shops, services and facilities is a primary aspect of maintaining 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-islands 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; this 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.
122. Retail includes shops for food and groceries, convenience stores, chemists or pharmacies, newsagents and clothes shops. Ancillary retail uses are usually located within a town centre and can include banks, cafes, restaurants, public houses, hairdressers and estate agents. These ancillary uses can create a crossover into the evening that is important to the local economy, particularly for tourism.
123. 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 the nature of the community on the islands, it is vital that the policies of the Local Plan set out appropriate criteria to resist the unnecessary loss of retail and ancillary retail uses within the Isles of Scilly.
124. **Mobile Trading** Mobile trading occurs within Hugh Town. Although such trading 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 Licensing Department. If the sale of goods is a on a fixed site, regardless of whether the

vehicle is mobile, both a Fixed Trading Licence and planning permission would be required. Fixed traders must not give rise to amenity issues through, for example, noise or smells, and must ensure that pedestrian and highway safety is maintained when trading is in operation, in accordance with Policy SS4.

125. **Recreation** The islands have a wealth of publicly accessible beaches and permissive footpaths across all of the inhabited islands. The total amount of dedicated recreation sport and play spaces on the islands is around 15.8 hectares, in addition to a nine-hole golf course on St Mary's. This equates to around 6.9 hectares per 1,000 population, or 69 m<sup>2</sup> per head of population.<sup>18</sup> In addition to dedicated recreation sites, there are seasonal water sports available on all inhabited islands, including gig-rowing, sailing, stand-up paddle boarding, kayaking, windsurfing and snorkelling, as well as a plethora of beaches which are all freely accessible to the community and visitors.
126. All of the inhabited islands are walkable communities with co-located community facilities, and given that the Local Plan does not seek to plan for a growth in the population, over the plan period there is no identified need to provide further dedicated recreation sites or play pitches for sporting activities. It is, however, important that existing dedicated outdoor recreation and play spaces are retained and enhanced, to support the community's needs, as well as to provide enhancements for the islands' visitors.
127. **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 Corporate Plan,<sup>19</sup> which aims to enhance the quality of life on the Isles of Scilly by enabling healthy lifestyles, independent living and access to good-quality healthcare.
128. 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 that local strategies to improve health and social and cultural well-being are addressed through the planning process.<sup>20</sup> Government policies also encourage care in the community, to help people remain in their home and live independently within the community.
129. Schools and associated educational facilities are provided on St Mary's (primary and secondary schools), Tresco (primary school for the islands of Tresco and Bryher), St Martin's (primary school) and St Agnes (primary school). St Mary's also has boarding accommodation for secondary-school students who would normally reside on an off-island. It is important that these facilities are safeguarded. The Five Islands School is

<sup>18</sup> CE17 [Recreation Sites on the Isles of Scilly](#) (Agenda Item 10, Appendix B)

<sup>19</sup> CE18 [Council of the Isles of Scilly Corporate Plan](#)

<sup>20</sup> CE01 [National Planning Policy Framework 2019](#) Paragraph 72 of NPPF 2019:

part of a Multi-Academy Trust (MAT), and the Council, as the Local Education Authority, has an ambition to work with the academy trust to ensure that there is sufficient suitable housing on the islands to support the education workforce. It is equally important that the existing educational infrastructure is safeguarded and that future needs are delivered, particularly in relation to new homes. Provision for staff accommodation, including that required by the MAT, is supported under Policy LC1 and Policy LC4.

130. An isolated island community requires the availability of community services and facilities to support social sustainability, including those for leisure, recreation and sport. 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 supports the islands' community, including open space, sport and recreation, 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 that there is no longer a need for the specific service or facility in the longer term; that a suitable replacement service or facility can be provided; or that there is an existing similar service or facility accessible to the local community. As listed in Policy SS4, to demonstrate that the loss is justifiable, evidence should be provided of attempts to market the property for its current and alternative uses, within appropriate publications and at an appropriate value, for a minimum period of 12 months.
131. In relation to the provision of community facilities, there is an ongoing project to deliver integrated health, social care and housing solutions for the islands' community. This project is known as 'Building Blocks for the Future' and is subject to a One Public Estate bid;<sup>21</sup> this is a Government initiative<sup>22</sup> 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. Park House itself is a dated structure not designed for the future needs of the islands, and it has limitations as a residential care home, given the increased levels of complexity of need.
132. Although it is known to be a development that is likely to come forward over the plan period, there is no specific site to allocate. It is likely that the preferred approach would be the replacement of Park House Residential Care Home with the construction of a new purpose-built integrated health and social care hub with a particular focus on frail elderly people. This project, which will respond to the anticipated increase in the proportion of the population aged over 65, could be one of the first in the UK to integrate social care and NHS services at one site, sharing

---

<sup>21</sup> CE19 [Building Blocks for the Future: One Public Estate Bid](#) (Agenda Item 16)

<sup>22</sup> CE20 [One Public Estate Initiative](#)

resources and making significant savings. Policy SS4 seeks to ensure that appropriate support is given to providing the most appropriate site for the delivery of a new integrated health and social care facility on the islands.

## **POLICY SS4 Protection of Retailing, Recreation and Community Facilities**

(1) Development for new retailing and community facilities, including recreation spaces and an integrated health and social care facility, will be supported where:

- a) it is appropriately designed, scaled and located in accordance with other policies in the Local Plan; and
- b) it does not harm the amenities of the surrounding areas and maintains pedestrian and highway safety.

(2) Development (including the change of use of existing premises) that involves the loss of ground-floor retail units, ancillary retail or public houses, within the defined Town Centre of the Policies Map, 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 such facilities must be supported by appropriate marketing (for a minimum period of 12 months) and a financial viability assessment to support the proposal.

(3) Development that would result in the loss, or prejudice the use of a recreational or sporting facility, as defined on the Policies Map, or other community or cultural service or facility, will not be permitted unless it can be clearly demonstrated that:

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

(4) In respect of (3) 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 the site/building.

(5) Where the case for a change of use is accepted, with respect to Parts (2) and (3) above, favourable consideration will be given to:

- a) Use Classes that fall within Class E, Class F.1 and Class F.2 of the Use Classes Order\* before other employment uses are considered; or
- b) When it can be demonstrated that compliance with (3)a) above is not possible then a change of use to housing in accordance with Policy SS3 and Policy LC3 may be permitted.

\* The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 (SI 2020 No.757)

133. **Physical Infrastructure** The islands are recognised as being carbon-intensive, due in part to outdated and inefficient infrastructure, and heavy reliance on imported

fossil fuels and electricity to meet the community's needs, as identified in the Energy Infrastructure Plan.<sup>23</sup> This high carbon intensity contrasts with the opportunities for self-sufficiency presented by the islands' location and natural environment. In recognition of a 'climate emergency' the Council have made a commitment to seek to achieve carbon neutrality by 2030, through its own activities and operations.

134. In addition to this inefficient energy infrastructure, historically the islands have had limited investment in improving or modernising their water or sewerage infrastructure. Much of the islands' waste water is dealt with by private treatment plants or septic tanks, with only Hugh Town and Old Town on St Mary's having a comprehensive, albeit aged, public sewerage network. The underinvestment in infrastructure in part reflects the lack of strategically planned development that could potentially leverage the investments to improve infrastructure. Although the Local Plan seeks to strategically plan for affordable new homes in response to existing housing needs, it is not promoting significant growth. Nonetheless, new development will have to ensure that there is no increased burden on the existing infrastructure.
135. In order to address legacy infrastructure systems and to ensure compliance with the Water Framework Directive, significant investments are planned for the islands' sewerage and water network over the plan period. It is therefore not considered necessary to levy developers for infrastructure contributions particularly as this would impact on the viability of delivering the necessary affordable homes. Development will, however, be expected to include any necessary or appropriate connections to comprehensive water and sewerage systems, wherever possible, rather than perpetuate further private systems.
136. The planned investment will significantly improve the management of water supplies and foul waste water. Policy SS5 seeks to ensure that any improvements to the existing infrastructure take place before the implementation of any significant development, including the housing allocations identified in Policy LC6, particularly if existing networks are inadequate for the housing proposed. In addition, Policy SS6 seeks that new developments minimise water usage through both design measures and technological improvements, to ensure that environmental impacts are minimised.
137. The Smart Islands programme seeks to capitalise on the opportunities presented by the islands to enable an appropriate transition from a carbon-intensive community 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, reliability and management of the energy network, securing reliable sources of renewable energy, reducing fuel poverty and tackling the cost of waste disposal. It also includes significant improvements in the islands' sewerage and drinking water infrastructure

---

<sup>23</sup> CE21 [Isles of Scilly Energy Infrastructure Plan 2016](#)

through planned investments over the plan period. The Smart Islands programme is intended to meet these challenges through, for example, the provision of energy management systems and affordable, reliable and locally generated energy, and through renewable sources and the use of waste.

138. The planned infrastructure investments are intended to address many of the current infrastructure deficiencies. These investments are likely to take place over the plan period, to enable the sustainable development proposed in the Local Plan. The timing of new development, however, will need to take into account any planned investment at the time, to ensure the necessary infrastructure is available to support any proposal. As such, the timing of development may need to be phased to minimise the impact on existing resources, and to take into account planned investments and improvements in essential infrastructure. In some cases, the development itself may be required to provide or improve existing infrastructure to make the proposal acceptable. Planning conditions and/or legal agreements will be used to ensure that necessary improvements are obliged, if required, to phase development in line with planned infrastructure investments.
139. 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 or similar energy grid. Where a proposal to deliver affordable homes, on an allocated housing site, 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 proposals, where they comply with other relevant policies within this Local Plan, will be supported where they are:

- (1) evidenced by the necessary existing or planned physical infrastructure to enable its delivery; or
- (2) for new physical infrastructure where this makes a positive contribution to the sustainability of the islands.

140. **Water and Waste Water** As of April 2020 South West Water extended their license to cover the islands are therefore now the Water Authority for the Isles of Scilly.
141. The water supply for St Mary's comes from the groundwater abstraction wells at Higher Moor and Lower Moor. There are five 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. The desalination is used to improve the quality of the water and help the ground water levels to re-charge and reduce the risk of saline intrusion. There are three reservoirs on St Mary's, all in the form of above- or below-ground storage tanks. All water extracted from groundwater boreholes or the sea is treated



and distributed via the water pumping and treatment station at Porth Hellick above Higher Moor.

142. 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.
143. 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.
144. On St Agnes and St Martin's, 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 Martin's 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.
145. 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. There are legal requirements through the Water Framework Directive<sup>24</sup> 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. As 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 any bodies of water on the islands.
146. 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 the BREEAM,<sup>25</sup> for non-residential, to secure increased water efficiency; such as, for example, rainwater 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.

---

<sup>24</sup> CE22 [Water Framework Directive](#)

<sup>25</sup> CE23 [BREEAM: Building Research Establishment Environmental Assessment Method](#)

147. 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.
148. Any development proposal must ensure that there is adequate infrastructure available or provided, and it must not lead to a deterioration in water quality and water resources. 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 boreholes and fragile groundwater reserves.
149. 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.
150. Policy SS6 protects the environment and public health by requiring connections to existing networks that are fit for purpose, and with the appropriate existing or planned capacity where available. 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.<sup>26</sup>

## **POLICY SS6 Water and Waste Water Management**

**(1) Development that requires a new connection to mains or private drinking or waste water systems will be permitted provided that:**

- a) it does not result in the deterioration of, and where possible assists in improving water quality, to support the attainment of the requirements of the Water Framework Directive;**
- b) it complies with national policy and guidance in relation to flood risk;**
- c) it does not result in a risk to the quality of groundwater, and there is no risk to public or private water supplies;**
- d) all new homes (including replacement dwellings and conversions) achieve a water consumption standard of no more than 110 litres per person per day;**
- e) all new non-residential developments of 500 sqm or more achieve the BREEAM107 'excellent' credit required for water consumption; and**
- f) it does not impact on habitats and designated sites**

<sup>26</sup> CE24 [General Binding Rules](#)

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

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

151. **Flood Risk** The islands are a flooded landscape that was 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 at 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 the predicted rise in sea level varies from 15 cm to 60 cm over the next 75 years. As such, the islands are, and will remain, vulnerable to coastal flooding.
152. Development will be permissible where it complies with the NPPF and national guidance, takes account of local evidence and strategies (including the Local Flood Risk Management Strategies (LFRMS) and the Shoreline Management Plans (SMP)), and incorporates appropriate mitigation. To assist in the process, the Environment Agency is mapping the islands in terms of flood risk zones,<sup>27</sup> which will be rolled out during the plan period.
153. The LFRMS for the Isles of Scilly was published in 2017<sup>28</sup> and 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.
154. The Isles of Scilly Climate Change Strategy 2011 indicates that the climate change impacts for the region include the likelihood of 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 1 m in average annual offshore wave heights by 2080. High spring tides are predictable, but weather conditions can create storm surges and groundswell 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 that exceed current levels; along with increased offshore wave heights.

<sup>27</sup> CE25 [Flood Map for Planning](#)

<sup>28</sup> CE26 [Local Flood Risk Management Strategy 2017](#)

155. The higher frequency and ferocity of storm events will increase the severity and incidence of tidal flooding 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.
156. Historic flooding events have affected all of the inhabited islands in recent years, with certain areas known to be at greater risk than others. Within these areas, the LFRMS 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 (AOD), Newlyn), and are identified on the Policies Map of this Local Plan. 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 that vulnerable uses are protected and risks mitigated.
157. 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. A FRA must demonstrate a knowledge of the flood risks and ensure that 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, with more advice provided by the Flood Repairable House guidance<sup>29</sup>). 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.<sup>30</sup>
158. As of 2019, a £3.4 million Sea Defence Works and Dune Management Project is being prepared by the Council, with funding from the ERDF<sup>31</sup> and the Environment Agency. This project is anticipated to take place during the plan period.
159. 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 Drainage Systems (SuDS<sup>32</sup>) will have an important role in the management of

---

<sup>29</sup> CE27 [Flood Repairable: Planning to Recover Quickly and make your home flood repairable](#)

<sup>30</sup> CE28 [Flood Risk Assessment for Planning](#)

<sup>31</sup> European Regional Development Fund.

