

Ludgvan Neighbourhood Plan

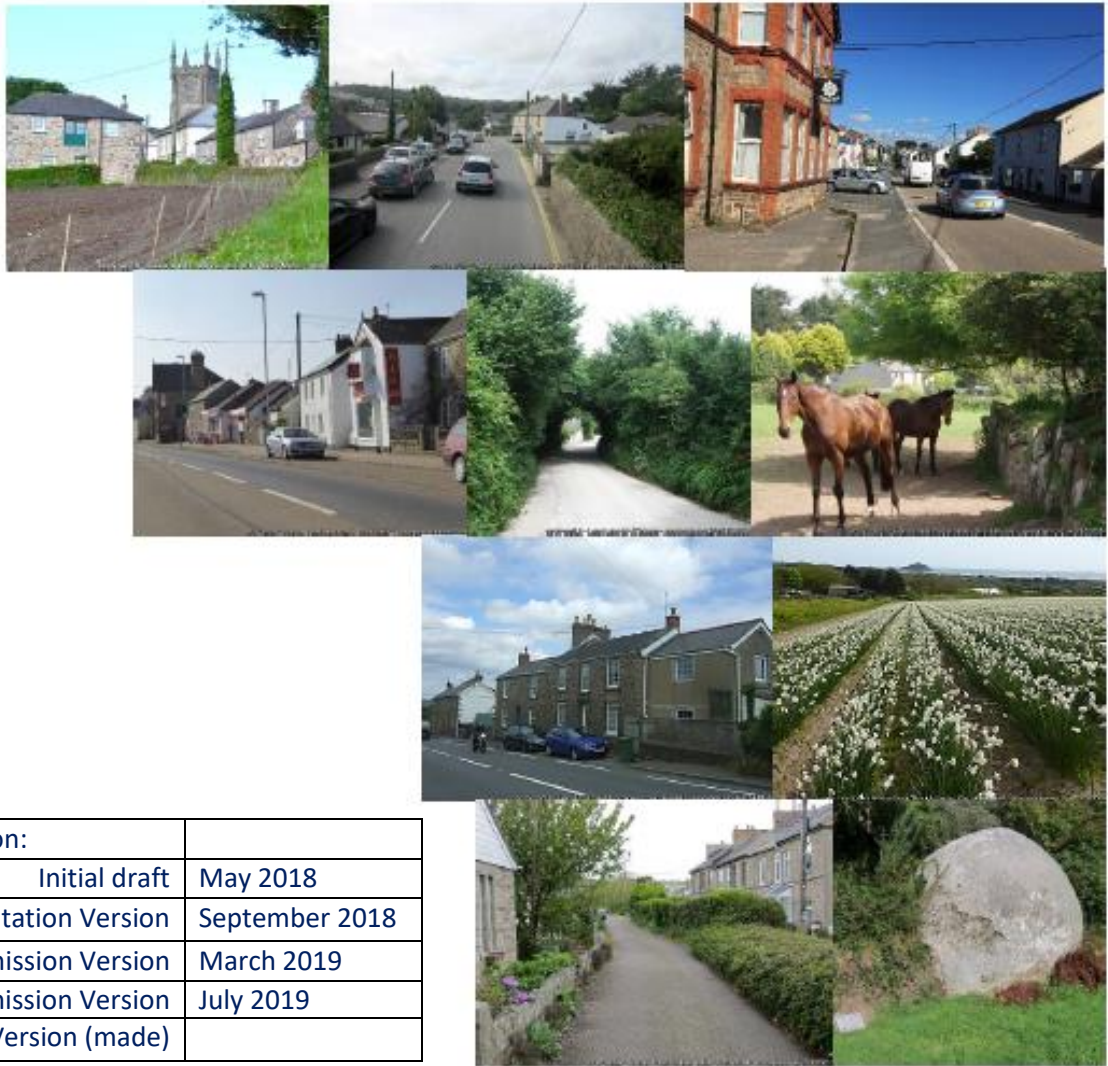
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Ludgvan Parish Neighbourhood Plan

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Foreword

Ludgvan Parish is currently one of the largest parishes in Cornwall by way of area, but also is a very disparate one with no one centre of population. Neighbourhood planning for Ludgvan Parish commenced in the Autumn of 2014, following suggestions from the Parish Council. Several public meetings were held to gauge support for the idea of a plan, and gauge interest in the community. The outcome was the agreement to set up a Steering Group comprising both residents and elected members from the Parish Council.

Funding to enable the Steering Group to carry out its tasks and engage professional help was obtained from the Government via Locality¹, along with some funding from the Parish Council.

The initial Steering Group met regularly during 2015 and 2016 and during that time members of the Steering Group made great efforts to ensure that all residents of the Parish were made aware of the fact that the neighbourhood planning involved everyone and that the Steering Group wanted to know from residents and businesses what issues and opportunities, in terms of land use, they wished the Steering Group to consider.

The Steering Group arranged several consultation events throughout the Parish, at different times and venues, to ensure that parishioners could make proposals and suggestions to help the Steering Group establish the scope and purpose of the Neighbourhood Plan. I would like to pay thanks to every member of the Steering Group, both past and present, for all their hard work in preparing the Neighbourhood Plan and the many people that live or work in the Parish of Ludgvan who have contributed their thoughts and ideas. I would also like to record our thanks to the members of the Neighbourhood Planning Team at Cornwall Council for their encouragement and always helpful responses to our queries.

The Ludgvan Neighbourhood Plan represents the views and aspirations of the community and our desire to put in place planning policies to guide future development in the best interests of the Parish of Ludgvan.

Graham Carter
Chair
Ludgvan Neighbourhood Plan Steering Group

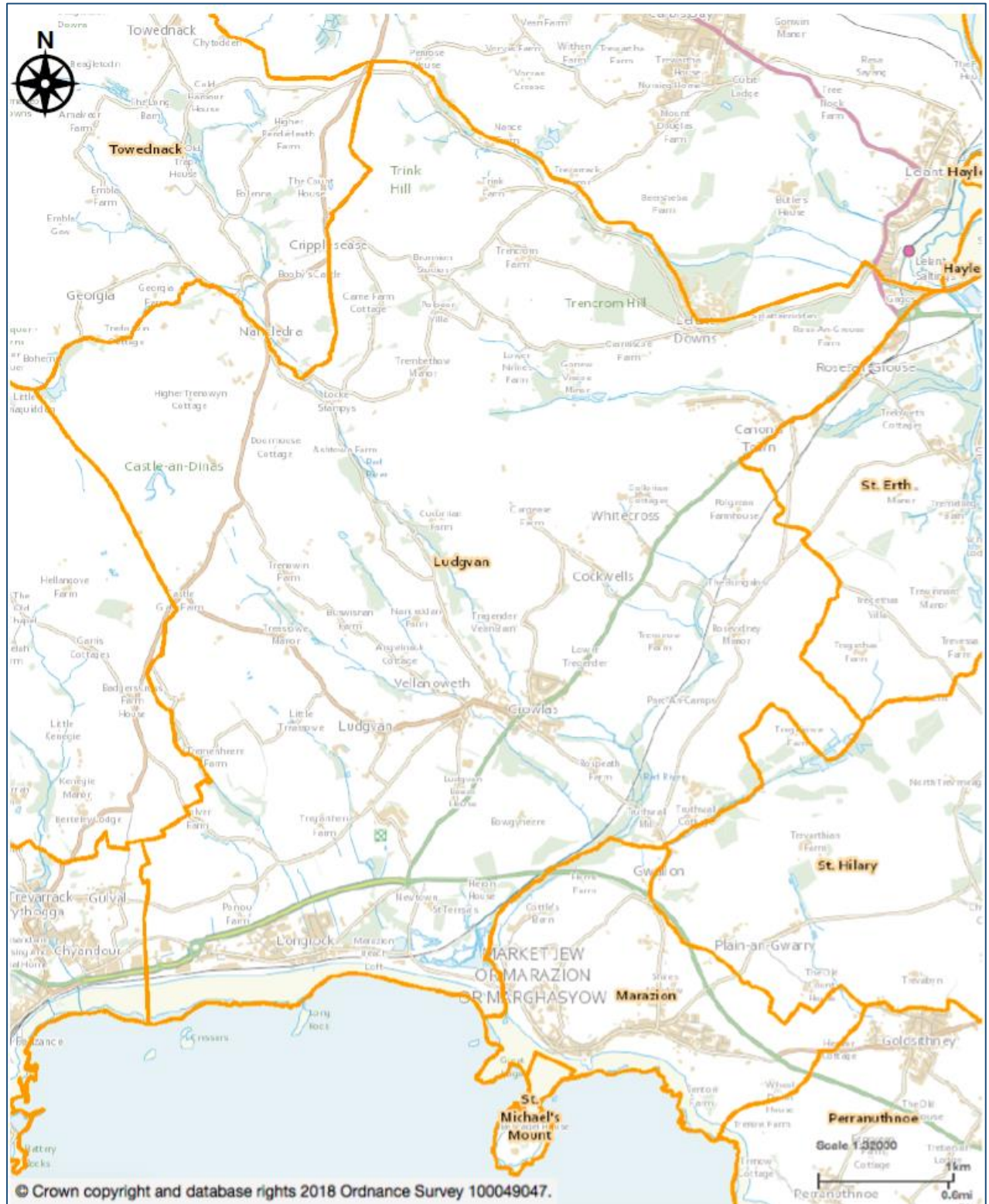
¹ Locality is the national membership network for community organisations. It has been contracted by the Government to manage the Neighbourhood Planning support programme.
<https://locality.org.uk/services-tools/neighbourhood-planning/>

1. Introduction

The Plan Area

1.1 The Ludgvan Parish Neighbourhood Plan applies to the parished area that is under the jurisdiction of Ludgvan Parish Council. The plan area, designated as a neighbourhood area by Cornwall Council on the 30th April 2015, is shown on map 1 below (delineated by the orange boundary).