<sup>32</sup> Sustainable urban drainage systems (SUDS) can be used in all types of development to provide a natural approach to managing drainage in order to prevent water pollution and flooding, and they can create or enhance green spaces and habitat for wildlife.

rainfall and surface water, particularly in low-lying or flood-prone areas, as well as helping to improve water quality.

160. During the plan period, the following areas have already been identified as likely to be subject to flood and coastal risk-management works.

| St Mary's Location                         | Existing Defence   | Potential or already identified Enhancement   |
|--|--|---|
| The Mermaid Wall                           | Sea wall.  | Storm damage repairs.   |
| The Quay to Customs House                  | Existing building line and stop logs.                    | Assessment of defence line and development of adequate standard of defence, including third party assets. |
| Customs House to Carn Thomas               | Sea wall and secondary wall.                             | Storm damage repairs, development of adequate standard of defence.  |
| Porthmellon                                | Embankment (south end), sand dune, sea wall (north end). | Sand dune management plan, rock armour to protect south end, sea wall repairs at north end.               |
| Porthloo                                   | Bank.  | Rock armour and toe protection for bank.  |
| Pelistry Ledges                            | -  | Management of cliff recession.  |
| Porth Hellick                              | Gravel Bank.   | Replenishment.  |
| Old Town Slip to Old Town Church           | Sea walls and embankment.                                | Storm damage repairs.<br>Demountable defence at east end of bay.  |
| Old Town Quay to Tolman Point              | -  | Management of cliff recession.  |
| Porthcressa, Little Carn to Sally Port     | Sea wall.  | Storm damage repairs.   |
| Porthcressa, Slipway to Playground         | Rock armour, sea wall.                                   | Management of cliff recession.  |
| Garrison, Sally Port to Morning Point      | -  | Management of cliff recession.  |
| St Martin's Location                       | Existing Defence   | Potential or already identified Enhancement   |
| Higher Town West End                       | Rock armour / revetment.                                 | Replenishment.  |
| Tresco Location                            | Existing Defence   | Potential or already identified Enhancement   |
| South Beach / Pentle Bay                   | Sand dunes.  | Dune management plan, dune toe protection.  |
| New Grimsby, Quay to Flying Boat Club slip | Sea wall and rock revetment.                             | Storm damage repairs.<br>Replenishment.   |
| New Grimsby Quay                           | Breakwater.  | Storm damage repairs.   |
| Bryher Location                            | Existing Defence   | Potential or already identified Enhancement   |

|                                  |   |   |
|----------------------------------|---|---|
| Great Porth North end            | Bank, sea wall and rock revetment.            | Repairs to damaged revetment.                         |
| Great Popplestones               | Rock revetment and sea wall.                  | Repairs to damaged revetment.                         |
| Little Popplestones              | Embankment and sand dune.                     | Replenishment.<br>Potential leat instatement.         |
| Church Quay access               | Limited rock revetment.                       | Development of defence line.                          |
| <b>St Agnes</b>                  | <b>Existing Defence</b>                       | <b>Potential or already identified Enhancement</b>    |
| Pereglis Slip to Ginamoney Carn  | Embankment.                                   | Replenishment and strengthening.                      |
| Ginamoney Carn to Browarth Point | Embankment with concrete revetment.           | Repairs to damaged revetment.                         |
| Browarth Point to Kallimay Point | Embankment with concrete revetment, sea wall. | Repairs to damaged revetment.<br>Repairs to sea wall. |
| The Quay to Turks Head Slip      | -   | Management of cliff recession.                        |

161. 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 and important wildlife features such as nesting sites for storm petrels. The Heritage at Risk Register<sup>33</sup> identifies a number of problems as a direct result of coast erosion.

## **POLICY SS7 Flood Avoidance and Coastal Erosion**

(1) 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 policies map, will not be permitted unless an appropriate and proportionate Flood Risk Assessment (FRA) demonstrates how the flood risk will be managed, and that:

- a) 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;
- b) 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
- c) if there is any doubt, the precautionary principle<sup>37F</sup> will apply.

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

(3) Natural dune restoration and works connected with flood resilience and coastal defence will be supported where any natural and historic environment designations, that may be affected, have been adequately addressed in

<sup>33</sup> CE29 [Heritage at Risk - South West Register 2018](#)

accordance with Policy OE2 (Biodiversity and Geodiversity) and OE7 (Historic Environment).

162. **Renewable Energy** The electricity distribution network operator (DNO) is Western Power Distribution (WPD). As established in the Energy Infrastructure Plan (EIP) 2016, all energy on the islands is imported, other than a small number of photovoltaic (PV) installations. During 2018 the Smart Islands project progressed a number of solar installations, including permitted development installations of a number of solar panels on suitable Council houses. Planning permission was also granted for a solar garden at St Mary's Airport and on the roofs of the Council's waste site building and the on St Mary's Fire Station building, both at Porthmellon. Whilst these installations will increase the provision of a renewable source of energy managed by a Community Venture, the two major non-renewable energy demands remain for electricity and petroleum products. The level of import, and especially the isolated nature of the islands, results in an energy supply that can be vulnerable to interruption, though historically this has been classified as 'reliable' when considering Ofgem<sup>34</sup> targets.
163. Western Power Distribution's 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' 5.7 MW diesel power station on St Mary's.
164. 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 180 kW diesel generators (enough for current average demand). St Mary's, Tresco and St Martin's 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 backup power stations.
165. The major issues with the current electricity supply are the potential requirements to replace the sub-sea cable from the mainland and the backup 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, and may not be required over the current plan period.
166. Renewable energy generation for the islands will improve the reliability of the islands' electricity supply. 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. At a local level, the Smart Island programme establishes a target that seeks to achieve a 40% reduction

<sup>34</sup> [OFGEM](#) is the Office of Gas and Electricity Markets:

in energy bills for residents by 2025, and for 40% of island energy demands to be met through renewable generation by 2025. Additionally and as referenced earlier in this document, the Council of the Isles of Scilly have signed up to a declaration of a 'climate emergency', which sets a target to ensure the Council is carbon neutral by 2030.

167. 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 and potential negative effects on nature conservation interests. Community-led initiatives, in appropriate locations, are also encouraged for renewable and low-carbon energy schemes.
168. In 2015, the Government published a Written Ministerial Statement (WMS) that introduced a requirement to fully assess any development site suitable for on-shore wind power generation as part of the Local Plan process. This is required to demonstrate that the planning impacts affecting the islands have been fully addressed. Whilst the 2016 EIP does consider the potential of both onshore and offshore wind to assist in the delivery of a sustainable energy supply for the islands, no site has been subject to a full assessment. Due to the scale of the islands, it has not been possible to identify a site for onshore wind.
169. Whilst the Council is supportive of renewable energy, wind turbines are, by their very nature, likely to be intrusive in such an intimate landscape such as the Isles of Scilly. Although there would appear to be potential to exploit wind as a renewable source of energy, opportunities are likely to be limited due to the high potential of harming the landscape and tranquillity of the islands. The islands are particularly sensitive to intrusive developments.

## **POLICY SS8 Renewable Energy Developments**

**(1) Except for proposals for on-shore wind energy generation, development proposals for renewable energy that contribute towards creating sustainable island communities, including the implementation of projects that form the Smart Islands programme, and any other community programme or project that seeks to reduce greenhouse gas emissions and move towards a carbon neutral island environment, will be supported where they:**

- a) contribute towards meeting domestic, community or business energy needs within the islands;**
- b) conserve the scenic beauty, landscape, seascape, cultural heritage or historic environment of the islands, including any cumulative and inter-visibility impacts;**
- c) protect and enhance biodiversity and the maintenance of wildlife populations such as sea birds;**
- d) they provide environmental enhancement and 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;
- f) there would be no significant adverse effects on airport radar, air traffic control and telecommunications systems; and
- g) they contribute directly to energy conservation.

(2) 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 that require the implementation of a satisfactory restoration scheme following decommissioning of the equipment and apparatus.

170. **Travel and Transport** The development of an affordable, efficient and reliable integrated transport system between the mainland and each island is essential to meet the long-term social and economic needs of the Isles of Scilly. Transport between the mainland and the islands relies solely on private transport for the movement of people and goods. Tourism, commerce and industry are also dependent on the transportation of goods and people by sea and air. The geographic isolation of the islands makes access to key services such as education and healthcare difficult to achieve locally and places a cost on the provision of goods and services in general. As such, it essential that the islands transport infrastructure in relation to air, land and sea is protected and improved wherever possible, including all of the quays and slip-ways on each island, St Mary's airport and Tresco Heliport.

### **POLICY SS9 Travel and Transport**

The islands' transport links are identified on the policies map.

- (1) Development proposals that prejudice the effectiveness and efficiency of the operation of transport links and associated infrastructure will not be permitted.
- (2) Support will be given to proposals that improve the islands' air and sea links and associated infrastructure.

171. **Managing Movement and Sustainable Travel** Although each of the five inhabited islands is geographically small in scale, there remains a high proportion of cars, particularly on St Mary's. As of 2018, there were 906 vehicles registered to travel on the roads of St Mary's.<sup>35</sup> To encourage sustainable modes of transport and minimise unnecessary car travel, the location, design and layout of development will need to encourage walking and cycling, with the amount of off-street car parking limited. All routes and access points in new development must be safe and functional for all users, including those with mobility or sensory difficulties. All of these requirements can be achieved through good design and the control of the scale and/or type, location and layout of new development.

<sup>35</sup> CE30 [Registered Vehicles on St Mary's 2018 DfT Statistics](#)

172. The Local Plan supports the drive towards cleaner vehicles by seeking provision of charging points for electric vehicles in relation to residential as well as non-residential developments. Where there is a proposal for new commercial or residential development, then there is a requirement to include electric vehicle charging points in car-parking areas. This requirement chimes with the Government's commitment to promote sustainable transport as set out in the NPPF. This supports development that is designed to enable the charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.<sup>36</sup>

## **POLICY SS10 Managing Movement**

- (1) Development that has the potential to generate vehicular movements and car parking will be permitted provided that:
- a) provision is made to support and promote the use of sustainable transport such as walking, cycling and electric vehicles, where appropriate;
  - b) it does not have an adverse impact on the function, safety and character of the local highway network; and
  - c) an 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.
- (2) Development that generates significant amounts of movement must be supported by a Transport Assessment and Travel Plan.

---

<sup>36</sup> CE01 [National Planning Policy Framework 2019](#) Chapter 9: Promoting Sustainable Transport, paragraph 110.

# Our Outstanding Environment

**Issues:** Environment | Economy

## **Aims**

1. Maintaining an outstanding and world-class environment, and ensuring that its distinctive and significant seascape and landscape, heritage and nature conservation assets are protected, valued and 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 supporting measures that contribute to carbon neutrality and mitigate against the effects of climate change.

173. 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 world-class quality and distinctiveness, whilst carefully managing and promoting sustainable development, to support a strong and viable community and economy.

## Protecting and Enhancing the Natural Environment

174. 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 Area (SPA), Ramsar Wetland and Special Area of Conservation (SAC). The quality of the historic environment is recognised, as the entire islands are designated a Conservation Area, and Scilly has the densest concentration of archaeology in the UK, with 238 Scheduled Monuments.

175. **Landscape and Seascape** The character of the islands' landscape and seascape is one of outstanding quality and beauty. The outstanding environment and 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, when considering proposals for development great weight will be afforded to the islands' landscape, seascape and scenic beauty and the aims and objectives of the AONB Management Plan. Proposals that contribute towards meeting the economic or social needs of the islands will be supported where they are situated on appropriate sites and of a scale and design that conserves and enhances the natural beauty in accordance with Policy OE1.
176. The characteristics of the islands' landscape are assessed in detail in 'The Isles of Scilly Landscape Character' (2008), which identified 5 landscape character areas for the Isles of Scilly. Landscape also has a time dimension and the 'Historic Landscape Characterisation Study' (2007) has looked at a range of issues that are impacting on the islands' landscape, some of which are the result of pressures for new development. Other pressures include changes in land management, such as declining fieldscapes due to abandoned bulb fields, and the removal or deterioration of stone hedges and shelter fences. Similarly, the AONB 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 species, to pressure from fisheries and wider recreational and commercial pressures to develop the islands by exploiting their natural beauty.
177. **Heritage Coast** The Isles of Scilly was defined as a Heritage Coastal area in 1974, and covers 64 km of coastline around the islands. The NPPF requires planning policies and decisions in relation to Heritage Coastlines to be consistent with the special character of the area and the importance of its conservation. Major development on the islands is unlikely to be appropriate unless it is compatible with its special character. On the Isles of Scilly there is, in particular, the potential for maritime development to impact upon the purposes of the Heritage Coast.
178. To protect the distinctiveness and wild landscape and seascape nature of the islands' archipelago, development on the uninhabited islands will not be permitted. Development in such locations could irrevocably compromise the environmental qualities of these islands. Given the Local Plan's focus 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 clearly demonstrating it will have no adverse effects on protected sites and provides overriding benefits for the community as a whole.

## **POLICY OE1 Protecting and Enhancing the Landscape and Seascape**

(1) Development will only be permitted where it aligns with the statutory purpose of Areas of Outstanding Natural Beauty (AONB), and therefore conserves and enhances the islands' landscape, seascape and scenic beauty.

Development must take into account and respect:

- a) the distinctive character, quality, scenic beauty and sensitivity of the landscape and seascape;
- b) the undeveloped and special character of the Heritage Coast;
- c) other qualities, such as important features and views, dark skies and tranquillity, and having regard to the AONB Management Plan; and
- d) the Isles of Scilly Landscape Character Study and any successor or associated documents.

(2) Development will not be supported on the uninhabited islands.

179. **Biodiversity and Geodiversity** All biodiversity and geodiversity is important and represents the variety of life, providing us with essential resources. Biodiversity and geodiversity also make valuable contributions to people's well-being and play a key role in climate-change mitigation. The Local Plan aims to prevent harm to these assets and to achieve a net gain for biodiversity and geodiversity wherever possible. A Biodiversity and Geodiversity Supplementary Planning Document (SPD) (2007) provides more information on these matters. This SPD will be updated to reflect the requirements of this Local Plan.
180. Scilly is fortunate that it supports a wealth of biodiversity, including internationally and nationally important habitats, plants and animals. In particular, the islands host a number of rare and declining species, including 13 species of seabird such as the lesser black-backed gull, European shag, puffin, Manx shearwater and storm petrel.
181. Geodiversity is connected and integral to biodiversity and the foundation of our natural environment. Geodiversity is seen in the islands' land-forms; it includes the variety of rocks, minerals and soils that support biodiversity and ecosystems, as well as providing essential resources to sustain life, such as drinking water, a limited amount of recycled materials for construction, and the soils for growing crops.
182. Biodiversity net gains will be required in addition to any mitigation and compensation measures across the islands to enhance the environment in line with the objectives of the DEFRA's 25 year plan: A Green Future (2018)<sup>37</sup>, A Natural Choice for

---

<sup>37</sup> CE31 [A Green Future: Our 25 Year Plan to improve the Environment](#)

Securing the Value of Nature (2011)<sup>38</sup> and the NPPF.<sup>39</sup> Net gains will be measured against the metrics published by DEFRA. As part of this commitment to net-gains, 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.

183. **International Sites** The islands' Special Area of Conservation (SAC), Special Protection Area (SPA) and Ramsar Wetlands receive the highest level of protection for their ecological value, and are subject to the legal tests set out in the Habitat Regulations. These tests do not permit development unless it can be demonstrated that it would not have an adverse effect on the integrity of the designated site, whether direct or indirect, having regard to avoidance or mitigation measures. The presumption in favour of sustainable development, as set out in the NPPF, does not apply to development assessed as likely to have a significant effect on such sites.
184. **National Sites** Sites of Special Scientific Interest (SSSI) and Marine Conservation Zones receive protection at a national level. Development inside or outside these protected sites, alone or in combination with other proposals, will only be permitted in exceptional circumstances where the benefits of the development unequivocally outweigh the impacts on the sites' features and on the network of national sites.
185. **Protected Species** Legislation protects certain species of wild plants, birds and mammals, including bats, largely through the Wildlife and Countryside Act 1981. Protected species known to be present on Scilly include the lesser white-toothed shrew, otherwise known as the Scilly shrew. This mammal is absent from mainland Britain but is found on the Isles of Scilly. It is mostly associated with the seashore and feeds on a variety of invertebrates, including small crustaceans that live amongst rocks on the seashore. It is protected from being killed or taken under the Wildlife and Countryside Act, and is a Cornwall Red Data Book species. As indicated above, the Isles of Scilly supports notable bird populations that are primarily associated with intertidal and marine habitats or semi-natural terrestrial habitats. Protected birds and their nests (while in use or being built) and eggs of all wild birds are protected against taking, damage and destruction.<sup>40</sup> It is also an offence to kill, injure or take any wild bird.
186. Bats are also a protected species. 7 species of bat have been recorded as present on the islands, although only 3 species of bat are resident; the Common pipistrelle bat (*Pipistrellus pipistrellus*), the Soprano pipistrelle bat (*Pipistrellus pygmaeus*) and Brown long-eared bat (*Plecotus auritus*). The Isles of Scilly hold the UK's southernmost population of Common pipistrelle bats.
187. **Trees** Ancient and veteran trees are not precisely defined, but are broadly trees that are of particular importance due to their biological, aesthetic or cultural interest

<sup>38</sup> CE32 [The Natural Choice: Securing the Value of Nature](#)

<sup>39</sup> CE01 [National Planning Policy Framework 2019](#) Paragraph 170

<sup>40</sup> CE34 [Wildlife and Countryside Act 1981](#)

because of their age, and include trees that are relatively old for the species.<sup>41</sup> Although the islands do not have any ancient woodland, there are considered to be ‘veteran’ trees that are irreplaceable on account of their age, size or condition. A particular example is the mature stands of elm trees on St Mary’s, given that the Isles of Scilly is one of the last places where adult elms exist in the UK. Research on specific lichens demonstrates that although they are in decline elsewhere in Britain, the mature elms on Scilly provide a habitat for the rare lichen species *Bacidia incompta* (elm lichen). There are mature lines and small woodlands of elm trees scattered around St Mary’s, including around Carn Friars, Holy Vale and Watermill.<sup>42</sup> Aged veteran trees are of cultural, historical, landscape and nature conservation value; they can be found as individuals or within groups. Development resulting in the loss or deterioration of veteran trees should not be permitted unless there are wholly exceptional reasons, together with suitable compensation.

188. **Undesignated Habitats** Much of the biodiversity on the islands is not specifically designated. Nonetheless, undesignated but locally rich wildlife habitats provide a range of social and economic benefits and are important in allowing the natural environment to adapt to climate change through linking and buffering protected sites. These habitats include trees, woodlands, hedgerows and stone walls, as well as features of the landscape that function as wildlife corridors and stepping stones. These help the migration, dispersal and genetic exchange of wild species. Development should not adversely impact on local sites, and should provide the opportunity to strengthen the islands’ biodiversity network as appropriate. Where significant harm cannot be avoided, suitable alternative locations should be considered.
189. **Assessing Development Proposals** Development will be permitted where its purpose is to support the maintenance, enhancement or restoration of existing wildlife sites, and environmental opportunities such as those identified in the Isles of Scilly National Character Area (SE01-SE04)<sup>43</sup> and Natural England’s IPEN’s<sup>44</sup> report, which is the Improvement Programme for England’s Natura 2000 sites, as well as the AONB’s Management Plan 2015–2020. In addition, opportunities to incorporate biodiversity in and around developments will be encouraged in accordance with Policy SS1(d) and SS2(g). Policy OE2 follows good practice by adopting an approach that advocates avoidance, mitigation and compensation where development has any adverse effect on biodiversity or geodiversity interests.
190. Where the natural environment is likely to be affected by development proposals, this should be highlighted at the pre-application stage to determine what level of assessments are required. Development proposals that have the potential to impact upon biodiversity or geodiversity will need to be accompanied by an ecological statement which describes the ecological value of the site, any contribution made by

<sup>41</sup> CE35 [Veteran Trees: A Guide to Good Management, Natural England](#)

<sup>42</sup> CE36 [Natural History Museum: the last stand of the Elm Tree](#)

<sup>43</sup> CE36 [Isles of Scilly National Character Area, Natural England \(NE507\)](#)

<sup>44</sup> CE38 [Improvement Programme for England’s Natura 2000 Site, Isles of Scilly Complex 2014](#)

the asset's setting, and the nature and extent of any impact of the proposed development. The level of detail should be proportionate to the asset's importance, in order to understand the potential impact of the proposal on its significance. The statement should outline any mitigation measures and the steps to be taken to enhance biodiversity features (such as the potential to increase impacts from non-native species or disturbance through, for example, noise, lighting, recreational pressure, trampling or domestic pets). Where appropriate, the ecological statement should include measures to manage the biodiversity interests, as part of the proposal.

191. Depending on the development and its location, further searches may be required for wildlife information, to properly assess a proposal. A range of environmental organisations hold data, including the Isles of Scilly Wildlife Trust, the Environmental Records Centre (ERCISS), RSPB and British Trust for Ornithology. Advice will need to be obtained on the level of detail required for wildlife information and any surveys that need to be carried out, with the work undertaken by a competent and accredited ecologist. A Construction Environment Management Plan (CEMP) may be required in some cases, to avoid impacts on, for example, breeding species, and to remove non-native invasive species. Further information on the standard of surveying and reporting required is set out in the Biodiversity and Geodiversity SPD.
192. Development should seek to avoid any adverse impacts and maximise the opportunity to enhance and secure measurable net gains in biodiversity and geodiversity, in accordance with Policy SS2. All impacts on the natural environment should be addressed sequentially, in accordance with the principle of the 'mitigation hierarchy'.<sup>45</sup>

**Avoid**  
**Mitigate**  
**Compensate**

193. When significant impacts are likely, then the first priority should be to relocate the development to another site. If impacts cannot be avoided, then mitigation needs to be considered. Where mitigation is not possible, as a last resort, full compensation should be provided to replace the lost habitat. All proposals should identify biodiversity and geodiversity enhancements that will be included.
194. The purpose of Policy OE2 seeks to set out a positive strategy to ensure that important biodiversity of the islands is safeguarded; to ensure resilient habitats into the future that support wildlife and species and improve ecosystem functions, whilst respecting the evolution of the cultural landscape of the islands. One of the fundamental aims of the Local Plan is to protect biodiversity, avoid any net-losses, and deliver biodiversity net-gains. Development proposals will also need to avoid or minimise harm to sites of geodiversity interest.

---

<sup>45</sup> CE01 [National Planning Policy Framework 2019 section 15](#)



## **POLICY OE2 Biodiversity and Geodiversity**

(1) Development proposals will be permitted where they conserve and enhance biodiversity and geodiversity, giving particular regard to ecological networks and areas with high potential for priority habitat restoration or creation, and should:

- a) Protect the hierarchy of international, national and local designated sites in accordance with their status;
- b) Retain, protect and enhance features of biodiversity and geological interest (including supporting habitat and commuting routes through the site and taking due account of any use by migratory species) and ensure appropriate and long-term management of those features;
- c) Contribute to the restoration and enhancement of existing habitats and the creation of wildlife habitats and linkages between sites to create and enhance local ecological networks;
- d) Seek to eradicate or control any invasive non-native species present on site; and
- e) Be required to contribute to the protection, management and enhancement of biodiversity and geodiversity.

(2) Development proposals must:

- a) apply the mitigation hierarchy to all proposals;
- b) demonstrate how they conserve or enhance biodiversity and ecosystem processes;
- c) follow local guidance on biosecurity to control the spread of invasive non-native species; and
- d) ensure proportionate and appropriate biodiversity net-gain is secured.

(3) Development proposals will not be supported where significant and harmful direct or indirect effects on biodiversity and ecosystem processes are identified, unless:

- a) the need for the development clearly outweighs the harm caused; and
- b) an appropriate scheme is proposed that will secure compensation and net-increases in biodiversity.

(4) Development proposals will not be permitted where a detrimental impact is identified to geodiversity sites unless the need for development outweighs the harm caused.

### **Avoidance, Mitigation and Compensation for Biodiversity and Geodiversity Impacts**

(5) Development should avoid adverse impacts on existing biodiversity and geodiversity interests as a first principle, and enable measurable net gains by designing-in biodiversity features and enhancements and opportunities for geological conservation alongside new development, in accordance with Policies SS1 and SS2. Where adverse impacts are unavoidable, it must be demonstrated that the development cannot be reasonably located on an alternative site that would result in less or no harm to biodiversity or geodiversity interests; and impacts must be adequately and proportionately mitigated. If full mitigation cannot be provided, compensation will be required as a last resort. Clear arrangements for the long-term maintenance or management of the mitigation and compensation need to be provided.

195. **Environmental Quality** Maintaining an exceptional environment is a prerequisite for the safety, health, well-being and quality of life of the islands' communities. Planning has an important role to play in ensuring that new development does not have, and is not at risk from, adverse environmental effects. It is especially essential that the quality of the environment, including air, soil and groundwater and surface water supplies, is protected from any contamination and pollution.
196. **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 that pollution can cause to the special qualities of the islands, including their tranquillity, dark night skies and habitats that support a diversity of wildlife.
197. Nationally, among the core land-use planning principles that underpin both plan-making and the promotion of sustainable development is the requirement to reduce 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, with land remediated where appropriate. The control of processes or emissions relating to pollution is subject to approval under other pollution control regimes which fall outside the scope of planning powers.<sup>46</sup> The focus of the planning system is on whether development is an acceptable use of land on a particular site, and the impacts of its use.
198. 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.
199. The islands are particularly affected by radon gas emissions, which can impact upon human health within unventilated buildings. For new development, this is controlled through the Building Regulations.<sup>47</sup> In order to ensure appropriate design that does not result in long-term harm from radon gas emissions, developers are advised to seek guidance from a Building Inspector.
200. **Noise and Vibration** Noise pollution is excessive noise created by man-made sources that cause disturbance or annoyance and can affect wildlife and

<sup>46</sup> CE01 [National Planning Policy Framework 2019](#) paragraph 183

<sup>47</sup> CE39 [Guidance on Radon protective measures in new buildings, extensions and refurbishment projects](#), 2008

sensitive areas, including areas known for their tranquillity. It often occurs as a result of industrial operations or transportation.