Ludgvan NP Map 1 Designated Neighbourhood Area



2. Ludgvan Today

Our Parish

- 2.1 Ludgvan is a rural parish situated in the far south-west of England. Close to Penzance and overlooking Mount's Bay, it is a mere 10 miles (16 km) from Land's End as the crow flies. In population terms, it is a linear parish, several miles long and straddles the A30 trunk road within almost its entire length.
- 2.2 Favoured by an all-year-round relatively mild climate, the local economy is predominantly mixed agricultural in nature although with two busy industrial estates within the parish boundary the non-agricultural sector also plays an important role in the business life of the parish.
- 2.3 At 4,541 acres (1,838 hectares) Ludgvan is one of the largest parishes by area in Cornwall and includes the settlements of Ludgvan itself (comprised of both Churchtown and Lower Quarter), Long Rock, Crowlas, Cockwells, Whitecross and Canon's Town. The latest estimate of population is 3,300. (It was 3,184 in 2001).
- 2.4 Today, Ludgvan's economy relies mainly on small industry, farming and tourism, whilst there are also a number of large retail outlets at Long Rock. Housing is a mixture of traditional Cornish granite and slate cottages, Victorian houses and modern dwellings.
- 2.5 Ludgvan is a thriving community and holds many community events throughout the year. Many are rural in nature and include a popular flower and produce competition, a country fair and a traditional Cornish feast, which is held in January. The village of Ludgvan has a popular and thriving primary school, a childcare centre - The Oasis, a community centre, a public house and a post office. St Paul's the Parish Church at Ludgvan Churchtown, is very active, well supported and provides a community resource/network within the Parish. Long Rock too has several community facilities within the village area, and Crowlas has local shops and a pub. Many community groups meet regularly in venues around the Parish, catering for both young and old. These include: a historical society, the luncheon club, two youth groups, sports teams and many more.
- 2.6 Ludgvan is also an excellent location for those who enjoy the outdoor life. St Michael's Way, a popular and established footpath, runs through the Parish and there are a multitude of bridleways and other footpaths to explore the natural environment. There are also many locations within the Parish and nearby for those who enjoy bird watching and fishing.
- 2.7 In so many ways we are blessed to live in this attractive coastal and rural location. However, we are constantly reminded, almost daily, how vulnerable the local environment and the quality of life it offers is, to the demands and excesses of modern life. Climate change is having an effect on local agricultural practices and increasing flood risk in coastal areas. The growth and commercial demands of Penzance impinge on land in the south, where lies a major nature reserve and the beautiful coastline of Mounts Bay. The ever-increasing use of the motor vehicle congests and clogs the only main road through the area and brings with it intolerable levels of pollution. The current preoccupation with economic efficiency and lack of investment, threatens the future wellbeing of established aspects of community life.
- 2.8 We recognise and accept that neighbourhood planning is about accommodating growth and change. The purpose we have in mind for the Ludgvan Neighbourhood Plan is to ensure that such growth and change is not at the cost of those things we hold as precious, which must be safeguarded and/or enhanced so they can be enjoyed by future generations. We shall strive to remain a community living in harmony with its environment.

3. The Strategic Context

- 3.1 In preparing the Neighbourhood Plan we are obliged, by law, to:
- have regard to national policies and advice in guidance issued by the Secretary of State
 - ensure the Plan is in general conformity with the strategic policies of the Local Plan

National Planning Policy Framework

- 3.2 In preparing the Neighbourhood Plan we have been cognisant of the current national planning framework. The National Planning Policy Framework (NPPF) sets out the Government’s planning policy to which all plans and proposals for development should comply. The NPPF includes, at its heart, a *“presumption in favour of sustainable development”* (NPPF para. 11). It states that *“neighbourhood plans should support the delivery of strategic policies contained in local plans or spatial development strategies; and should shape and direct development that is outside of these strategic policies”*. The NPPF goes on to say that *“strategic policies [in the Local Plan] should not extend to detailed matters that are more appropriately dealt with through neighbourhood plans.”* Outside of strategic policies therefore, we are encouraged to shape and direct sustainable development in our area through our Neighbourhood Plan. *“Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan”* (NPPF para. 29).

Cornwall Local Plan

- 3.3 The Cornwall Local Plan was formally adopted on the 22nd November 2016. It includes a set of strategic policies that provide the planning policy framework for Cornwall for the period up to 2030. The Neighbourhood Plan is required to be in general conformity with the strategic policies of the development plan for the area i.e. the Cornwall Local Plan. In preparing the Neighbourhood Plan we have been mindful of the strategic policies and their implications for the Ludgvan area. The Local Plan, it is stated *“takes an approach to growth that encourages jobs and homes, where they best deliver our strategic priorities and allows for more organic development where it supports or enables the provision of appropriate services and facilities locally.”*
- 3.4 The Local Plan Strategic Policies document confirms that Cornwall Council *“is committed to supporting the development of Neighbourhood Plans to ensure delivery of the spatial strategy and key targets”*. However, it does make the point that *“should these plans not reach submission stage within two years of the adoption of this Plan, the Council will undertake the necessary site allocations documents to support the delivery of the targets set out in the Local Plan”*.
- 3.5 The Local Plan has determined that the Parish of Ludgvan should accommodate part of the county’s strategic growth over the next 10 or so years. The area specific strategy for West Penwith identifies the strategic significance of future development at Long Rock in serving the Penzance and Newlyn area and serving as *“the entrance to the conurbation”*. *“Long Rock will continue to provide the major opportunity for industrial-related growth.”*² Additional housing development too is focussed on Long Rock, which will also offer *“the opportunity to provide new/improved facilities that both the new and existing residents will be able to utilise”*. In accommodating growth, the aim is to minimise the impact of major development upon the area’s *“most sensitive landscape, including historic landscape, as well as maintaining the distinct identities of the various communities”*³, including Long Rock. The Neighbourhood Plan has to accept and conform with the strategic policies of the Local Plan.

² Cornwall Local Plan Planning for Cornwall’s future Strategic Policies 2010 – 2030 Community Network Area Sections, Cornwall Council, 2016 <https://www.cornwall.gov.uk/media/28188310/local-plan-cna-sections-pr2.pdf>

³ Site Allocations DPD, Cornwall Council, 2017 <https://www.cornwall.gov.uk/media/26756017/cornwall-site-allocations-dpd-cabinet-version-for-web.pdf>

4. Purpose of the Neighbourhood Plan

- 4.1 Neighbourhood planning is intended to give communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of the local area. The PPG⁴ says that, in accordance with the Localism Act 2011, the Parish Council, as a qualifying body can “choose where it wants new homes, shops and offices to be built, have our say on what those new buildings should look like and what infrastructure should be provided, and grant planning permission for the new buildings it wants to see go ahead”.

The Neighbourhood Planning Process

- 4.2 We approached the task with an open mind as to what the Ludgvan Parish Neighbourhood Plan would cover and what its themes and purposes would be. We understood from the outset that it would have to meet the basic conditions:
- have regard to national policies and advice contained in guidance issued by the Secretary of State
 - contributes to the achievement of sustainable development
 - is in general conformity with the strategic policies contained in the development plan for the area – the Cornwall Local Plan
 - does not breach, and is otherwise compatible with, EU obligations
- 4.3 With these conditions in mind, we have consulted widely and engaged with the local community to understand what is needed and what it is possible to influence and effect via a set of neighbourhood planning policies. We have considered carefully the policies of the Local Plan and assessed, on the basis of a set of agreed objectives, whether a more localised or detailed neighbourhood plan policy is required. In several instances, we have concluded that the Local Plan policy is sufficient. We have only introduced a neighbourhood plan policy where it will help ensure the area develops in the way we wish it to.
- 4.4 The resultant Ludgvan Parish Neighbourhood Plan sets out how we would like to see the area developed over the next 15 to 20 years and, through its policies, shape and direct sustainable development that will benefit those who live, work or visit in the area.
- 4.5 The development and preparation of the Ludgvan Parish Neighbourhood Plan has been undertaken by a Steering Group comprised of local people and parish councillors, under the auspices of the Parish Council.
- 4.6 It was understood from the outset that for the Plan to be truly representative of the planning issues of relevance in the area and to be *the community’s plan*, we needed to carry out a thorough and on-going consultation process with those who live and work in the area and those that visit here on a regular basis. We also recognised that the Plan could not be properly developed without the input of organisations and agencies with a district, county, sub-regional or national remit and an interest in the area.
- 4.7 The process and the types of consultation exercise and discussion that we have gone through is documented in detail in a **Consultation Statement** which accompanies the Submission Version of the Neighbourhood Plan. The key methods we have used have included:
- Public exhibitions, meetings and events
 - Pages on parish website
 - Noticeboards and established poster sites
 - Focus groups and workshops
 - Surveys and discussions with local businesses and community groups

⁴ PPG = Planning Practice Guidance <https://www.gov.uk/government/collections/planning-practice-guidance>
Ludgvan Neighbourhood Plan – Submission Version

- Correspondence with wider-than-local organisations and agencies (strategic stakeholders) which have an interest in our planning issues
- Two consultations during which comments have been invited on draft documents

4.8 The development of the Ludgvan Parish Neighbourhood Plan was based on a desire to be open and to welcome comments and contributions from all quarters. Our intent has been to encourage and foster discussion and debate within the community about the issues and opportunities that face us and strive to achieve a community consensus. This Plan represents the product of this process.

The Plan's Status

- 4.9 The Neighbourhood Plan, once made, will be a statutory development plan. That means that its policies will have significant influence when it comes to being used by the local planning authority to help determine proposals for development submitted through planning applications. It will form the local tier of planning policy in the Parish of Ludgvan. It sits with the county-wide Local Plan and the Site Allocations DPD, produced by Cornwall Council (also statutory development plans) and underneath the umbrella of national planning policy in the Government's National Planning Policy Framework (NPPF), as the main planning policy documents relevant to the Ludgvan parish area. Other important planning documents which govern specific issues are the Minerals and Waste Plans produced at the county-wide level.
- 4.10 The Neighbourhood Plan's policies cannot guarantee that a development proposal will be refused nor be granted permission, but the policies will carry significant weight, alongside policies of the NPPF and the Cornwall Local Plan when weighing up the appropriateness of the development proposal in question.

5. The Structure of Our Plan

- 5.1 Our Plan includes the neighbourhood planning aims and objectives for the neighbourhood area, which have been developed following a dialogue with the community and shaped by existing planning policies, plans and contributions of key organisations and agencies.
- 5.2 Having explained the rationale for these, the Plan sets out local planning policies on a topic by topic basis. The brief introduction to each topic is based on the findings of the research, surveys and consultations that have taken place as part of the neighbourhood planning process. More detail can be found in the Local Evidence Report 2017⁵.
- 5.3 Under each topic heading we summarise the characteristics of that topic and the key issues which have been identified and set out the agreed objectives the neighbourhood planning policies are seeking to achieve.
- 5.4 It should be noted that we have given due consideration to the policies of the adopted Cornwall Local Plan. We have introduced a neighbourhood plan policy only where we feel it strengthens or brings local specificity to the Local Plan.
- 5.5 For each neighbourhood plan policy that follows we set out:
- the policy statement; and
 - our explanation of and justification for the policy, including reference to the other planning policies in national and district planning documents which relate to that policy.
- 5.6 It is important to note that, while we have set out policies under topic headings, when development proposals are being assessed, the whole plan (i.e. all policies) should be considered, as policies in one topic may apply to proposals which naturally fit under another.
- 5.7 Our Plan finishes with an explanation of how we will monitor and review the Plan, and a glossary which seeks to demystify some of the planning terminology used in the Plan.

Companion Documents

- 5.8 Several documents accompany the Neighbourhood Plan. We are obliged to produce a:
- **Consultation Statement**
 - **Basic Conditions Statement**
- 5.9 The Ludgvan Neighbourhood Plan has been subject to testing to help determine its positive or negative impact on the social, environmental and economic character of the neighbourhood area. If significant environmental effects are identified an environmental report must be prepared in accordance with paragraphs (2) and (3) of regulation 12 of the Environmental Assessment of Plans and Programmes Regulations 2004.
- 5.10 A ‘screening opinion’ on the environmental effects of the Plan and its policies has been sought from the local planning authority, Cornwall Council to determine whether the Ludgvan Neighbourhood Plan should be subject to either a Strategic Environmental Assessment (SEA) or a Habitat Regulations Assessment (HRA). We have been informed that *“based on the scale and location of development proposed..... Cornwall Council is of the opinion that the Ludgvan Parish NDP, is unlikely to have significant effects on the environment and that SEA and HRA are therefore not required”*⁶.

⁵ See full report at: <http://www.ludgvan.org.uk/neighbourhood-plan-minutes/Local%20Evidence%20Report%20-%20Jan%202018.pdf>

⁶ <http://www.ludgvan.org.uk/SEA-and-HRA-Screening-Report-13-6-19.pdf>

6. Vision, Aims and Objectives

Establishing a Neighbourhood Plan Framework

- 6.1 The framework for the Ludgvan Parish Neighbourhood Plan comprises:
- a **vision** - for the long-term future of Ludgvan;
 - the **aims** - that it is hoped the Plan can help achieve; and
 - the **objectives** - that we expect the Plan to attain by the application of appropriate neighbourhood planning policies

Our Vision

- 6.2 A neighbourhood plan should set out a vision for the future of its neighbourhood. The vision should reflect a desired end state that is consistent with the values and overall priorities of the community. Our vision statement (below) reflects an ambition to be clean, green and healthy.

A community living in harmony with its environment

The Aims and Objectives of the Neighbourhood Plan



- 6.3 The process of arriving at an agreed set of aims and objectives started with a ‘workshop’ event at which members of the Neighbourhood Plan Steering Group examined the evidence and the response we had received to surveys and other consultation activities. Much of the community-based evidence came from the results of a community consultation undertaken during the Winter of 2016/17.
- 6.4 The workshop process and outcomes can be found described fully in a Workshop Report, December 2017⁷. A draft set of aims and objectives was the focus of a community consultation event in the Parish during January 2018. The response we received was generally positive and encouraging. As a result of the reaction and comments received at various consultation stages on the Plan’s focus, a few revisions have been made to the aims and objectives. We believe the final set, overleaf, reflects the community’s neighbourhood planning and development agenda. It is this agenda that underpins the Neighbourhood Plan’s policies.
- 6.5 We recognise that not all the objectives that were derived through the consultative process would lead to a neighbourhood planning policy. A number have been categorised as ‘Community Actions’ and referred to the Parish Council for further consideration.

⁷ See Workshop Report at <http://www.ludgvan.org.uk/Agenda-NP-Jan-2018.pdf>

Aims	Objectives
Natural Environment	
<p>Protect and enhance the character of the local countryside and coastline</p> <p>Identify and create new opportunities for wildlife</p> <p>Safeguard and improve responsible access to the countryside</p>	<ul style="list-style-type: none"> • <i>Ensure coastal protection remains adequate</i> • <i>Protect sensitive ecological and geological areas</i> • <i>Identify and improve wildlife corridors and links</i> • <i>Prevent harm to the character of the landscape from development</i> • <i>Improve and extend the network of public rights of way</i> • <i>Reduce all forms of pollution</i>
Built Environment and Heritage	
<p>Respect local heritage and character</p> <p>Establish the limits of growth</p>	<ul style="list-style-type: none"> • <i>Ensure heritage assets are recognised and protected</i> • <i>Protect and enhance green spaces and the heritage environment</i> • <i>Ensure the design of new buildings is of high quality and in keeping with the local area</i> • <i>Prevent ribbon development</i> • <i>Ensure adequate infrastructure is in place</i>
Housing	
<p>Influence the scale and location of housing development</p>	<ul style="list-style-type: none"> • <i>Ensure new development addresses local housing needs</i> • <i>Ensure housing provides realistic affordable options for local people</i> • <i>Encourage sustainable development practices</i>
Community Services and Facilities	
<p>Protect and enhance local facilities and services</p> <p>Ensure health care and education facilities meet the needs of the community</p>	<ul style="list-style-type: none"> • <i>Ensure local facilities meet changing needs and serve all age groups</i> • <i>Facilitate the local delivery of social care, health and education</i> • <i>Enable the provision of a high-quality communications network</i> • <i>Ensure there are adequate local sports and recreation opportunities</i> • <i>Provide appropriate green areas, recreation and amenity space</i>
Transport and Travel	
<p>Ensure transport infrastructure is appropriate and safe</p> <p>Reduce the adverse effect of through traffic and heavy lorries on the quality of life</p> <p>Improve the safety of roads, cycle routes and footways</p> <p>Encourage more use of sustainable transport modes</p>	<ul style="list-style-type: none"> • <i>Minimise the impact of heavy traffic on residential areas</i> • <i>Ensure all new developments have adequate off-street parking</i> • <i>Provide electric vehicle charging points in appropriate locations</i> • <i>Improve connectivity through the provision of safer cycling and walking routes</i> • <i>Support the improved co-ordination of public and community transport services</i>
Business and Jobs	
<p>Encourage sustainable business development and practices</p>	<ul style="list-style-type: none"> • <i>Support business development appropriate to its location</i> • <i>Bring redundant buildings back into use</i> • <i>Enable farm diversification in the interests of viability</i>

7. Natural Environment

Overview

- 7.1 Ludgvan Parish is a rural area of immense natural beauty and character in an outstanding setting. It has both designated areas of Outstanding Natural Beauty (AONB) and Great Landscape Value (AGLV) fringing its northern and western boundary and the natural coastline of Mounts Bay to its south.
- 7.2 The Parish comprises two distinct character areas. The north and west of the Parish is part of the Penwith Central Hills Landscape Character Area (LCA), which is an open landscape with few trees; prominent rocky outcrops and evidence of tin mining, china clay and quarrying. Pasture and rough ground dominate, with some arable/horticulture farming based on a historically important, small scale, field pattern; small granite farmsteads and small nucleated hamlets/villages are dispersed throughout the area.
- 7.3 The south and east of the Parish is part of the Mount's Bay LCA, with a mixed land cover of farmland in medium-scale pattern and a high quality arable and horticulture, with some pasture, taking advantage of very good quality agricultural land. An exposed narrow natural open flat foreshore of Long Rock beach and large area of reedbeds and open water with a saline lagoon at Marazion Marsh, are to be found in the south.
- 7.4 Marazion Marsh is the largest and most significant of the Parish's several ecologically sensitive areas. With an area of almost 55 hectares, it is the most significant SSSI⁸ in the area and designated as a SPA⁹. It is the largest fresh water reedbed in Cornwall and is important for passage and wintering birds associated with it. The Parish also has several areas of priority habitats as indicated on Map 2 overleaf, some of which are recognised as regionally important, 'county wildlife sites'.
- 7.5 Ludgvan Parish Council is a partner in the Penwith Landscape Partnership which has the conservation of the unique Penwith landscape at its heart. The policies in the Neighbourhood Plan recognise the historical, ecological and geological importance of the area's landscape and seeks to put in place the necessary protection to ensure that established management practices can continue, and the Ludgvan Neighbourhood Plan is a significant contributor towards achieving the aims of the Penwith Landscape Conservation Action Plan¹⁰.
- 7.6 In preparing the Neighbourhood Plan we have also been cognisant of the current Cornwall AONB Management Plan¹¹ and its aim to deliver resilient living in an area where farming prospers while protecting natural resources, restoring habitat connectivity and enhancing archaeological heritage. It seeks to reduce the landscape and visual impact of tourism and promotes neighbourhood planning as an approach to managing development. Also relevant is the Shoreline Management Plan, which classified the Mount's Bay frontage as a Coastal Change Management Area with an investment strategy aimed at improving resilience to flooding and coastal erosion along the frontage of Mount's Bay between Marazion and Eastern Green.
- 7.7 Creating further wetlands at Marazion Marshes is part of the flood reduction strategy for the area. Flooding has been a regular threat on Green Lane, which adjoins the Marshes and the boundary of the Parish. Much of the coastal strip and land either side of the Red River is graded as flood zone 3, which has a high flood risk and where development should be avoided.