201. 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.
202. **Air Quality** Clean air is an essential element of a good-quality life. Clear air is considered to be very good on the islands, as evidenced by the rich diversity of lichen communities present all over Scilly,<sup>48</sup> with 665 species having been recorded since 1970.<sup>49</sup> The importance of protecting lichens is also a strong incentive to minimise air pollution.
203. The three main contributors to air pollution on the Isles of Scilly are petrol and diesel vehicles, the airport and the diesel electricity station. None of these individually or in combination has a significantly adverse impact on air quality, and consequently there are no Air Quality Management Areas (AQMAs).

## POLICY OE3 Managing Pollution

(1) A development proposal that has the potential to generate pollution, including of 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.

204. **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 and wasted energy, can adversely impact on nature conservation, affect people's right to enjoy their property, and harm people's health. Most tangibly, 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 reduce such light pollution and the impacts that it causes.<sup>50</sup>

<sup>48</sup> CE37 [Isles of Scilly National Character Area, Natural England \(NE507\)](#)

<sup>49</sup> CE40 [ERCCIS Isles of Scilly Biodiversity Audit 2008](#)

<sup>50</sup> CE01 [National Planning Policy Framework 2019](#) Paragraph 180

205. Policy OE5 seeks to reduce light pollution by only permitting essential and appropriate lighting proposals that incorporate good lighting management and design, in order to remove unacceptable adverse impacts on the visual character of the landscape, seascape and historic built environment; on wildlife and habitats; and on local visual amenity and safety.
206. Lights should only be provided where needed, and be appropriately shielded, directed to the ground and sited to minimise any impact on adjoining areas. Lights should also be of a height and illumination level that is the minimum required to serve their purpose. The British Astronomical Association, together with the Campaign for Dark Skies (CfDS), has carried out research on the impacts of light pollution.<sup>51</sup> Light pollution has more serious effects than not being able to see stars. Poor lighting can also impact on more intangible health concerns, particularly blue, white and overly bright lights. The impact of artificial light on wildlife can also be very disruptive. Further guidance on lighting will be the subject of supplementary planning guidance, which will guide developments of appropriate lighting and will be a material planning consideration for planning applications.
207. **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 Martin's | 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 |

208. 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.
209. In order to protect the quality of the islands' dark skies for the benefit of residents, visitors and wildlife, planning policies need to ensure that only appropriate and essential lighting is installed. Policy OE4 aims to reduce the installation of unnecessary lighting on building projects and in connection with land use planning. The Council intends to produce supplementary guidance for developers and householders through island specific good practice advice leaflets in order to guide appropriate lighting.

<sup>51</sup> CE41 [Campaign for Dark Skies \(CfDS\): Blinded by the Light?](#) 2009

## POLICY OE4 Protecting Scilly's Dark Skies

(1) Development proposals that include external lighting will only be permitted where it can be demonstrated that the lights are essential for safety, security or community reasons, and where details are provided of attempts to minimise light pollution, including:

- a) costs to the environment (including the unnecessary use of electricity);
- b) skyglow (visible glow caused by scattering and reflection from clouds and the atmosphere);
- c) light nuisance (creating amenity nuisance, highway hazards and restricted views of the night sky); and
- d) glare (over-bright and poorly directed lights that dazzle or discomfort those who need to see, by concealing rather than revealing).

210. **Waste and Recycling** National waste planning policies are set out in the National Planning Policy for Waste (NPPW) 2014<sup>52</sup> which should be read in conjunction with the NPPF. All Local Planning Authorities should refer to the NPPW when discharging their responsibilities in relation to waste management. It is crucial to understand that waste management policies are based on a proportionate evidence base, to ensure that there is sufficient waste management capacity for development that is proposed over the plan period. This is particularly pertinent when considering the very small scale of the islands, the level of anticipated development, and options for routes to disposal.
211. Responsibility for planning the islands' waste management rests with the Council of the Isles of Scilly. Domestic and commercial waste and recycling collections on St Mary's are undertaken by the Council, whereas the off-island arrangements are secured through private contractors on behalf of the Council. Most domestic and commercial waste and recycling, including that from the off-islands, is taken to the Waste and Recycling Centre on St Mary's. This site has sufficient capacity for the level of development anticipated over the plan period, as a result of the redevelopment of the waste site at Porthmellon. This redevelopment has transformed the site by removing legacy landfill and an aging incinerator to a modern household waste and recycling centre. This redevelopment has enabled extensive recycling rates increasing from 0% in 2014, to just over 27% in 2018. Figures published in Spring 2019 show the islands recycling rates are now over 30%, hitting 30% for the first time in September 2018 and up to 34.8% in January and February 2019.
212. Currently, black-bag domestic and commercial waste, as well as dry mixed recycling, are shipped to the mainland for disposal. During the plan period, it is anticipated that further new facilities and management practices will be introduced, for each island that provide an on-island solutions, which could include compositing and thermal

<sup>52</sup> CE42 [National Planning Policy for Waste](#)

treatment. Such facilities and practices will not only reduce the cost of waste disposal, but it could also be used for beneficial purposes, including the generation of energy and heat and compost to enhance the islands soil. Such initiatives are integral to delivering the spatial planning vision of the Local Plan. To ensure all existing waste sites are safeguarded over the plan period, they are shown on the policies maps and protected from prejudicial development under Policy OE5.

213. 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, there is a need to ensure that development projects have the necessary provision for the segregation of waste, so that it can be accommodated by the islands' waste transfer facility and recycling centre at Porthmellon.
214. 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 and recycling collections, as well as external storage for recycling and residential waste, in accordance with Policy SS3.
215. Larger-scale developments will need to incorporate adequate and permanent areas for the storage and disposal of waste, potentially including new 'bring-sites' for recyclables, to ensure that public spaces are not used to store such items where they can become hazardous and unsightly.
216. **Construction and Demolition** Waste from construction and demolition should be minimised, managed and re-used, either on site or elsewhere on the islands, where lawfully compliant, such as Pendrathen Quarry on St Mary's, in accordance with Policy SS3. Where re-use on site or elsewhere on the islands is not possible, due to, for example, expected harmful impacts on the environment, appropriate off-site waste management or disposal will be required.
217. 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 (SWMP) will be required to accompany proposals for development where waste is generated; this includes construction waste, as well as ongoing waste generated by the intended use. This should include the potential for appropriate local re-use of inert materials and top-soils, in order to reduce transport and help reduce construction costs.
218. Whilst the existing waste management sites on the islands, as identified on the policies maps, are considered to be adequate over the plan period, opportunities for land to be utilised for waste management will be considered. Particularly where this presents opportunities for more efficient management of waste or provides facilitates

for the co-location of waste sites and energy-from-waste outputs, as part of achieving sustainable communities.

219. Depending on the scale and nature of the development, the SWMP should include a waste audit<sup>53</sup> 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; and
  - e) a bio-security plan setting out control measures to prevent the introduction of non-native species.

## **POLICY OE5 Managing Waste**

**(1) Existing waste sites are identified on the Policies Map. Development proposals that could prejudice use of these sites for the essential processing of waste for the islands, will be refused.**

**(2) All development proposals must demonstrate best practice in addressing waste management solutions, must align with the waste hierarchy, and a site waste management plan (SWMP) must be submitted to support planning applications.**

**(3) 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-island would result in an environmental risk to human health, biodiversity, the historic environment, the amenity of neighbouring properties or land uses, or the water environment, then appropriate off-island management or disposal will be required.**

**(4) 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.**

**(5) Waste facilities for re-use, recycling, composting and the generation of heat/energy, or the co-location of such uses, will be permitted where they improve the sustainable management of waste on the islands and accord with other relevant policies in the Local Plan.**

<sup>53</sup> CE43 [Waste Audit Guidance: Paragraph 49: Ref ID: 28-049-20141016](#)

220. **Minerals** The NPPF requires the Local Plan to facilitate the sustainable use of minerals, and to ensure that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods required.<sup>54</sup> Particularly pertinent for the islands is the requirement to identify as far as possible the contribution that recycled materials would make to the supply of minerals, before considering extraction of primary materials.
221. Currently the Isles of Scilly has no land-won mineral extractions. Known stock-piles or land banks of reclaimed materials are limited to private holdings with only limited supplies directly owned and controlled by the Council. Historically, mineral extraction has taken place on the islands, with known quarry sites at the Garrison, Carreg dhu, Tremelethen, Bishop view, Porthcressa/Buzza, Bay View, Pendrathen and Peninnis on St Mary's. The last of these sites ceased operations in the 1980s, when Pendrathen Quarry stopped extracting granite. None of the sites benefit from extant planning permission to re-commence quarrying activities. Materials for building projects make use of reclaimed and recycled materials or required amounts are imported in specifically as and when demand arises. The site at Pendrathen continues to provide a valuable source of reclaimed and recycled inert materials from construction, demolition and excavation projects, in accordance with a permit from the Environment Agency.
222. The islands are heavily designated by natural and historic environmental designations of local and national importance. Whilst it is recognised that some small scale and limited demand may arise over the plan period, the existence of these designations, the limited supply of land and the fact that there are no active quarries currently, underpins the policy position of not promoting the re-establishment of a quarrying on the islands, over the plan period.
223. Modern construction practices have become the common method for development projects on the islands, with only the re-use of traditional and historic building or the repair/construction of traditional stone walls requiring larger amounts of granite. The delivery of affordable homes is not anticipated to require traditional construction methods on the basis of the current lack of supply of materials on-island and the cost of importing sufficient supplies. To overcome some of the barriers to cost-effectively deliver affordable homes, it is expected that off-site construction methods and other modern means of construction will be used, rather than using a more traditional and mineral-heavy, construction methods.
224. One of the objectives of the Local Plan is to 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 sourced and sustainable materials, with

---

<sup>54</sup> CE01 [National Planning Policy Framework 2019](#) Paragraph 203



an emphasis on the re-use of recycled and secondary materials, as advocated by Policies OE5 and OE6 and the requirements for SWMPs. This position represents an appropriate and proportionate approach in the context of the NPPF, which advocates a steady and adequate supply of aggregates. Given the scale of development anticipated over the plan period and the island's exceptional environmental quality, it would be inappropriate to advocate mineral extraction.

225. Of particular relevance to the sustainable approach, adopted through Policies OE5 and OE6, is that SWMPs will be required as part of the Local Validation Checklist. This requirement is in order to provide details of how any excess and usable local materials are to be re-distributed in the case of demolition or excavation works, or sourced in the case of new building projects. It is anticipated that annual monitoring of the Local Plan will create a picture of sources of building materials for development on the islands.

### **POLICY OE6 Minerals**

Support will be given to the use of construction materials and minerals already on the islands, through the use of recycled and secondary materials to minimise the requirement for any direct extraction. Site Waste Management Plans (SWMPs) will be required to support development proposals, and will include measures to recycle and recover inert construction, demolition and excavation materials for re-use in building works, thereby also reducing transportation costs and carbon emissions.

## **Protecting and Enhancing the Historic Environment**

226. 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.
227. Many of the heritage assets on the islands are statutorily protected by being, 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 assets considered most at risk of neglect, decay and other threats.

228. 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, as encapsulated in Arthurian legend.
229. 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 Romano-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.
230. 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.
231. 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 6,000 years of human impact on the land form, starting

when the first settlers ventured across the sea from West Cornwall. The lack of development on the islands has enabled whole landscapes to survive in a relatively unaltered state.

232. 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.
233. 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.
234. The vernacular architecture of the islands is typified by low granite cottages, once roofed with rope thatch; this was 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.
235. Some 16th and 17th-century domestic buildings survive, such as Pier House, 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 Tresco.
236. 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 Tresco, the Abbey, built by Augustus Smith and situated close to the ruins of the Benedictine priory, is now surrounded by the famous Abbey Garden.
237. Further significant structures of this period are the first glasshouses that were 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 ships' 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.

238. **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 this needs to be achieved through a clear heritage strategy based on the following principles:

| 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.  |

239. **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 its 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.
240. The Cornwall and Isles of Scilly HER<sup>55</sup> 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

---

<sup>55</sup> CE44 [Heritage Gateway](#)

the Heritage Gateway or the National Heritage List for England, which is available through Historic England's website.

241. 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.
242. 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 that affect Listed Buildings, the Council has a statutory duty to consider the impact of development on their setting.
243. 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.
244. The harm or loss of part or the whole of any heritage asset will need to be justified, on the basis that much of the historic environment is irreplaceable and should be retained wherever possible and feasible. Where the proposal would result in the substantial harm or loss of a designated heritage asset of the highest significance,<sup>56</sup> evidence will be required that there are considerable public benefits to justify its loss, or that there are no other mechanisms for supporting the retention of the asset.
245. The merits of an alternative use may be considered where this would retain the heritage asset, provided that 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.
246. 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 recorded, conserved or enhanced. Measures secured may include provision for a proportionate recording of

---

<sup>56</sup> CE01 [National Planning Policy Framework 2019](#) Paragraph 194(b)

assets prior to commencement of any works, and which will be made publicly available.

247. **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 of how well the design and location of the development has considered:

#### Key conservation area considerations

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.

248. Proposals should demonstrate that they will make a positive contribution to the character and quality of the Conservation Area, which will be at least equal to or better than 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.
249. Whilst the current Conservation Area boundary includes 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 elements of the built-up areas of each island. Areas such as the industrial estate and waste site at Porthmellon, 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 makes it a positive legal duty to assess such boundaries.
250. **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)<sup>57</sup> is Historic England.