⁸ SSSI = Site of Special Scientific Interest (see glossary)

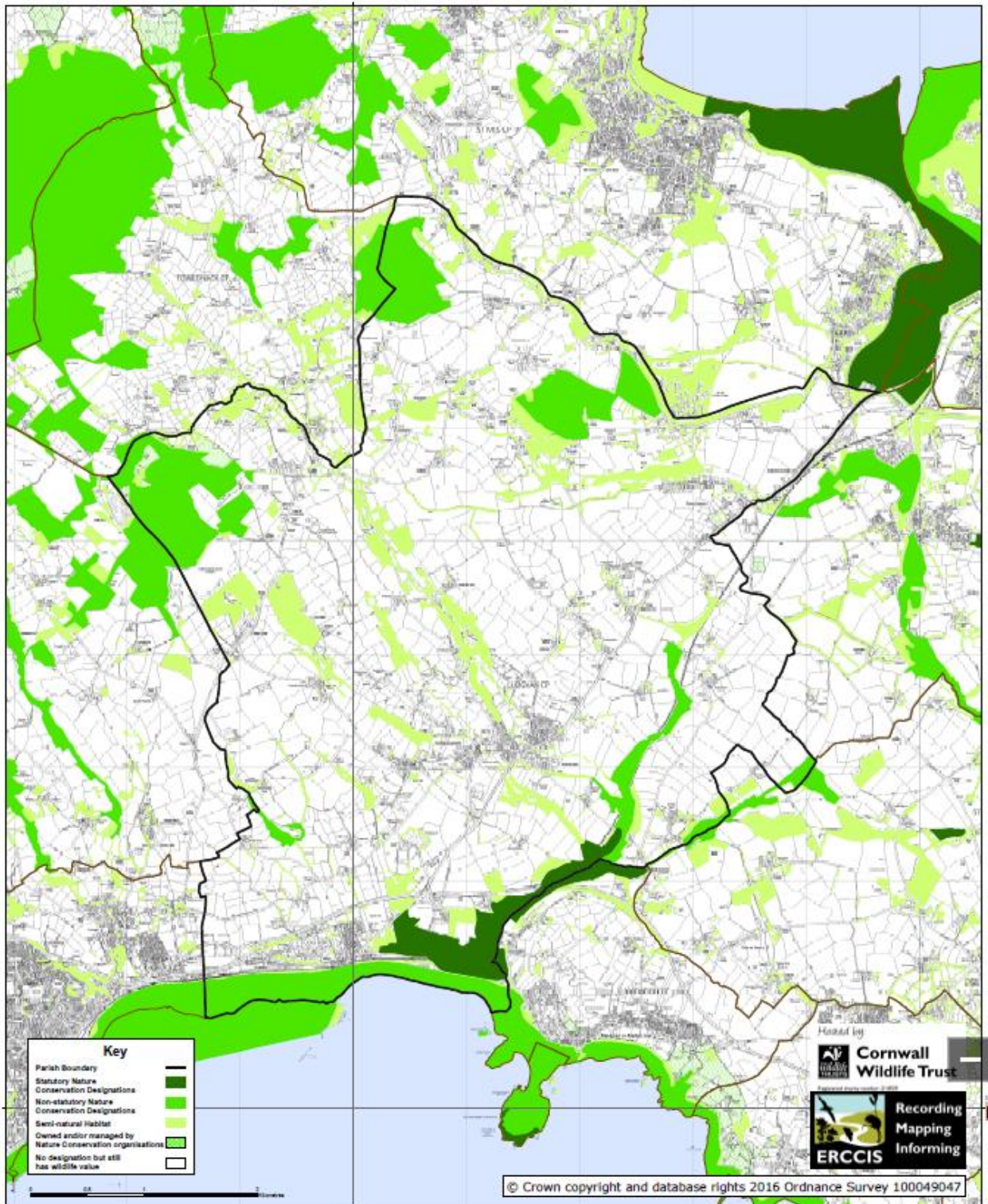
⁹ SPA = Special Protection Area (see glossary)

¹⁰ <http://www.penwithlandscape.com/projects/>

¹¹ <http://www.cornwall-aonb.gov.uk/management-plan/>

- 7.8 The policy approach taken by the Neighbourhood Plan is consistent with the Cornwall Environmental Growth Strategy¹² which stresses the need to do much more for nature and wildlife than simply minimise losses. We should be providing more opportunities for wildlife and habitats to thrive. In the words of the Strategy, *“protection is not enough”*. Our policies encourage developers to help us achieve a net gain of our natural systems.

Ludgvan NP Map 2 Wildlife Resource Map 2016



¹² https://www.cornwall.gov.uk/media/22831603/environmental-growth-strategy_web.pdf

Policy No. LUD1 Protecting the Natural Environment

Development proposals will be expected to have no adverse effect on the integrity or continuity of landscape features and habitats of local and national importance for wild flora and fauna may be supported. Proposals which incorporate conservation and/or appropriate habitat enhancement to improve biodiversity may be supported.

- 7.9 The Neighbourhood Plan is about future planning. Most of its policies are aimed at encouraging and facilitating good sustainable development. It is vital to balance the needs of development with maintaining a resilient natural environment for both people and wildlife, particularly in a rural parish such as Ludgvan, where most parishioners live very close to the countryside, with its many and varied habitats.
- 7.10 New development has the potential to impact on the natural environment. New development that is done properly can benefit wildlife, typically by creating new habitats or providing resources to manage previously neglected wildlife sites. However, when done badly, development can have a negative effect on important habitats and species.
- 7.11 Parts of the countryside are protected by policies in the Cornwall Local Plan. Local Plan Policy 23 'Natural Environment' says that "*development likely to adversely affect locally designated sites... including County Wildlife Sites, Local Geological Sites and sites supporting Biodiversity Action Plan habitats and species, will only be permitted where the need and benefits of the development clearly outweigh the loss and the coherence of the local ecological network is maintained*". Map 2 indicates however that a significant part of the Parish is not covered by either statutory or non-statutory wildlife designations, but "*still has wildlife value*".
- 7.12 The neighbourhood area has two distinct character areas, each with distinct landscape features and wildlife habitats that must be cherished and protected:
Penwith Central Hills (CA03) Key Landscape Characteristics: *Core of an exposed, windswept granite peninsula rising to a chain of gently rounded hills with prominent rocky outcrops. Rugged boulder-strewn moorland of Lowland Heathland, bracken and scrub on the upland areas. Open landscape with few trees except linear broadleaved woodland in small river valleys, shallow depressions and around farmsteads. Prominent rocky outcrops. Historically important, small scale, field pattern with sinuous boundaries. Hedges often drystone, without earth. Dispersed small granite farmsteads and small nucleated hamlets/villages. Pasture and rough ground dominate with some arable/horticulture to the south and east. Highly visible evidence of tin mining, china clay and quarrying.*¹³
- 7.13 Mount's Bay (LCA04) Key Landscape Characteristics: *Large-scale extensive curving south-west facing bay and hinterland. Mixed land cover of farmland in medium-scale pattern with wooded river valley. High quality arable and horticulture and some pasture. Large area of Reedbeds and open water with Saline Lagoon at Marazion Marsh. Well wooded, with many small farm woodlands, Wet Woodland in valleys, many hedgerow trees and characteristically tall Cornish hedges, particularly along the lanes.*¹⁴
- 7.14 We are not opposed to development per se in the countryside. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development, which should include "*promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue*

¹³ Taken from Cornwall and Isles of Scilly Landscape Character Study, Cornwall Council, 2007

¹⁴ Taken from Cornwall and Isles of Scilly Landscape Character Study, Cornwall Council, 2007

opportunities for securing measurable net gains for biodiversity.” (NPPF para. 174). Policy LUD1 is generally supportive of development as long as it conforms generally with the policies in the Local Plan relating to development in the countryside and it is shown, at the application stage, that the development proposed will not cause significant harm to key landscape features and characteristics (as identified by the Cornwall Landscape Character Assessment¹⁵) and wildlife habitats (as identified by the Cornwall Wildlife Trust). Moreover, proposals which incorporate conservation and/or appropriate habitat enhancement to improve biodiversity will normally be welcomed.

Policy No. LUD2 Wildlife Corridors

The protection and/or enhancement of wildlife opportunities within developments, by retaining or providing wildlife corridors and stepping-stones such as hedgerows, ditches, strips of tree planting, green open spaces with trees and grass verges to roads, will be supported.

- 7.15 Map 2 illustrates the linearity of many of so much of the Parish’s natural habitats. Ludgvan has an extensive network of wildlife corridors, which stimulates biodiversity by providing safe sanctuary and movement within the landscape for so many forms of wildlife. The network comprises a range of semi-natural habitats linked by Cornish hedges. The hedges are an important sanctuary for many animal species and home to a wide range of flowering plant species. An estimated 10,000 species of insects can be supported by the floral and habitat diversity in Cornwall’s hedges¹⁶. This in turn attracts mammals such as dormice and hedgehogs, birds and reptiles to forage and to hide their homes and nests in the hedges and stony crevices. As well as being a valuable habitat, well-managed hedges act as ‘stepping stones’ across which wildlife can move between fragmented semi-natural habitats.
- 7.16 The NPPF (para. 174) requires us to minimise impacts on biodiversity and provide net gains in biodiversity where possible and contribute to stemming the overall decline in biodiversity by safeguarding *“components of local wildlife-rich habitats and wider ecological networks, including... wildlife corridors and stepping stones that connect them”*. This obligation is echoed in the Local Plan Policy 25 which requires development proposals to demonstrate that *“all the functional environmental infrastructure and connections have been taken into account in the design of the scheme or site layout”*.
- 7.17 Policy LUD2 seeks to ensure that the network of wildlife corridors in all its facets is protected from the harmful effects of development and, is generally supportive of measures to enhance and extend the network. Guidance on appropriate wildlife specific development measures can be found in the Biodiversity Guide SPD¹⁷.

Policy No. LUD3 Public Rights of Way

Measures to improve and extend the existing network of public rights of way and bridleways are supported so long as their value as wildlife corridors is recognised and protected, and efforts are made to enhance biodiversity as part of the ‘development’ work wherever appropriate.

- 7.18 Ludgvan Parish is criss-crossed by public rights of way including several bridleways as shown on Map 3, which includes St Michael’s Way, a coast-to-coast route, which dates to pre-historic

¹⁵ <https://www.cornwall.gov.uk/environment-and-planning/cornwalls-landscape/landscape-character-assessment/>

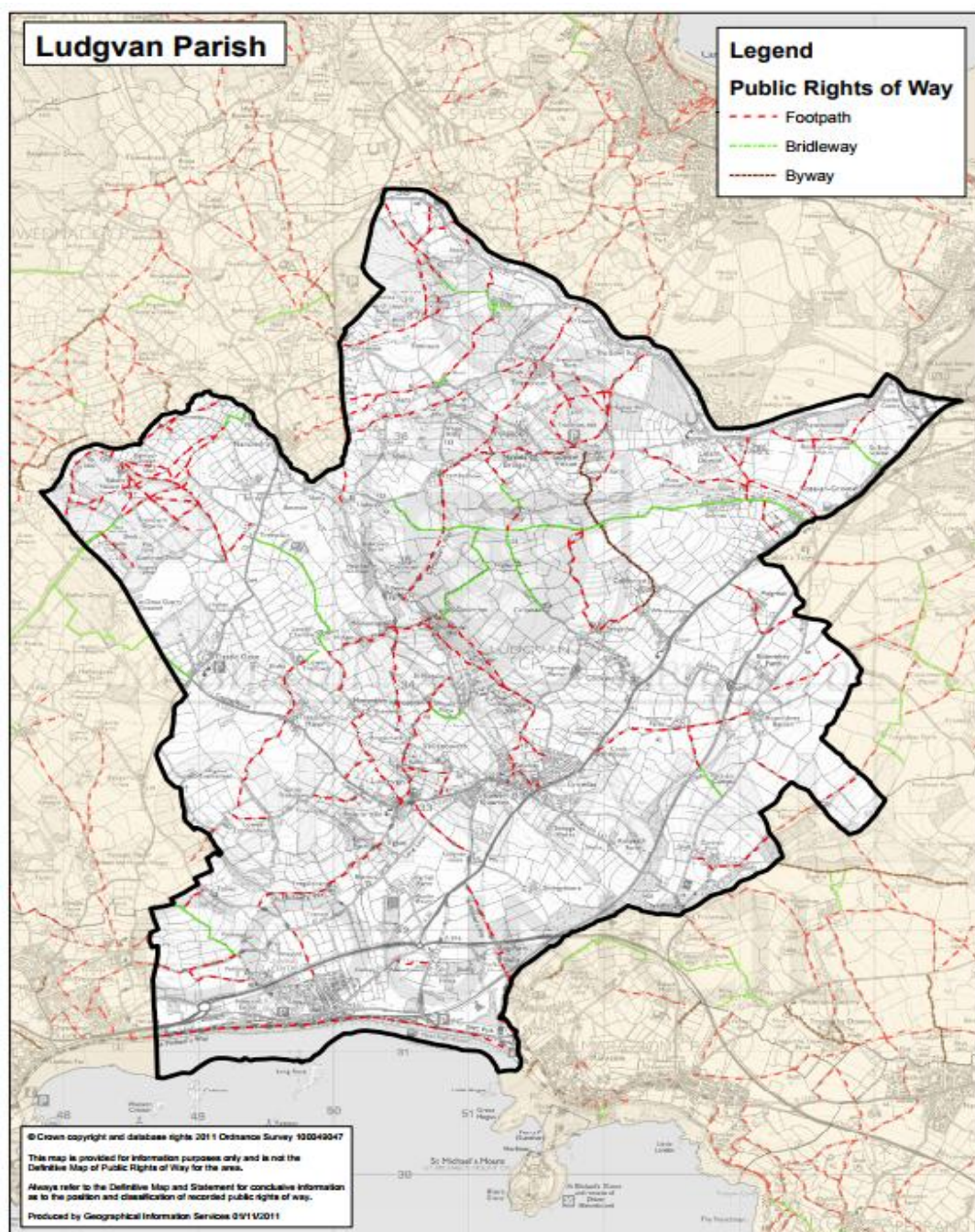
¹⁶ <https://www.cornwallwildlifetrust.org.uk/node/3683>

¹⁷ <https://www.cornwall.gov.uk/media/35367439/biodiversity-spd-v7.pdf>

times. It is believed to have been used by pilgrims and missionaries arriving from Ireland or Wales, who chose to abandon their ships and walk across the peninsula, rather than navigating the treacherous waters around Land's End. Due to its historical significance St Michael's Way is the only footpath in Britain that is designated a 'European Cultural Route'. Its existence and the many other public rights of way attract visitors to the Parish.

- 7.19 The NPPF (para.98) says *"planning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users"*. Community Consultation has confirmed that there are opportunities for improvements to be made to public rights of way in the interests of accessibility, but it has also reminded us that many of the routes are significant wildlife corridors. The process of maintaining public access needs to be managed carefully.
- 7.20 Policy LUD3 is generally supportive of improvements and enhancements to the network. It is important however that any changes should be done in a way that cause least harm to local ecology and includes measures that will help enhance biodiversity.

Ludgvan NP Map 3 Public Rights of Way



The whole length of coastline boundary of the Parish is designated a Coastal Change Management Area.

Proposals for development adjacent to the coastline boundary* must comply with the principles for coastal management of this part of the Plan area in the most recent version of the Shoreline Management Plan and must demonstrate positive alignment with any current Coastal Improvements Plan.

New development will be supported within the CCMA, if it is:

- a) necessary for the management of the protected natural habitats within the CCMA; or
- b) for coastal management purposes as identified in the Shoreline Management Plan; or
- c) for the creation and maintenance of a continuous, signed and managed route around the coast.

The creation of new habitats will be supported within the CCMA, particularly where opportunities are identified in the most recent Shoreline Management Plan.

* The CCMA extent is defined by the latest and current Cornwall Coastal Vulnerability Map (CCVM) held and applied by Cornwall Council as the Coast Protection Authority. This map shows a minimum width of CCMA of 10m landward from the current coastal erosion line as shown on the CCVM.

- 7.21 Long Rock Beach forms the southern boundary of the Parish. The beach consists of coarse golden sand with a strip of shingle and pebbles along the strand line. It is backed by a walkway that stretches all the way from the car park at Penzance Railway station to Marazion Green and beach. The coastline is part of the Mounts Bay priority area within Cornwall's Shoreline Management Plan. The Plan identifies as "*particularly vulnerable are the Longrock and Wherrytown frontages. Important transport infrastructure (A30, railway, Heliport and Ferry terminal) introduce further long-term considerations for adaptation of the frontage. Marazion Marsh has an international designation for its biological diversity, and it is the largest area of freshwater reedbeds in Cornwall*"¹⁸.
- 7.22 The Shoreline Management Plan (SMP) classifies the Mount's Bay frontage as a Coastal Change Management Area. It requires a strategic approach to managing this coastline, particularly with the impacts of climate change and sea level rise to contend with. The SMP policy approach to Mounts Bay is summarised as "*a flexible managed realignment approach in the medium to longer term to manage risks from flooding and erosion, particularly at Longrock and Wherrytown*"; but it also necessitate sections of "*continued 'hold the line' in order to protect Marazion Marsh SPA and the harbours at Newlyn and Penzance*". In accordance with the SMP, Cornwall Council has been working with the Environment Agency to ensure that this vulnerable stretch of coastline can be sustained. The Long Rock Coastal Improvements Project¹⁹ is a multi-million-pound initiative to improve resilience to flooding and coastal erosion along the frontage of Mount's Bay between Marazion and Eastern Green, which should ensure:
- Coastal protection of the revetment that protects the railway line and properties behind it
 - Environmental improvements to Marazion Marsh
 - Improved fish and eel passage for streams entering Mount's Bay.

¹⁸ <https://www.cornwall.gov.uk/environment-and-planning/countryside/estuaries-rivers-and-wetlands/flood-risk/coastal-erosion-and-shoreline-management/shoreline-management-plans/shoreline-management-plan-2011-smp2/>

¹⁹ <https://www.cornwall.gov.uk/media/28146591/mounts-bay-coastal-defence-graphic-2016-pr7.pdf>

- 7.23 We have been encouraged to recognise and endorse the Coastal Change Management Area in the Neighbourhood Plan. The Environment Agency has told us that the Neighbourhood Plan *“itself needs to adopt [the SMP’s] recommendation in order for the CCMA to become a recognised statutory constraint within the local planning system”*²⁰. Natural England similarly has urged us *“to take this opportunity to plan for the long-term impacts of coastal change... as the parish contains an area where coastal change is anticipated”*²¹.
- 7.24 The NPPF (par. 167) says the plans should *“identify as a Coastal Change Management Area any area likely to be affected by physical changes to the coast, and: be clear as to what development will be appropriate in such areas and in what circumstances; and make provision for development and infrastructure that needs to be relocated away from Coastal Change Management Areas”*. The PPG advises that *“in line with the core planning principles and the policy on coastal change, neighbourhood plans should avoid allowing inappropriate development in areas vulnerable to coastal change or adding to the impacts of physical changes to the coast”*²².
- 7.25 Policy LUD4 therefore recognises that Long Rock Beach is a key element of the Mounts Bay coastal frontage. The policy recognises the length of coastline within the Parish as a Coastal Change Management Area and identifies the type of development that can take place. Importantly, it requires development proposals to comply with the principles set out in the Shoreline Management Plan. We expect development proposals also to be in accordance with the agreed strategic approach for coastal improvement and management for Mounts Bay. The Coastal Improvements Plan seeks to protect 2.1km of the A30, 4.4km of railway, rail infrastructure and rail station, 295 residential and 65 commercial properties, and bring about improvements and enhancements to the Mount’s Bay Cycle Network and the coast path. Importantly, it also includes further protection to the nearby Marazion Marsh SPA and other enhancements to the area’s habitats. Ludgvan Parish Council is fully supportive of the current improvement strategy and will play an active role in monitoring and further coastline planning work.