<sup>57</sup> CE45 [Search the National Heritage List for England](#)

251. 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 (both internal and external) is listed, as well as its curtilage. All three grades are subject to the same legislation.
252. 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 affect 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.
253. In assessing either planning or Listed Building applications, proposals should consider factors such as materials, layout, architectural features, setting, 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.
254. 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 Directions<sup>58</sup> 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.
255. **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 the Secretary of State for the Department of Culture Media and Sport (DCMS), 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.
256. **Archaeology** Areas that have multiple heritage assets (both designated and non-designated) have been defined as Archaeological Constraint Areas (ACA). All of the ACAs on the islands have been identified on the Policies Map. 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

---

<sup>58</sup> CE46 [Article 4 Directions on the Isles of Scilly](#)

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. For non-designated heritage assets, development proposals should take into consideration any impact upon archaeology within these areas.

257. Development that 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.
258. 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.
259. **Registered Parks and Gardens** The islands contain one Registered Park and Garden: 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 that 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.
260. **Non-Designated Assets** Non-designated heritage assets do not have statutory protection, but have a degree of significance which merits consideration in planning decisions. These assets include locally important and traditional buildings, and non-scheduled archaeological remains. These assets and features make an important contribution to 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.
261. **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, encouraging 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 OE7 Development affecting Heritage**

(1) Great weight will be given to the conservation of the islands irreplaceable heritage assets. Where development is proposed that would lead to substantial harm to assets of the highest significance, including undesignated archaeology of national importance, this will only be justified in wholly exceptional circumstances, and substantial harm to all other nationally designated assets will only be justified in exceptional circumstances. Any harm to the significance of a designated or non-designated heritage asset must be justified.

(2) Proposals causing harm will be weighed against the substantial public, not private, benefits of the proposal, and whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and whether the works proposed are the minimum required to secure the long-term use of the asset.

(3) In those exceptional circumstances where harm to any heritage asset can be fully justified, and development would result in the partial or total loss of the asset and/or its setting, the applicant will be required to secure a programme of recording and analysis of that asset, and archaeological excavation where relevant, and ensure the publication of that record to an appropriate standard in a public archive.

(4) Proposals that will help to secure a sustainable future for the islands' heritage assets, especially those identified as being at greatest risk of loss or decay, will be supported.

### **(5) Conservation Area**

Development within the Isles of Scilly Conservation Area will be permitted where:

- a) it preserves or enhances the character or appearance of the area and its setting;
- b) the design and location of the proposal has taken account of:
  - I. the development characteristics and context of the area, in terms of important buildings, spaces, landscapes, walls, trees and views within, into or out of the area; and
  - II. the form, scale, size and massing of nearby buildings, together with materials of construction.

### **(6) Listed Buildings**

Development affecting Listed Buildings, including alterations or changes of use, will be supported where:

- a) it protects the significance of the heritage asset and its setting, including impacts on the character, architectural merit or historic interest of the building; and

- b) materials, layout, architectural features, scale and design respond to and do not detract from the Listed Building; and
- c) a viable use is proposed that is compatible with the conservation of the fabric of the building and its setting.

#### **(7) Scheduled Monuments and Archaeology**

Proposals that preserve or enhance the significance of Scheduled Monuments or Archaeological Sites, including their setting, will be supported where measures are to be taken to ensure their protection in situ based upon their significance. Where development would involve demolition or removal of archaeological features, this must be fully justified, and provision must be made for excavation, recording and archiving by a suitably qualified person(s) prior to work commencing, to ensure it is done to professional standards. Development within the Garrison on St Mary's (i.e. any land or building within the Garrison Wall Scheduled Monument) and its setting should accord with the Garrison Conservation Plan 2010 (or any successor plan). Proposals that would result in harm to the authenticity and integrity of the Garrison as a strategically important coastal defensive site should be wholly exceptional. If the impacts of a proposal are neutral, either on the site's significance or setting, then opportunities to enhance or better reveal significance should be taken.

#### **(8) Registered Parks and Gardens**

Planning permission for development that preserves or enhances the special historic landscape character and interest of the Tresco Abbey Garden, including its setting, will be granted where:

- a) It is demonstrated that the proposal seeks to protect original or significant designed landscapes, their built features and setting; or
- b) The proposal includes restoration or reinstatement of historic landscape features to original designs using appropriate evidence, or that the proposed works better reveal their setting.

#### **(9) Non-designated Local Heritage Assets**

Development proposals that positively sustain or enhance the significance of any local heritage asset and its setting will be permitted. Alterations, additions and changes of use should respect the character, appearance and setting of the local heritage asset in terms of the design, materials, form, scale, size, height and massing of the proposal. Proposals involving the full or partial demolition, or significant harm to a local heritage asset will be resisted unless sufficient justification is provided and the public benefits outweigh the harm caused by the loss of the asset.

(10) All development proposals should be informed by proportionate historic environments assessments and evaluations (such as heritage impact assessments, desk-based appraisals, field evaluation and historic building reports) which identify the significance of all heritage assets that would be affected by a proposal, and the nature and degree of any effects; and which demonstrate, in order of preference, how any harm will be avoided, minimised or mitigated.

# Building a Strong Living Community

**Issues:** Housing | Environment | Infrastructure | Economy

**Aims** 3. Creating a balanced local housing market that provides housing choice and meets the existing and future Local Housing Needs enabling economic prosperity.

262. The housing policies in this 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?

263. **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 of the market and for affordable homes, including identifying key sites that are critical to the delivery of the housing over the plan period.
264. The housing strategy for the plan period is set out in Policy LC1, and establishes the requirement to deliver up to 105 affordable homes over the Local Plan period (2015–2030). New homes will primarily be delivered on land specifically allocated for development in Hugh Town and Old Town on St Mary’s. As windfall homes have historically provided a good mechanism for housing delivery, it is considered that a proportion of the local housing need will continue to be delivered through this route. The housing allocations set out in Policy LC6 demonstrate that these sites could deliver around 105 homes.
265. **Affordable Homes** Affordable homes are defined in the NPPF as “*affordable housing for sale or rent, for those whose needs are not met by the market (including*

*housing that provides a subsidised route to home ownership and/or is for essential local workers)*". 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.

|                                |   |
|--------------------------------|---|
| <b>Social rented homes</b>     | Should generally be owned by local authorities or private registered providers, with rents determined nationally.   |
| <b>Affordable rented homes</b> | Has to meet all of the following conditions:<br>(a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable);<br>(b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and<br>(c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent). |
| <b>Intermediate homes</b>      | 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.  |

266. 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 in order 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 are not sustainable on the islands, and will be resisted.
267. **Vacant Building Credit** is a Government incentive to encourage brownfield land development and allows for an equivalent amount of floorspace as a financial credit equivalent to the existing gross floorspace of relevant vacant buildings. When the existing floor space is calculated, then favourable consideration will be given to an equivalent-size residential use and affordable housing contributions may be required for any increase in floorspace.

268. **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 socially sustainable, the Local Planning Authority will seek to achieve as many affordable homes as possible in any proposed residential scheme, whilst recognising that some open-market homes may be required to enable delivery of affordable homes. 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 needed to deliver the required affordable homes.
269. In order to enable verification of any viability assessment submitted, the Council may have assessments independently verified through a third party. The costs of verification will be passed on to the developer.
270. 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 only as a 'principal residence' through a planning condition, in order to bring down the 'open market' value to levels more equitable to the mainland. Such a restriction would ensure that homes meet Local Housing Needs, and prevent their use as second homes or as an investment opportunity to be used as holiday accommodation. The islands are vulnerable to their own popularity as a destination for both holidaymakers 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.
271. 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 needs of the islands' communities within an AONB.
272. The National Planning Policy Framework indicates that to determine the minimum number of homes needed in an area, a local housing need assessment conducted using the standard method detailed in the Planning Practice Guidance (PPG) should be carried out. On this basis the minimum number of new homes needed for the Isles of Scilly is 0 dwellings per year, which primarily reflects a decline in population of the islands in recent years. However, the PPG also identifies that it might be appropriate for an authority to plan for more housing than the standard method indicates, including where a Strategic Housing Market Assessment (SHMA) identifies a significantly higher need for housing than the standard method.

273. The Isles of Scilly Strategic Housing Market Assessment (2016) and its associated updates identify 105 new households likely to form during the plan period which are likely to be in need of affordable housing.
274. One of the seven identified strategic aims of the plan is to create a balanced local housing market that provides housing choice and meets the existing and future Local Housing Needs, thus enabling economic prosperity. In line with this the Council is keen to stem the recent trend of population decline, particularly as it has been working-age individuals and families who have predominantly left the islands, locally exacerbating the national trend of an ageing population. Stemming population decline and reducing the average age of the islands' population is essential to the economic and social sustainability of the Isle of Scilly. The lack of affordable housing and less expensive market homes on the islands is thought to have been a key factor in the recent outmigration of working-age individuals and households.
275. Notwithstanding the standard method local housing need figure of 0, it is therefore a justifiable approach for the plan to provide for 105 additional homes during the plan period, with as many as possible of these being affordable homes.
276. As part of the sequential approach, occupancy restrictions will only be waived where the viability of a site submitted on an 'open book' basis clearly 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 that 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 the availability of existing or planned infrastructure.
277. Given the unique circumstances of the Isles of Scilly and the overwhelming need to provide affordable homes to meet the Local Housing Needs, the Local Plan does not set a target for either affordable or open-market homes. The approach to housing delivery in this Plan is to prioritise affordable homes to meet Local Housing Needs, through a rural exceptions approach and to ensure the islands outstanding environment is not harmed. The indicative figure for affordable homes needed in Scilly over the plan period 2015-2030 is 105. Open-market homes will only be permitted on sites allocated specifically for housing and on larger windfall sites, but only when required to deliver affordable homes.
278. This approach is appropriate in a constrained and isolated island community, given the small size of the five inhabited islands, landscape sensitivity and capacity and is consistent with protecting the intimate landscape of the Area of Outstanding Natural Beauty.
279. In very exceptional circumstances, particularly on 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 from building more affordable homes elsewhere, rather than providing them on site.

## **POLICY LC1 Isles of Scilly Housing Strategy to 2030**

(1) 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) affordable homes, either on the sites specifically allocated for housing in Policy LC6, or through windfall sites elsewhere on the five inhabited islands, in accordance with Policy LC7;
- b) appropriate staff accommodation to support the continuity and viability of businesses and organisations, in accordance with Policy LC4.

(2) Open-market housing will be permitted, but only as a mechanism for the delivery of affordable homes on sites allocated on the Policies Map, and as set out in Policy LC6, where:

- a) the ratio is in favour of affordable homes; and
- b) it is demonstrated through a viability assessment that such provision is the only viable option to enable the delivery of affordable homes; and
- c) it has been established that no other form of grant funding or cost subsidisation is available.

(3) On windfall sites, affordable homes to meet a Local Housing Need through Policy LC7, or staff accommodation through Policy LC4, will be permitted. Only for larger developments of 5 or more new dwellings, would any consideration be given to permitting an element of open market housing, as a means to deliver affordable homes.

(4) Any open-market homes justified to facilitate the delivery of affordable homes will be conditioned to be occupied as principal residence homes only, unless:

- a) viability and market considerations demonstrate that it is not possible to deliver the maximum number and type of affordable homes; or
- b) it will lead to an excessive number of additional houses that would adversely impact on the environment and/or infrastructure.

280. **Qualification to occupy affordable housing** In meeting the islands' social and economic well-being needs 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. The eligibility to occupy the homes provided, which are intended to meet Local Housing Needs in both the short and long term, will be assessed in accordance with Policy LC2.

## **POLICY LC2 Qualifying for Affordable Homes**

All new affordable homes will be subject to occupancy restrictions, to ensure they will be occupied in perpetuity by a person or persons (and their dependants) with

a local housing need, as their principal residence throughout the year. A local housing need is where:

(1) The property would be occupied sole private residence, where a need cannot be met by the local housing market; 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:

- a) vacate tied accommodation; or
- b) relocate to more suitable accommodation due to a medical and/or mobility condition; or
- c) relocate to smaller/larger accommodation due to under/over-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 five years, and who:

- 1) has been away for educational or training purposes, or to obtain work experience or professional or technical accreditation; or
- 2) is currently employed by the armed forces or merchant navy and whose main residence will be on the islands; or
- 3) is retired from the armed forces or merchant navy; or
- 4) needs to provide substantial care to a relative who has lived continuously on the islands for at least five years ('substantial care' means that the requirement for such care has been identified by a medical doctor or relevant statutory support agency).

281. **Type and Mix of Homes** An agreed type and mix of affordable housing, including tenures, will be determined through local evidence of housing need and viability at the time of submitting a proposal for planning permission. Housing proposals must meet the specific Local Housing Needs at the time it is proposed, particularly in terms of size, type and tenure. As demonstrated in the 2016 SHMA, most new homes should either be one or two-bedroom in size, to reflect Local Housing Needs.

282. **A Balance of 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. This trend is projected to increase, with the working-age population projected to decrease, over the plan period. Evidence suggests that on the Isles of Scilly, population increases are predicted in those over 65 years, and particularly those aged over 85. 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.



283. 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. In order to support the ageing population and the specific needs of people with disabilities, the Council will encourage all new dwellings to be made accessible and adaptable.
284. 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. One of the projects of the Smart Islands programme<sup>59</sup> will seek to facilitate access to emerging online healthcare initiatives, as well as smart metering in relation to utilities such as electricity, water and telecommunications. Such technologies should be considered during the design stage of any proposed residential development.
285. As there is a finite amount of land for new development, which is heavily constrained by multiple designations, coupled with affordability issues for the local community, it is necessary to ensure that all new homes constructed remain reasonably affordable. To meet this objective, new homes should have good internal space standards, whilst ensuring that they are not excessive in size and scale. The Government's Nationally Described Space Standards (Technical Housing Standards),<sup>60</sup> or any successive guidelines, will be used to guide the size of accommodation to achieve a balanced housing stock that remains available to meet Local Housing Needs into the future. This approach is appropriate in a remote and isolated location, given the limited land supply and few opportunities for building, and is consistent with protecting the intimate landscape of the Area of Outstanding Natural Beauty, as set out in Aim 1.