²⁰ Response to Regulation 14 consultation on the Pre-Submission Version of the Ludgvan Neighbourhood Plan, Environment Agency, 8th May 2019

²¹ Response to Regulation 14 consultation on the Pre-Submission Version of the Ludgvan Neighbourhood Plan, Natural England 8th May 2019

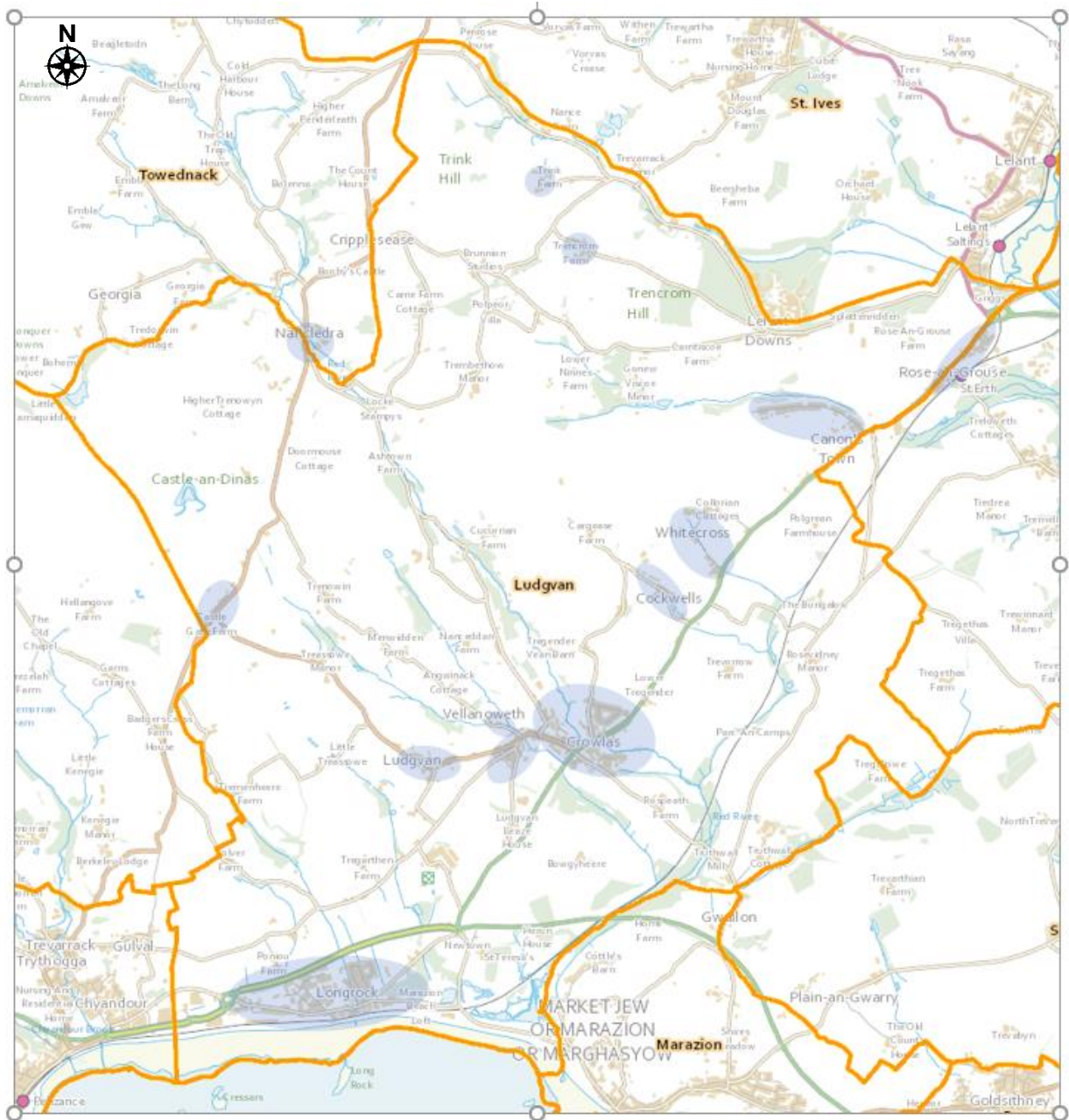
²² <https://www.gov.uk/guidance/flood-risk-and-coastal-change#flood-risk-in-neighbourhood-plans>

8. Built Environment and Heritage

Overview

- 8.1 The Parish comprises several historic settlements linked together by long-established routeways. Ludgvan, Crowlas, Long Rock, Cockwells, Whitecross, Canon's Town and Rose-an-Grouse have all grown incrementally in their own way over time, establishing their own distinct character, based on their role and function in the local economy, and influenced significantly by the impact of major routeway (A30), which they all straddle. Other settlements in the quieter rural parts of the Parish, i.e. the hamlets of Castle Gate, Cripplesease, Lelant Downs, Trink, Trencrom, and Nancledra, have remained small and relatively unaffected by development pressures, whilst finding ways to adapt to the needs of modern life. The individual and distinct heritage and function of the settlements is still much in evidence in the built environment and settlement pattern that exists today. Almost half of the dwellings in the Parish were built before 1900. Map 4 shows the settlement pattern of the area.
- 8.2 The Parish has many listed buildings that have statutory protection. Ludgvan Churchtown is the only Conservation Area in the Parish. It was designated in 1985. The designation has protected a relatively small area of the Parish. Recent development in other parts of the Parish have not always been sympathetic to the historic environment that we appreciate and wish to safeguard.
- 8.3 Long Rock has experienced the greatest impact from development and change. Long Rock is regarded as part of the Penzance 'development area' and recognised by the Local Plan as a continuing opportunity for growth to meet housing needs and encourage further economic growth at this end of the peninsula. Two strategic employment growth sites at Long Rock have been identified by Cornwall Council²³ as well as a major housing site. *Long Rock will continue to represent one of the area's main locations for industrial related employment, due to its relatively good transport links. Further development at Long Rock also offers the opportunity improve the entrance to the conurbation."*
- 8.4 What seems to be an ever-increasing volume of traffic along the A30 trunk road has had a negative environmental impact on those settlements that straddle this vital artery. The need to ensure a steady and continuous traffic flow of high volume has meant parking restrictions, which has affected the use, accessibility and appeal of some of the properties. The impact of the proposed growth at Long Rock could have an even more deleterious long-term effect on Crowlas, Whitecross, Canon's Town and Rose-an-Grouse. For this reason, Ludgvan Parish Council has shown its concern and expressed support for a range of immediate improvements to roads in the Parish, largely in the interests of road safety and reducing congestion; as well as supporting the principle of a bypass that includes the stretch of road between St Erth and Newtown roundabouts. A by-pass would have a significant impact on future neighbourhood planning. Commitment to it would necessitate the preparation of a new Neighbourhood Plan.
- 8.5 Away from the main highway the villages and hamlets of the Parish continue to provide an attractive living environment, even though it is getting more difficult to accommodate the growth in the number of cars owned by local people and cope with the continued use of local roads by large vehicles.
- 8.6 Policies in the Neighbourhood Plan seek to protect what is special about the built environment whilst accommodating necessary growth in an appropriate and sustainable manner.

²³ Cornwall Draft Site Allocations Development Plan Document, Cornwall Council, Mar 2017
Ludgvan Neighbourhood Plan – Submission Version



Policy No. LUD5

Heritage Assets

Development proposals will be supported that conserve or enhance the character and setting of a heritage asset and, where relevant, enable the asset to be used in an appropriate manner. Proposals that affect a heritage asset or its setting must clearly demonstrate how they would conserve or enhance the asset, paying careful regard to the asset’s historical and/or architectural interest.

- 8.7 The NPPF (para. 185) says we should recognise that heritage assets are “*an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations*”. We 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*”.
- 8.8 The ‘listed’ buildings and structures in the Parish are afforded statutory protection by way of listed building consent, which is required for all works of demolition, alteration or extension to a listed building that affect its character as a building of special architectural or historic interest. They are also subject to Local Plan Policy 24, which gives great weight to the conservation of Cornwall’s heritage assets. It states: “*any harm to the significance of a designated or non-designated heritage asset must be justified*”.
- 8.9 Policy 24 of the Local Plan does recognise the significance of both designated and non-designated assets. Policy LUD5 is intended to ensure that the full range of local heritage assets are recognised and provided with some protection from inappropriate development.
- 8.10 The List of statutory-protected buildings and structures is maintained by Historic England. There are other buildings and structures in the Parish, beyond those that are statutory listed, that have a heritage value and highly regarded. As a community, we wish to ensure that these are recognised and afforded an appropriate level of protection. The Parish Council will maintain a Schedule of Local Heritage Value that provides names and details of heritage assets regarded by the community as having significant heritage value, despite not being statutorily listed. The entries on the Schedule of Local Heritage Value should be subject to Policy LUD5.
- 8.11 It is hoped that buildings and structures on the ‘Ludgvan Schedule of Local Heritage Value’ will be included on the Cornwall List of Local Heritage Assets when it is created.

The areas listed below and identified on Map 5 are designated as Local Green Spaces where development will not be supported unless it is ancillary to their existing recreation or amenity use.