## **POLICY LC3 Balanced Housing Stock**

**(1) All new residential development must contribute towards the creation of sustainable, balanced and inclusive island communities by ensuring an appropriate mix of dwelling types, number of bedrooms and tenures, taking account of what is in demand at the time, imbalances in the housing stock, and viability and market considerations.**

**(2) All new homes must offer a good standard of accommodation by being constructed in accordance with the minimum Nationally Described Space**

<sup>59</sup> CE47 [Smart Islands](#)

<sup>60</sup> CE48 [Housing Technical Standards](#)

**Standards (Technical Housing Standards) (or any replacement standards) and no more than 30% above these minimum standards, as a maximum;**

**(3) All homes will be encouraged to be accessible and adaptable in accordance with Building Regulations Requirement M4(2) or any successor regulations.**

**(4) Wheelchair users' homes will be encouraged to be constructed in accordance with Building Regulations Requirement M4(3) or any successor regulations, and will be encouraged where a specific local need for a wheelchair-adaptable or accessible home is identified.**

**(5) All affordable homes permitted under LC6 and LC7, including custom/self-build, must be affordable by size and type to local people and will remain so in perpetuity,**

**(6) All affordable homes will be subject to a condition removing permitted development rights in respect of extensions, to ensure they remain of a size that meets the affordability needs of the islands.**

286. **Staff Accommodation** As a small island-based community, there is a need for Scilly to retain a balanced workforce. Clearly, staff accommodation needs cannot be met outside the islands, due to the expense and logistics 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 workers' accommodation to meet the particular needs of agriculture, fishing 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.
287. Unusually large staff accommodation dwellings in relation to the needs of the business, or expensive construction in relation to the income the accommodation 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 of the business location. However, very occasionally the nature of a business may make it essential for someone to live on, or in close proximity to, the business premises. All staff accommodation should be commensurate with the needs of the business.
288. Whilst the plan supports the need to deliver staff accommodation that meets the accommodation needs of multiple businesses in one development, 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 who are

employed to work on the islands. This would not prevent the accommodation from being used as staff accommodation for multiple businesses.

## **POLICY LC4 Staff Accommodation**

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

- a) an appraisal is submitted 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 the functional and operational needs of the business or organisation; and
- c) on St Mary's the proposed accommodation is within or adjoining an existing settlement unless it involves the re-use of an existing building in accordance with Policy SS3; or
- d) on an off-Island the proposed accommodation is located within an existing building or adjacent or well related to the existing business consistent with Policy LC7.

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

- a) is located in an area that relates well to the business where possible, with the exception of the re-use of buildings; and
- b) does not cause harm to residential amenity through staff working unsociable hours.

(3) Where staff accommodation is required for a new business, the development will only be supported where it is demonstrated that the business is viable in the long term, supported by a business plan for a minimum of five years.

289. **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 originally approved no longer exists. There are many other 'occupancy restrictive' conditions known to apply to various types of residential accommodation. Any applications to remove these will be dealt with on their individual merits.
290. Policy LC5 below sets out the criteria that will apply to any application to remove any restrictive occupancy condition and thereby 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

(1) Planning permission for the removal of an occupancy restriction on residential accommodation will only be permitted where it can be evidentially shown that:

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

(2) 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 to a principal residence home that would be available to meet a Local Housing Need.

## New Homes – Where to build?

291. **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 seven housing sites on St Mary's that have been assessed as viable, suitable and achievable locations to build new homes.
292. The housing allocation sites, set out below, are strategically allocated for housing that delivers affordable homes. In accordance with the housing strategy set out in Policy LC1, it is essential that all forms of grant funding and subsidy are explored, to facilitate the delivery of 100% affordable homes. Only in exceptional circumstances in the interests of viability can open-market housing be considered on sites allocated for housing, again in accordance with Policy LC1. Each site should also be developed with an appropriate mix of dwelling types, sizes (in terms of number of bedrooms) and tenures to meet Local Housing Needs, in accordance with Policy LC3.

## POLICY LC6 Housing Allocations

The following sites are allocated on the Policies Map for housing development over the plan period. In addition to all other relevant policies in this plan each site has specific development requirements as set out below.

H1: 0.54ha Former Secondary School, Carn Thomas, Hugh Town, St Mary's

A residential development of around 26 homes of an appropriate scale and design, which will require:

|  |   |
|--|---|
|  | <ul style="list-style-type: none"> <li>i. Appropriate connections and upgrades to water and sewerage, with any planned improvements taken into consideration; and</li> <li>ii. An appropriate heritage assessment to guide the design of the scheme, to ensure no harm to the setting and protect the significance of designated and undesignated heritage assets, in the vicinity of this site, given its prominent location.</li> </ul>   |
| H2: 0.2ha Former Primary School, Carn Thomas, Hugh Town, St Mary's                                     | <p>A residential development of around 7 homes of an appropriate scale and design, which will require:</p> <ul style="list-style-type: none"> <li>i. The retention/conversion of the original and traditional buildings, enhanced to a high standard of design; and</li> <li>ii. Appropriate connections and upgrades to water and sewerage, with any planned improvements taken into consideration.</li> </ul>   |
| H3: 0.53ha Land at to the west side of Old Town Road on the north of Ennor Castle, Old Town, St Mary's | <p>A residential development of around 15 homes of an appropriate scale and design, which will require:</p> <ul style="list-style-type: none"> <li>i. Appropriate vehicular and pedestrian access;</li> <li>ii. Appropriate connections and upgrades to water and sewerage, with any planned improvements taken into consideration;</li> <li>iii. Design and access measures to protect and enhance the setting of Ennor Castle, including: <ul style="list-style-type: none"> <li>• maintenance or enhancement of the historic landscape character through careful design of density, style, fabric and variety for new homes and garden boundaries, informed by those existing in the historic core of Old Town and through retention of existing boundary banks and trees;</li> <li>• retention of the existing trackway on the south to ensure continued access to the rear (west side) of the development; and</li> </ul> </li> <li>iv. Impacts of surface water run-off (on the adjacent SSSI) to be avoided; and</li> <li>v. Heritage assessment and archaeological monitoring of groundwork.</li> </ul> |
| H4: 0.44ha Land to the north east side of Ennor close, Old Town, St Mary's                             | <p>A residential development of around 13 homes of an appropriate scale and design which will require:</p> <ul style="list-style-type: none"> <li>i. Appropriate vehicular and pedestrian access;</li> <li>ii. Appropriate connections and upgrades to water and sewerage with any planned improvements taken into consideration; and</li> <li>iii. Heritage assessment and archaeological monitoring of groundwork.</li> </ul>   |

|  |  |
|--|--|
| <p>H5: 0.42ha Land to the south of Launceston Close, Old Town St Mary's</p>  | <p>A residential development of around 12 homes of an appropriate scale and design which will require:</p> <ul style="list-style-type: none"> <li>i. Appropriate vehicular and pedestrian access;</li> <li>ii. Appropriate connections and upgrades to water and sewerage with any planned improvements taken into consideration; and</li> <li>iii. Heritage assessment and archaeological monitoring of groundwork.</li> </ul>  |
| <p>H6: 0.37ha Land to the south east of Ennor Close, Old Town, St Mary's</p> | <p>A residential development of around 11 homes of an appropriate scale and design which will require:</p> <ul style="list-style-type: none"> <li>i. Appropriate vehicular and pedestrian access;</li> <li>ii. Appropriate connections and upgrades to water and sewerage with any planned improvements taken into consideration;</li> <li>iii. Heritage assessment and archaeological monitoring of groundwork; and</li> <li>iv. Investigations as to potential tidal flood risk including appropriate mitigation measures.</li> </ul>  |
| <p>H7: 0.65ha Land to the east of Ennor Close, Old Town, St Mary's</p>       | <p>A residential development of around 20 homes of an appropriate scale and design which will require:</p> <ul style="list-style-type: none"> <li>i. Appropriate vehicular and pedestrian access;</li> <li>ii. Appropriate connections and upgrades to water and sewerage with any planned improvements taken into consideration;</li> <li>iii. Heritage assessment and archaeological monitoring of groundwork; and</li> <li>iv. Measures to reduce future amenity issues for occupants of new housing and to minimise conflict with the operational and safety requirements of St Mary's Airport.</li> </ul> |
| <p>H8: 0.4ha Land at Sandy Banks, Porthmellon, St Mary's</p>                 | <p>A residential development of around 12 homes of an appropriate scale and design which will require:</p> <ul style="list-style-type: none"> <li>i. Appropriate vehicular and pedestrian access;</li> <li>ii. Appropriate connections and upgrades to water and sewerage with any planned improvements taken into consideration;</li> <li>iii. Heritage assessment and archaeological monitoring of groundwork; and</li> <li>iv. Investigations as to potential tidal flood risk including appropriate mitigation measures.</li> </ul>  |

293. **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 and custom/self-build

opportunities. Historically windfall sites have made a positive contribution to the delivery of affordable homes for the community across all of the islands.

294. Policy LC7 allows for windfall sites to come forward for affordable housing to meet Local Housing Needs. In particular, this policy provides an opportunity for custom and self-build homes for those on the Custom and Self-Build Register.
295. On St Mary's windfall, developments will only be permitted where the site is within or adjoining an existing settlement or built-up area, and where the proposal complies with any other relevant policies elsewhere in this Local Plan. Existing settlements include those shown on the Policies Maps:

**S1 Hugh Town**  
**S2 Old Town**  
**S3 Porthloo**  
**S4 McFarlands Down/Telegraph**  
**S5 Holy Vale**  
**S6 Normandy**  
**S7 High Lanes**

296. **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 LC7. 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.
297. 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.
298. 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**

**(1) Proposals for new homes, including custom and self-build, will be permitted:**

- a) On St Mary's where the site is within or adjoining an existing settlement as shown on the Policies Map; or**

b) On the off-islands where new homes are required to meet a Local Housing Need specific to that off-island.

(2) All new homes will be required to meet Local Housing Needs in accordance with Policies LC1, LC2 and LC3.

## Existing Homes

299. **Replacement Dwellings** Renovating existing homes is often a more sustainable and environmentally friendly approach than replacing existing dwellings in their entirety. Where the existing dwelling is not considered suitable for retention, the replacement home should be well sited in relation to the existing site and buildings, not visually intrusive, and not significantly larger than the dwelling it replaces. Where a replacement home is considered appropriate, it must have a lawful planning use as a dwelling, and not have been demolished prior to the determination of the associated planning application, and/or its use abandoned. Replacement dwellings should be sited within the lawful curtilage of the existing dwelling, unless significant environmental benefits would result from its repositioning.
300. The impact of a replacement dwelling is likely to be greater with increases in size, especially in relation to the surrounding area. Any increase in the size and scale of a replacement dwelling can also have implications in relation to its affordability. Any planning application for a replacement dwelling can take into account the size of extension that could be sought. In order to apply a consistent approach, the increase in scale of a replacement dwelling will be restricted, to ensure it is no larger than a previously enlarged property.
301. Where a replacement dwelling is proposed, it must be demonstrated that the overall energy performance of the building will be improved where it is viable to do so, in accordance with Policy SS1 and Policy SS2.
302. **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.
303. Additional space created by an extension to a dwelling, or the erection or alteration of outbuildings or other structures to provide ancillary accommodation, can be an acceptable means of addressing changes in household space requirements. In supporting extensions and alterations, it is important to strike an appropriate balance to ensure the protection of amenity of neighbouring residents and the character of the locality.



304. As all homes on the islands command higher than the national average house price, larger homes are therefore less likely to be affordable to the community, who have on average, lower incomes when compared to the national average. Consequently, proposals for extensions should not result in an imbalance in the existing housing stock, and ensure the retention of an appropriate mix of homes available to the community.
305. To prevent an imbalance of house types and sizes, and to help retain affordable homes, proposals that seek to extend an existing property significantly, by more than 30% above the minimum for the size of property, will be resisted unless there is a demonstrable proven need for a larger home.
306. For ancillary accommodation, which is accommodation required for immediate members or relatives of the existing household (and not for use as lettable holiday 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 an extension should be in accordance with the Isles of Scilly Design Guide Supplementary Planning Document.
307. Where an extension or major refurbishment is proposed, it must be demonstrated that the overall energy performance of the building will be improved, where it is viable to do so, in accordance with Policy SS1 and Policy SS2.
308. Alterations and modifications to existing buildings and dwellings, including proposed extensions, outbuildings and annexes, must be of an appropriate scale and subservient in relation to the existing building, taking into account the site location and the cumulative impacts of previous extensions and development on the site where appropriate.

## **POLICY LC8 Replacement Dwellings and Residential Extensions, Alterations and Ancillary Accommodation**

(1) The alternation, enlargement, replacement or substantial rebuilding of a lawful dwelling will be supported subject to compliance with the following requirements:

- a) The size, siting and design, as well as the use of materials, of the proposal would not be more visually intrusive in the landscape or have a harmful impact upon the amenity of neighbouring properties.
- b) Where a proposal results in an increase in size (either in relation to number of bedrooms, floors, usable floor space or footprint) of the original dwelling then this should meet, and be no greater than 30% above as a maximum, the minimum space standards as set out in the Nationally Described Space Standards (Technical Housing Standards) (or any replacement standards); unless clear justification is provided as to why a larger home is required.