1. **Play Area, Lower Quarter**
2. **Memorial Garden, Churchtown**
3. **Long Rock Playing Fields**
4. **St Paul's Amenity Garden, Churchtown**
5. **Tolverth Field**
6. **Canon's Town Park**

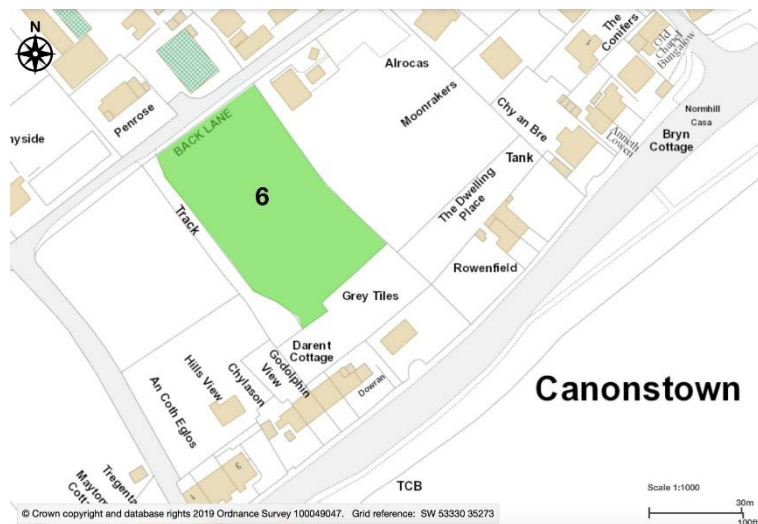
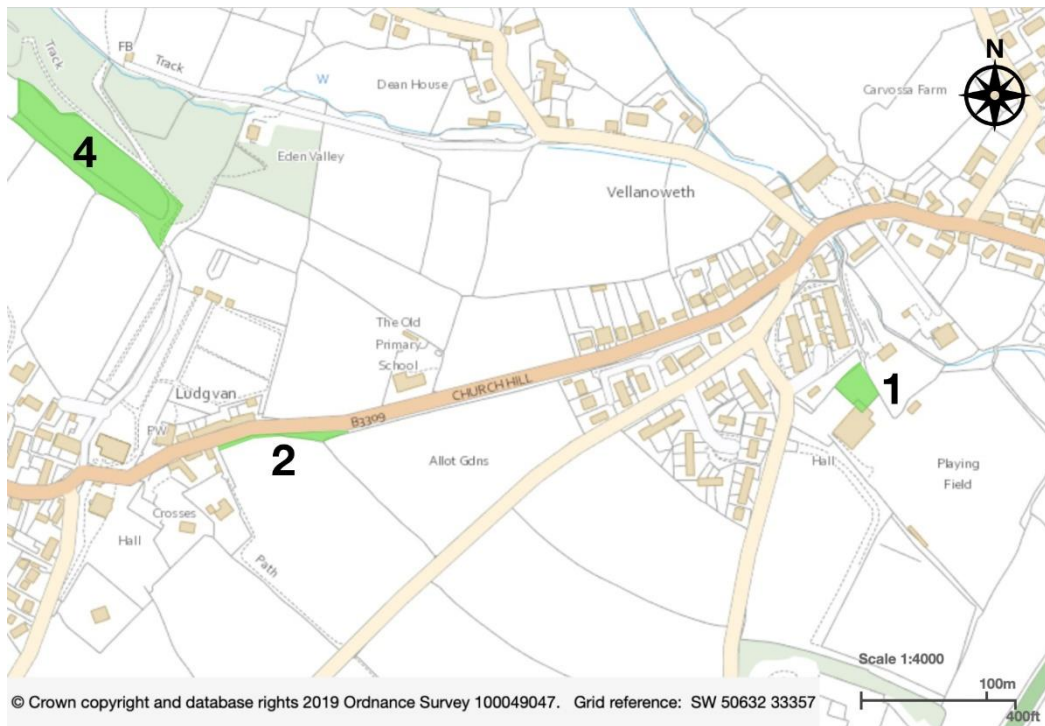
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- 8.12 A recent appraisal of local play areas, parks and amenity spaces was carried out by a task group on behalf of the Parish Council. It took a view on their role, use and value to the local community. The conclusions from this assessment are reflected in the list of local green spaces in Policy LUD6 and identified on Map 5.
- 8.13 The NPPF (para. 99) enables us to identify for special protection green areas of particular importance to the community. We are pleased to recognise that the Parish has several small green areas that contribute significantly to the appearance and character of the local area and provide for a range of informal community leisure activities of the local population, not least providing somewhere safe for young children to play, as many of them do. Ludgvan Parish Council will be exploring how to reinforce their value as part of a network of green infrastructure throughout the settlement areas.
- 8.14 The areas identified in policy LUD6 meet the criteria of the NPPF (para. 100) which enables them to be designated as 'local green space' i.e.:
- where the green space is in reasonably close proximity to the community it serves;
 - where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
 - where the green area concerned is local in character and is not an extensive tract of land.
- 8.15 Each designated site has been subject to an assessment to establish whether it meets sufficiently the criteria of the NPPF. This assessment can be viewed on the website²⁴. In summary:
- Play Area, Lower Quarter** (site 1 on map 5) is the only dedicated play area for the children of Ludgvan. It is convenient to the local housing area and provides a safe outdoor environment for young visitors to the Community Centre and Playing Fields.
- Memorial Garden, Churchtown** (site 2 on map 5) is a well-tended amenity space on the road between Lower Quarter and Churchtown that provides seating and offers a spectacular view across the Parish southwards towards Mounts Bay. It was created as a Millennium project and serves as a memorial site for the Ludgvan branch of the Royal British Legion. It includes a memorial bench dedicated to a parishioner.
- Long Rock Playing Fields** (site 3 on map 5) is a green open space, popular with young and older children, that is a convenient local facility for the adjacent housing area. It is an attractive and safe space, which is leased and run by a charitable trust.
- St Paul's Amenity Garden** at Churchtown (site 4 on map 5) is a tranquil amenity space in the 'shadow' of St Paul's Church. It is a much-loved local destination for residents. It is maintained as a series of natural habitats to encourage local flora and fauna. It includes memorial benches dedicated to parishioners.

²⁴ <http://www.ludgvan.org.uk/LGS-Assessment-Report-July-2018.pdf>

Tolverth Field (site 5 on map 5) provides a relatively tranquil amenity space, despite its proximity to the A30 and the business areas of Long Rock.

Canon's Town Park (site 6 on map 5) is an essential facility because it is the only children's play area and open green space in the immediate vicinity. It is an attractive and safe space within a housing area.

Ludgvan NP Map 5 Local Green Spaces



Housing and employment growth shall be focused within the settlement area boundaries as identified in the Ludgvan Neighbourhood Plan. Development proposals within or adjoining the boundaries defined on Maps 6a and 6b will be supported if they:

- a) are appropriate in scale and reflect the character and density of the existing settlement area;**
- b) have satisfactory road access and off-road parking can be achieved;**
- c) avoid areas of flood risk and do not increase the risk of flooding; and**
- d) do not result in significant encroachment in the countryside.**

- 8.16 The NPPF makes explicit reference to the opportunity for neighbourhood plans to promote more development than is set out in the Local Plan. Neighbourhood planning groups may decide to do this once the strategic growth of an area has been considered. The NPPF (para. 13) says that *“neighbourhood plans should shape and direct development that is outside of these strategic policies”*.
- 8.17 The scale of future development is to a large extent determined by the Local Plan. We are advised by the local planning authority that the minimum number of new dwellings required to be built in the Parish of Ludgvan during the period 2010-30 should be 37% of the strategic target for West Penwith Community Network Area. Taking completions and current commitments into account *“the Parish’s share of the remaining Local Plan target”* is 56 dwellings. This figure we are further advised should be regarded as *“the minimum requirement (your baseline Local Plan housing target) and starting point for deciding whether additional homes are required”*. Moreover, the proposed growth and development at Long Rock is not part of the equation.
- 8.18 Housing policy and targets for Ludgvan is complicated by the fact that the local planning authority regards Long Rock:
- a) as part of the Penzance and Newlyn housing area;
 - b) as having land suitable for housing development, which can contribute a significant number of new dwellings to the overall strategic targets; but
 - c) any housing development at Long Rock should not count against the dwelling target for the Parish.
- As a result, 7 hectares of land at Long Rock is allocated for the development of approximately 150 dwellings in the Site Allocation DPD²⁵ (Policy PZ-H1).
- 8.19 It is the view of Ludgvan Parish Council that the future ‘growth strategy’ for the neighbourhood area should perpetuate the long-established process of development i.e. to allow local settlements to change and grow incrementally in their own established way over time, reinforcing their own distinct character based on their role, function and sustainability.
- 8.20 To achieve this, it has been decided that defined settlement area boundaries around the main villages is the most appropriate way to guide and exercise control over future developments and provide some certainty as to where development is acceptable. In this way too, we can protect the countryside surrounding the main villages from unnecessary development and prevent unwanted ribbon development from occurring.
- 8.21 The settlement boundaries for Crowlas, Ludgvan and Long Rock are described on Maps 6a and 6b. They reflect the current built form of the settlements as represented by previous, existing and approved development. The full criteria used to define the settlement area boundaries is set out

²⁵ <https://www.cornwall.gov.uk/media/26756017/cornwall-site-allocations-dpd-cabinet-version-for-web.pdf>

in a report that can be found on the Parish website²⁶. In general, there is a presumption in favour of sustainable development within the settlement boundaries.

- 8.22 It should be noted that not all land within the settlement area boundaries has a guarantee of approval of planning permission for development. Some important community and recreation areas are regarded as being an integral part of their settlement area and therefore included within the boundary. However, they are protected from inappropriate development by policies in the Neighbourhood Plan. Some land within the settlement area boundaries is categorised as flood zone 3 and, therefore, should be subject to a sequential approach so that all possible alternative locations is sought for locating new development. Housing development in flood zone 3 is rarely considered appropriate. Any development proposal should comply with all relevant policies in the Neighbourhood Plan and the Local Plan.
- 8.23 Any land and buildings outside of the boundary lines is considered to be countryside where policy LUD1 normally applies. Any development proposal should be a well-related and logical extension of the existing settlement area, minor²⁷ in scale, in line with the guidance of the Ludgvan Design Statement and does not compromise local landscape character.
- 8.24 Within the Parish of Ludgvan there are several small villages and hamlets within the countryside (see Map 4). These small residential areas should not be fossilised. Community Consultation in 2018 made it plain that the community accepts new housing that meets an identifiable local need if it is of good design and sustainable construction, and the scale is appropriate to the location. Infill development is the preferred focus for new development.
- 8.25 In accordance with the approach to change and growth articulated in para. 8.19, policy LUD8 is supportive of small-scale development in these locations, as long as the proposed development is limited in scale and has minimal impact on the settlement and its specific character and function.