(2) A replacement dwelling or an extension or alteration to an existing dwelling will not be permitted to include any self-contained holiday letting accommodation unless this already lawfully forms part of the existing property, secured through planning permission or a lawful development certificate.

(3) All planning applications for replacement dwellings, extensions or alterations that increase the number of bedrooms relative to the existing dwelling should:

- a) proportionately improve the overall energy performance of the building and accord with the principles set out in Policies SS1 Principles of Sustainable Development and SS2 Sustainable Quality and Design; and
- b) ensure there is sufficient space within the existing curtilage to accommodate the proposal without resulting in overdevelopment of the site or adversely impacting on residential amenity space and parking provision; and
- c) be supported by calculations of the existing and proposed internal habitable floor space and the number of proposed permanent occupants.

309. **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 six people, then planning permission is required.
310. Unlike the UK mainland, the Isles of Scilly does not have high numbers or concentrations of HMOs, which are often established as a means of providing low-cost accommodation for students or young professionals. Locally, HMOs are established largely to provide accommodation for seasonal staff.
311. In order to accommodate the need and demand for HMOs, 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 HMOs on communities.

## **POLICY LC9 Homes in Multiple Occupation**

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

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

(2) Dwellings in use as Class C4, mixed C3/C4 use, and HMOs in sui generis use will be considered to be HMOs.

# Building a Strong Working

**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 by building on its strengths and underpinned by effective infrastructure and an appropriately available and skilled workforce.

## Community

312. 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 Scilly's natural and historic landscape, particularly as the economy is largely underpinned by its exceptional environment.
313. Conserving and enhancing the natural beauty, wildlife and cultural heritage does not need to conflict with supporting vibrant, healthy and productive living and working communities.
314. 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 a low-carbon future. Whilst the islands do not 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 nationally and internationally competitive.

315. **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 to any downturn in the tourism trade.
316. Sustaining 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 to a strong economy, and that change will be required and therefore supported where it is necessary and sympathetic.
317. As there are no specific essential employment developments identified in the Local Plan over the plan period, the policies in this section seek to encourage proposals 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 threatens to undermine its world-class status. 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.
318. Given the islands' location, size and physical environment, the options for creating a more competitive and diversified economy will be challenging, and it is probable that any enhancement of the economy will mean that successful new businesses will be trading in niche markets, will offer specialist services, or provide high-value/low-bulk goods. Linked to a more competitive and diversified economy is the provision of a more reliable, resilient and year-round transport service to the mainland and between each island, more affordable homes, good-quality office space, the ability to recruit and retain skilled and adaptable staff, and good business support services.
319. The Smart Islands programme and similar sustainable programmes, as well as the availability of superfast broadband, provide an opportunity to diversify the economy and create employment opportunities that offer higher-skilled and better-paid jobs; through, for example, enabling a range of research, technology and knowledge-based businesses 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 geographic location and small scale of the Isles of Scilly. The concept of Smart Islands positions the Isles of Scilly as an innovation test-bed, providing a place where new innovative

systems and technologies can be tested and developed, then 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 Future',<sup>61</sup> and has the potential to support a sustainable economic future for the islands.

320. Agriculture and horticulture, through flower-growing 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 been on a small scale, and it has limited capacity for physical expansion. However, farming remains an important aspect of what makes Scilly distinct and contributes to its sustainability and self-sufficiency. Similarly, fishing is an important part of the islands' culture and heritage, and is practised on a small scale. Supporting the growth and diversification of agriculture, horticulture and fishing, particularly where it contributes to local food production, is critical to the islands' future and long-term prosperity.
321. Tourism over the plan period is likely to remain the largest part of the economy, and so it is especially important that the tourism sector is supported in improving the quality of its offer, and that it responds to the expectations of visitors. A key challenge for tourism is to maximise 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, which in turn provides better career opportunities and wages.
322. 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, so that the economic benefits arising from the islands' exceptional 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 designed, scaled and located, in accordance with other policies in the Local Plan.**

323. 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, the

<sup>61</sup> CE47 [Industrial Strategy White Paper](#), 2018

expansion of existing businesses, as well as new development in response to economic opportunities.

324. **Home-Based Businesses** 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 will require that the capacity of the infrastructure and road network, including car parking and other infrastructure pressures, is 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 polluting activities, including noise, odour and light.

### **POLICY WC2 Home-Based Businesses**

(1) Small-scale home-based businesses will be supported in residential properties including:

- a) the change of use of existing buildings, or
- b) small-scale extensions, or
- c) the use of ancillary buildings where they are well related to existing buildings; or
- d) new buildings within the domestic curtilage, where no suitable buildings exist for conversion.

(2) Development proposals will be supported if there are no unacceptable adverse impacts as a result of the specific use, in accordance with other relevant policies in the Local Plan.

325. **New Employment Development** There are a number of existing employment sites across the inhabited islands; these have a variety of business or storage uses. Such sites comprise an important element of the island economy and provide local job opportunities. Within the boundaries of existing employment sites, proposals for redevelopment or intensification through extensions or new buildings will be permitted, provided there is no significant harm to the landscape, and that proposals deal comprehensively with the whole site. Proposals that involve the extension of the site boundary into the countryside will be considered on their individual merits. Open storage will only be permitted if it is not visually intrusive.
326. In order to minimise the wider impacts of new employment developments, it is appropriate to encourage these to be located in already built-up areas. This would minimise both visual impacts and the need for new infrastructure, as well as reduce the number of vehicle movements, as such locations are more likely to be accessible to the islands' workforce. Proposals for new employment developments are supported under Policy WC3, where it is appropriate to steer such development into already built-up areas, or areas where harm to the wider landscape can be minimised, unless it can be demonstrated that a rural site is necessary due to the nature of the business proposal.

## **POLICY WC3 New Employment Development**

(1) The redevelopment or extension of buildings or erection of new buildings for employment use will be permitted provided that proposals accord with Policy WC1, and where:

- 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.

327. On St Mary's it is important that Porthmellon Business Park/Industrial Estate is safeguarded as an important resource for the islands. Policy WC4 seeks to ensure that this site remains available for prospective businesses and industrial uses. Policy WC4 seeks to safeguard other parts of the islands from industrial or commercial development, by minimising the need to develop new sites. Protecting business and industrial sites on any of the islands, from alternative uses, ensures that the impact upon residential amenity, as well as on landscape character and environmental quality, is minimised.

## **POLICY WC4 Alternative Uses for Business or Industrial Land and Buildings**

(1) On St Mary's proposals that result in the loss of business or industrial premises or land, within Porthmellon Business Park/Industrial Estate, as identified on the Policies Map, will only be permitted where:

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

(2) On the Off-Islands, proposals that result in the loss of lawfully operating business use or land essential for a viable and lawfully operating use or business, will be permitted where it accords with a)-e) above.

328. **Tourism** The Local Plan aims to support the islands' ambition to be an internationally competitive visitor destination, capitalising on Scilly's exceptional environment. As such, the Local Plan will seek to support the development and diversification of sustainable tourism, leisure and recreational 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 of tourist and visitor facilities in appropriate locations where these cannot be met by existing facilities; as well as 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.
329. 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.
330. Given the importance of tourism, it is essential 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 make them attractive to visitors and residents.
331. 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, without reducing the housing stock available to meet the community's needs. It will be important to ensure a balance between the types of accommodation offered, to appeal to the widest range of visitors. There is an expectation that new tourism accommodation will be sustainable in terms of water and energy usage, and proposals must comply with Policies SS1 and SS2.
332. To sustain the islands as a sustainable and competitive visitor destination, it is necessary to support, wherever appropriate, improvements to existing visitor accommodation. Development proposals, however, that would result in the loss of existing housing stock will be resisted, whether this is serviced accommodation or self-catering, as this can exacerbate the housing problems of the islands. Reverting holiday letting accommodation back to permanent residential use, and resisting the loss of permanent homes to other forms of tourism accommodation, can have benefits of reducing the need for more housing development.
333. The re-use or extension of existing tourism accommodation and the provision of appropriately designed, scaled and sited 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 and sited so as to not have an adverse impact on the landscape, as required in Policy OE1 and Policy SS2.



334. 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 impact 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 likelihood of harm.
335. 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 viability, which in turn will benefit the local community.
336. Staff accommodation is an important aspect of supporting the tourism industry. Where new or expansions of businesses are proposed that require additional staff accommodation, this would need to be in accordance with Policy LC4. If accommodation approved or already provided is no longer needed to support a business, Policy LC5 seeks to ensure that any change of use meets local housing needs, unless it is otherwise demonstrated to meet the criteria for other uses.

## **POLICY WC5 Visitor Economy and Tourism Developments**

**(1) Proposals for new or upgraded tourism development will be permitted where they:**

- a) make a positive contribution to creating a sustainable, diverse and modern tourism economy; 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; and**
- e) in the case of conversions, do not result in the loss of homes that would otherwise be available for permanent occupation, unless there are wider public benefits demonstrated to offset the loss of permanently available homes.**

**(2) Proposals for tourism developments will be particularly encouraged subject to a) – e) above, and where it is demonstrated that they would:**

- a) extend the tourism season and increase productivity and wages in tourism;**
- b) support the promotion and interpretation of the islands' heritage; and**
- c) 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.**

**(3) In relation to serviced accommodation (hotels or guesthouses) development proposals that would involve the loss of existing and lawfully operating serviced accommodation, either in whole or in part, will only be permitted where:**

- a) an alternative form of tourism accommodation, including self-catering accommodation is provided, which is of benefit to the islands' overall tourism accommodation offer and where any existing element of permanent residential accommodation (e.g. for owners or staff) is retained; or
- b) it is for another economic, community or mixed economic and community uses (including retail, leisure, restaurant or café) providing it complies with (1) a)-e).

(4) Proposals for the change of use of lawfully operating serviced accommodation to residential dwellings will only be permitted where the accommodation is for the permanent occupation by staff or is otherwise meeting a local housing need, in which case an occupancy restriction will be imposed.

(5) Proposals for a change of use of a dwelling where an informal bed and breakfast has been operating (and has not been subject to formal planning approval) or for any additional holiday letting accommodation within the curtilage, will not be permitted under (1) above, unless a certificate of lawful use has been obtained to demonstrate that the use of the property as a C1 guesthouse is lawful.

(6) In all cases, proposals must demonstrate a reduction in waste, water and energy consumption, supported by the incorporation of clear sustainable design measures, in accordance with Policies SS1 and SS2. Applications will need to be supported by justification as to how the above is being addressed by the proposal.

# Monitoring and Implementation

337. The Local Plan's policies will be implemented in two ways. Firstly, the plan has a strategic policy to deliver 105 affordable homes over the plan period, through land specifically allocated for housing as well as through windfall sites. Secondly, its development management policies set detailed and specific criteria for types of development or specific planning issues, against which (alongside other statutory development plan policies, national policies and material considerations) planning applications for development will be assessed.
338. The Council of the Isles of Scilly have a statutory responsibility to set the overall parameters in terms of monitoring. Monitoring of the Local Plan takes place on an annual basis. Within this context, in order to understand the Plan's impact on the islands', the impact and effectiveness of its policies will be regularly monitored. Monitoring is an important part of the Local Plan process, helping to ensure that the

Plan remains relevant, effective and up to date. The way in which we will monitor the Local Plan's policies is set out in the Monitoring Framework below.

339. Particular attention will be paid to monitoring the indicative level of need for affordable housing and the number of affordable dwellings permitted each year. This reflects the priority which the Plan gives to providing affordable housing to meet local needs. Policy MI-LC1 sets out the indicators that will be used to determine whether affordable housing need is being met and the process for determining whether a review of the Plan may be required.
340. Reflecting experience of rural affordable housing delivery, in applying policy M1-S1 the Local Planning Authority will have regard to: a) the cumulative number of affordable dwellings that have been permitted since the start of the plan period; and b) any affordable dwellings under construction and completions since the start of the plan period.
341. If monitoring shows that affordable housing delivery is below the threshold set out in the policy, evidence from up to date housing need surveys will be assessed. If this also indicates that there is a shortfall in the delivery against proven need then it will help to decide to trigger a review.

## **MI1: Monitoring and Review of Affordable Housing Need and Provision**

(1) The Local Planning Authority will review, and if necessary, update the plan within 5 years of its adoption. Until the plan is reviewed, and if necessary updated, permission will not be granted for more than 105 new homes (including any already granted permission since the start of the plan period).

The review will include (but will not necessarily be limited to):

- a) An assessment to understand the impact of recreational pressures on the islands' natural environment designations and their habitats and species likely to arise from (a) more than 105 new homes; and (b) tourist activity and the potential for any necessary mitigation measures; and
- b) An assessment of the potential for the plan to support maximisation of renewable energy in the Isles of Scilly.

342. In order to report the results of monitoring the Local Planning Authority will produce an Authority Monitoring Report (AMR) which will specifically detail the progress that has been made in achieving the objective of this Local Plan. The AMR will be a guide as to whether there is any need to make adjustments to the Plan or particular policies and what changes should be proposed at the next review.
343. The Local Planning Authority will also monitor the impact of planning application (development management) decisions and appeal decisions on a continuous basis

against the objectives underpinning the policies contained in this Local Plan. The Authority will do this by using its Planning Application database (Uniform) which is used to record all planning applications. Uniform is linked to the Authority's Geographical Information System (GIS) which maps all relevant natural and built environment resource constraints and designations which, along with relevant planning policies, inform decisions made in response to planning applications. In addition to monitoring local changes, the Authority will need to respond to any relevant changes in Government policy and review policies accordingly.

344. **The Monitoring Framework** The indicators set out in the Monitoring Framework will be used to monitor the impact of the policies within each section of the Local Plan. The majority of indicators are relevant to numerous policies and these links are shown in the first column of the Framework.

**Page Left Blank**

| Isles of Scilly Local Plan 2015-2030 Monitoring (Calendar Year) |        |      | As of end of December in each calendar year |      |      |      |      |      |
|---|--------|------|---|------|------|------|------|------|
| Statistics at Point of Adoption                                 | Source | 2019 | 2020  | 2021 | 2022 | 2023 | 2024 | 2025 |

## 1. Population and Demography

| Population |                             |      |  |  |  |  |  |  |
|------------|-----------------------------|------|--|--|--|--|--|--|
| Total      | <a href="#">Census/ONS:</a> | 2302 |  |  |  |  |  |  |
| St Mary's  |                             | 1723 |  |  |  |  |  |  |
| St Agnes   |                             | 85   |  |  |  |  |  |  |
| Bryher     |                             | 84   |  |  |  |  |  |  |
| Tresco     |                             | 175  |  |  |  |  |  |  |
| St Martins |                             | 136  |  |  |  |  |  |  |

| Indices of Deprivation (LD - Least Deprived, MD - Most Deprived) |   |        |  |  |  |  |  |  |
|--|---|--------|--|--|--|--|--|--|
| Overall Indices of Multiple Deprivation (IMD) Score              | <a href="#">Indices of Multiple Deprivation</a> | 40% LD |  |  |  |  |  |  |
| Income   |   | 10% LD |  |  |  |  |  |  |
| Employment   |   | 10% LD |  |  |  |  |  |  |
| Education  |   | 20% LD |  |  |  |  |  |  |
| Health   |   | 10% LD |  |  |  |  |  |  |
| Crime  |   | 30% LD |  |  |  |  |  |  |
| Housing  |   | 30% MD |  |  |  |  |  |  |
| Environment  |   | 10% MD |  |  |  |  |  |  |
| Income Deprivation (Children)                                    |   | 10% LD |  |  |  |  |  |  |
| Income Deprivation (Old People)                                  |   | 20% LD |  |  |  |  |  |  |

| Housing          |                      |     |  |  |  |  |  |  |
|------------------|----------------------|-----|--|--|--|--|--|--|
| No of Households | <a href="#">SHMA</a> | 989 |  |  |  |  |  |  |

|  |                                     |     |  |  |  |  |  |
|--|-------------------------------------|-----|--|--|--|--|--|
| Second Homes                                       |                                     | 195 |  |  |  |  |  |
| Other Homes' assumed to be holiday lets            |                                     | 190 |  |  |  |  |  |
| Privately Owned/Shared                             |                                     | 412 |  |  |  |  |  |
| Social Rented Homes                                |                                     | 187 |  |  |  |  |  |
| Private Rented Homes                               |                                     | 390 |  |  |  |  |  |
| No on Council Tax Database                         | Council Tax and NDR (Internal ONLY) |     |  |  |  |  |  |
| No Paying Non-Domestic Rates                       |                                     |     |  |  |  |  |  |
| No on Council Housing Waiting List                 | Housing Department                  | 59  |  |  |  |  |  |
| No of Priority Cases on Council House Waiting List |                                     | 12  |  |  |  |  |  |

## 2. Designations

| Historic                       |                      |     |  |  |  |  |  |
|--------------------------------|----------------------|-----|--|--|--|--|--|
| Total Heritage at Risk Entries |                      | 32  |  |  |  |  |  |
| Scheduled Monuments            |                      | 238 |  |  |  |  |  |
| At Risk                        |                      | 32  |  |  |  |  |  |
| Conservation Area              |                      | 1   |  |  |  |  |  |
| At Risk                        |                      | 0   |  |  |  |  |  |
| Listed Buildings               |                      | 128 |  |  |  |  |  |
| At Risk                        |                      | 4   |  |  |  |  |  |
| Grade i                        | <a href="#">Link</a> | 4   |  |  |  |  |  |
| At Risk                        |                      | 2   |  |  |  |  |  |
| Grade ii*                      |                      | 8   |  |  |  |  |  |
| At Risk                        |                      | 0   |  |  |  |  |  |
| Grade ii                       |                      | 116 |  |  |  |  |  |
| At Risk                        |                      | 1   |  |  |  |  |  |
| Registered Parks               |                      | 1   |  |  |  |  |  |
| At Risk                        |                      | 0   |  |  |  |  |  |

|                  |  |   |  |  |  |  |  |
|------------------|--|---|--|--|--|--|--|
| Protected Wrecks |  | 5 |  |  |  |  |  |
| At Risk          |  | 0 |  |  |  |  |  |

| Natural Environment                 |                                       |        |  |  |  |  |  |
|-------------------------------------|---------------------------------------|--------|--|--|--|--|--|
| SSSI                                |                                       | 26     |  |  |  |  |  |
| Total area (ha)                     |                                       | 558.12 |  |  |  |  |  |
| Favourable condition                |                                       | 334.41 |  |  |  |  |  |
| Unfavourable Condition - Recovering | <a href="#">Link</a>                  | 223.71 |  |  |  |  |  |
| Unfavourable Condition - No Change  |                                       | 0      |  |  |  |  |  |
| Unfavourable Condition - Decline    |                                       | 0      |  |  |  |  |  |
| Part Destroyed                      |                                       | 0      |  |  |  |  |  |
| Destroyed                           |                                       | 0      |  |  |  |  |  |
| SAC                                 | <a href="#">Link</a>                  | 1      |  |  |  |  |  |
| MCZ                                 | <a href="#">Link</a>                  | 1      |  |  |  |  |  |
| SPA                                 | <a href="#">IFCA</a>                  | 1      |  |  |  |  |  |
| Bat Roosts                          | AONB Management Plan Monitoring/loSWT | 28     |  |  |  |  |  |
| TPOs                                | Uniform/ArcGIS                        | 1      |  |  |  |  |  |

### 3. Policy Monitoring

| Sustainable Scilly Policies (SS1 - SS10)                             |  |    |   |  |  |  |  |
|--|--|----|---|--|--|--|--|
| <a href="#">Sustainable Design Measures submitted or conditioned</a> |  | 16 |   |  |  |  |  |
| <a href="#">Biodiversity Enhancements submitted or conditioned</a>   |  | 15 |   |  |  |  |  |
| <a href="#">Site Waste Management Plans submitted or conditioned</a> |  | 21 |   |  |  |  |  |
| <a href="#">Travel Plan submitted or conditioned</a>                 |  | 0  | 0 |  |  |  |  |
| <a href="#">Transport Assessment submitted or conditioned</a>        |  | 0  | 0 |  |  |  |  |



| Infrastructure                              |                  |          |  |  |  |  |  |  |
|---|------------------|----------|--|--|--|--|--|--|
| Environment Policies (OE1 - OE7)            |                  |          |  |  |  |  |  |  |
| Permitted Renewable Energy Developments     | Uniform          | <u>1</u> |  |  |  |  |  |  |
| Kw Output                                   |                  | 5415     |  |  |  |  |  |  |
| Permitted Water Infrastructure Developments | Uniform          | 0        |  |  |  |  |  |  |
| Completed Water Infrastructure Developments | Building Control | 0        |  |  |  |  |  |  |
| Permitted Waste Management Facility         | Uniform          | 0        |  |  |  |  |  |  |
| Completed Waste management facility         | Building Control | 0        |  |  |  |  |  |  |
| Permitted Sewage Infrastructure             | Uniform          | 0        |  |  |  |  |  |  |
| Completed Sewage Infrastructure             | Building Control | 0        |  |  |  |  |  |  |
| Permitted Minerals Development              | Uniform          | 0        |  |  |  |  |  |  |

| Housing  |                  |          |  |  |  |  |  |  |
|--|------------------|----------|--|--|--|--|--|--|
| Living Communities Policies (LC1 - LC10)             |                  |          |  |  |  |  |  |  |
| Permitted Total C3 Dwellings                         | Uniform          | 0        |  |  |  |  |  |  |
| Completed Total C3 Dwellings                         | Building Control | 0        |  |  |  |  |  |  |
| Permitted S106 Dwellings                             | Uniform          | 0        |  |  |  |  |  |  |
| Completed S106 Dwellings                             | Building Control | 0        |  |  |  |  |  |  |
| Permitted Staff Accommodation                        | Uniform          | <u>1</u> |  |  |  |  |  |  |
| Completed Staff Accommodation                        | Building Control | 0        |  |  |  |  |  |  |
| Permitted Restricted Local Need Dwellings (Not S106) | Uniform          | 0        |  |  |  |  |  |  |
| Completed Restricted Local Need Dwellings (Not S106) | Building Control | 0        |  |  |  |  |  |  |
| Permitted Holiday let Dwellings                      | Uniform          | <u>7</u> |  |  |  |  |  |  |
| Completed Holiday Let Dwellings                      | Building Control | 0        |  |  |  |  |  |  |
| Permitted Accessible dwellings                       | Uniform          | 0        |  |  |  |  |  |  |
| Completed Accessible dwellings                       | Building Control | 0        |  |  |  |  |  |  |
| Any NEW C3 Dwellings Permitted above max NDSS        | Uniform          | 1        |  |  |  |  |  |  |
| Any NEW C3 Dwellings Permitted below min. NDSS       | Uniform          | 0        |  |  |  |  |  |  |
| Domestic Extensions permitted above max NDSS         | Uniform          | 2        |  |  |  |  |  |  |
| Domestic Extensions permitted below min NDSS         | Uniform          | 0        |  |  |  |  |  |  |

| Economy   |                  |   |       |  |  |  |  |  |
|---|------------------|---|-------|--|--|--|--|--|
| Working Community Policies (WC1 - WC5)                          |                  |   |       |  |  |  |  |  |
| No of Permission for Net-gains in employment (not holiday lets) | Uniform          |   | 1     |  |  |  |  |  |
| B1 Use Class  |                  |   | 44.75 |  |  |  |  |  |
| B2 Use Class  |                  |   | -     |  |  |  |  |  |
| B8 Use Class  |                  |   | 28.12 |  |  |  |  |  |
| Sui Generis   |                  | - |       |  |  |  |  |  |
| No of Permission for Net-loss in employment (not holiday lets)  | Uniform          |   | 0     |  |  |  |  |  |
| B1 Use Class (square metres)                                    |                  |   |       |  |  |  |  |  |
| B2 Use Class (square metres)                                    |                  |   |       |  |  |  |  |  |
| B8 Use Class (square metres)                                    |                  |   |       |  |  |  |  |  |
| Other Mixed/Sui Generis (square metres)                         |                  |   |       |  |  |  |  |  |
| Net gains in employment completed                               | Building Control |   | 1     |  |  |  |  |  |
| Net-loss in employment completed                                |                  |   | 0     |  |  |  |  |  |
| No of Permission for Net-gains in retail                        | Uniform          |   | 0     |  |  |  |  |  |
| A1 Use Class (square metres)                                    |                  |   | -     |  |  |  |  |  |
| A2 Use Class (square metres)                                    |                  |   | -     |  |  |  |  |  |
| A3 Use Class (square metres)                                    |                  |   | -     |  |  |  |  |  |
| A4 Use Class (square metres)                                    |                  |   | 22.5  |  |  |  |  |  |
| A5 Use Class (square metres)                                    |                  |   | -     |  |  |  |  |  |
| Other Mixed/sui Generis (square metres)                         |                  | - |       |  |  |  |  |  |
| No of Permission for Net-loss in retail                         | Uniform          |   | 0     |  |  |  |  |  |
| A1 Use Class (square metres)                                    |                  |   |       |  |  |  |  |  |
| A2 Use Class (square metres)                                    |                  |   |       |  |  |  |  |  |
| A3 Use Class (square metres)                                    |                  |   | 72.87 |  |  |  |  |  |
| A4 Use Class (square metres)                                    |                  |   |       |  |  |  |  |  |

|   |                  |   |  |  |  |  |  |
|---|------------------|---|--|--|--|--|--|
| A5 Use Class (square metres)                            |                  |   |  |  |  |  |  |
| Other Mixed/sui Generis (square metres)                 |                  |   |  |  |  |  |  |
| Net-gains in retail completed                           | Building Control | 0 |  |  |  |  |  |
| Net-loss in retail completed                            |                  | 0 |  |  |  |  |  |
| Net gains in agriculture permitted                      | Uniform          | 1 |  |  |  |  |  |
| Net-loss in agriculture permitted                       |                  | 0 |  |  |  |  |  |
| Net gains in agriculture completed                      | Building Control | 1 |  |  |  |  |  |
| Net-loss in agriculture completed                       |                  | - |  |  |  |  |  |
| No of permission for Net Gains in C Uses (not C3 Uses)  |                  | 0 |  |  |  |  |  |
| C1 Use Class (square metres)                            | Uniform          |   |  |  |  |  |  |
| C2 Use Class (square metres)                            |                  |   |  |  |  |  |  |
| C2a Use Class (square metres)                           |                  |   |  |  |  |  |  |
| C4 Hotel Guest Houses/Hotels (square metres)            |                  |   |  |  |  |  |  |
| No of permission for Net Losses in C Uses (not C3 Uses) |                  | 0 |  |  |  |  |  |
| C1 Use Class (square metres)                            | Uniform          |   |  |  |  |  |  |
| C2 Use Class (square metres)                            |                  |   |  |  |  |  |  |
| C2a Use Class (square metres)                           |                  |   |  |  |  |  |  |
| C4 Hotel Guest Houses/Hotels (square metres)            |                  |   |  |  |  |  |  |
| Net Gains in C Uses Completed                           | Building Control |   |  |  |  |  |  |
| Net Losses in C Uses Completed                          |                  |   |  |  |  |  |  |