Policy No. LUD8 Development in the Countryside

Development proposals in settlement areas without a defined settlement area boundary in the development plan, will be supported if they are infill development within an existing continuous built-up frontage, or extensions to existing buildings that:

- a) are within an existing settlement's confines or well-related to the settlement;**
- b) are appropriate in scale and reflect the character and density of nearby buildings and their setting;**
- c) have satisfactory road access and adequate off-road parking provision;**
- d) do not result in significant encroachment in the countryside and**
- e) in other ways, comply with other policies in the development plan.**

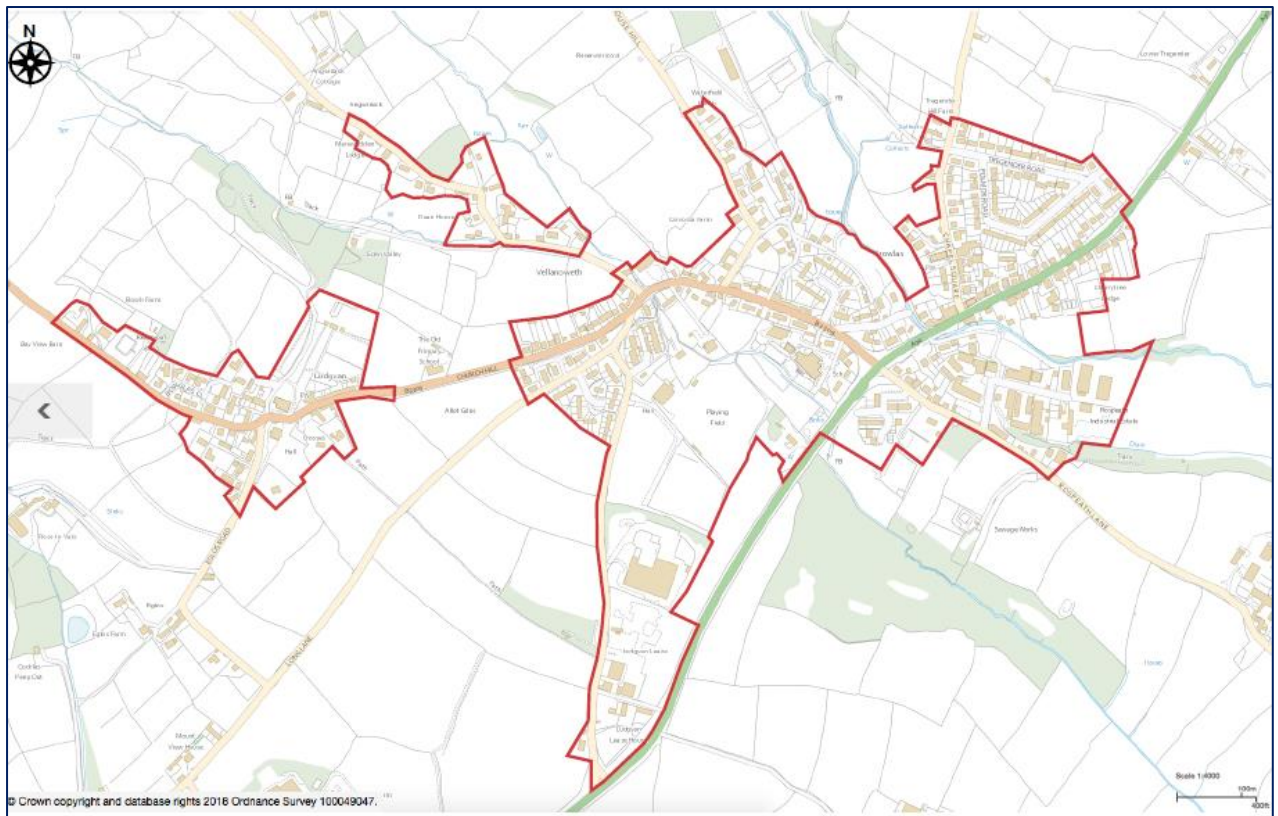
Development proposals will not be supported if they would:

- i. undermine the character, setting or identity of a settlement; or**
- ii. adversely affect areas of ecological significance; or**
- iii. result in an over-development of a site; or**
- iv. cause nuisance to neighbouring uses; or**
- v. lead to loss of publicly accessible open space.**

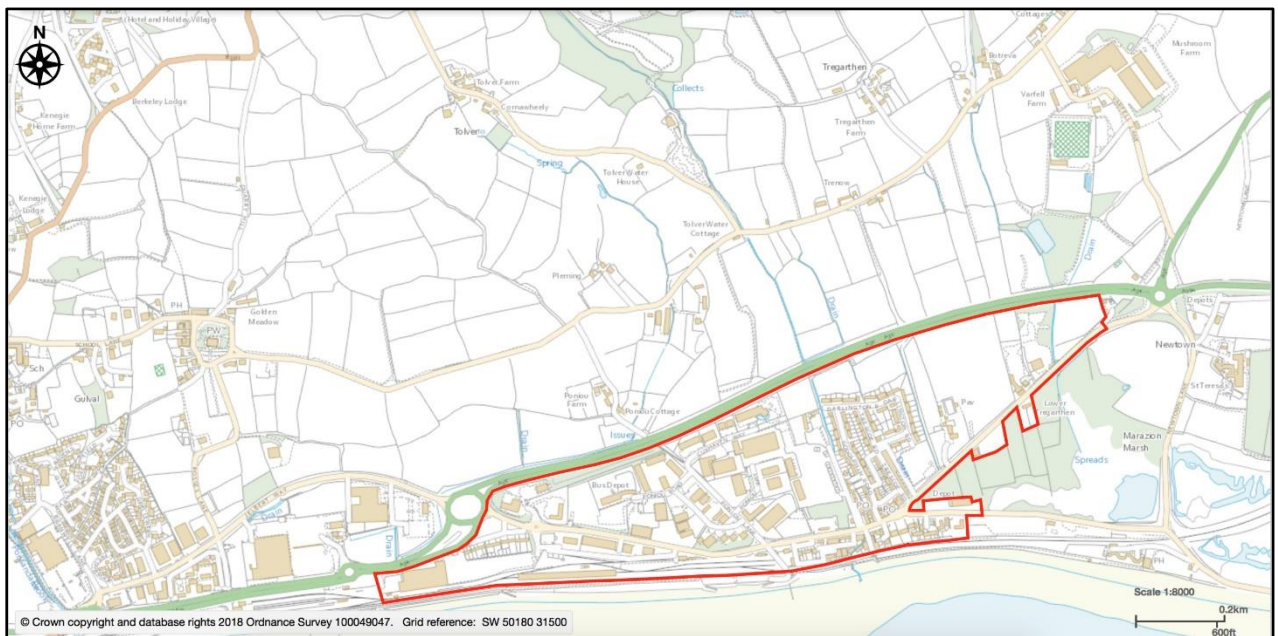
²⁶ <http://www.ludgvan.org.uk/Settlement-Boundary-Criteria.pdf>

²⁷ For dwellings, minor development is one where the number of dwellings to be constructed is between 1 and 9 inclusive. Where the number of dwellings to be constructed is not given in the application, a site area of less than 0.5 hectares should be used as the definition of a minor development. For all other uses, a minor development is one where the floor space to be built is less than 1,000 square metres or where the site area is less than 1 hectare. – MHCLG Aug 2015

Map 6a Crowlas/Ludgvan Proposed Settlement Area Boundaries



Map 6b Long Rock Proposed Settlement Area Boundary



Development will be supported where it:

- a) demonstrates a high quality of design;
 - b) respects the historic and natural assets of the surrounding area, and takes every opportunity, through design and materials, to reinforce local distinctiveness and a strong sense of place;
 - c) respects local landscape quality ensuring that views and vistas are maintained wherever possible;
 - d) will not result in unacceptable levels of light, noise, air or water pollution;
 - e) incorporates measures to encourage biodiversity, particularly wildlife habitat opportunities, in accordance with the Biodiversity Supplementary Planning Document;
 - f) takes account of the need to design out crime, disorder and anti-social behaviour; and
 - g) takes every opportunity, where practicable, viable and visually acceptable, to incorporate features that improve its environmental performance thereby reducing carbon emissions. These can include both energy efficiency measures and green energy generation.
-

- 8.26 The Parish comprises several historic villages and hamlets each with their own distinct character. It is important that this tapestry is maintained and sustained. New development should respect the character of its location. Proposals should demonstrate how the development will respect the character and function of its location and be in harmony with its surroundings and the environment. Community Consultation during 2018 highlighted a concern by the community that some recent developments, including extensions, were not appropriate in style and several had resulted in loss of privacy for their neighbours.
- 8.27 It is the intention of Ludgvan Parish Council to adopt a Parish Design Statement, which will contain a description and analysis of the distinctive features of the various settlements of Ludgvan Parish and their setting. It will offer design guidance to make sure that future development respects the distinctive visual character of its location. Once adopted the Design Statement should be an important reference document for developers.
- 8.28 Ludgvan Parish wishes to lead the way in securing a low carbon sustainable future. We expect the principles of sustainability to pervade all aspects of development. Consistent with the core principles of the NPPF, policies in the Neighbourhood Plan focus on encouraging the proper re-use of existing resources and encouraging the use of renewable resources.
- 8.29 Policy LUD9 takes its lead from the Local Plan (Policy 2, Spatial Strategy), which states that development proposals “*should assist the creation of resilient and cohesive communities by delivering renewable and low carbon energies, increasing energy efficiency and minimising resource consumption through a range of renewable and low carbon technologies*”. It advocates (for elsewhere in Cornwall) an exemplar development that provides a showcase for sustainable, greener, low carbon living. We believe that all new development should, wherever feasible, serve as an example of how we can be greener in our approach and achieve a low carbon living and working environment. Policy LUD9 requires all new development in the Parish, whether large or small, strategic or local, to achieve high standards of sustainability and provide a safe and stimulating environment for all its inhabitants.

Development proposals should, where reasonable and practicable, protect existing natural features on the site and incorporate a suitable scheme of soft landscaping, which complements local character and enhances biodiversity.

- 8.30 The NPPF (para. 91) emphasises how access to high quality open spaces and opportunities can make an important contribution to the health and well-being of communities. The local planning authority in its policy²⁸ for the strategic housing site at Long Rock requires “*at least 69.4sqm of public open space per dwelling should be provided on site, in line with the Penzance & Newlyn Green Infrastructure Strategy*”. It recognises that “*the open space should provide a high quality recreational resource for the existing and expanded Long Rock community*”.
- 8.31 Policy LUD10 applies this approach to all developments where the site’s users and the wider community would benefit from the inclusion of amenity space and public open space within the development. Such open space provision should make appropriate use of a site’s features and outlook and be of a size and layout that will add value to the community and the local environment. Species native to the Penwith area and local materials should be used whenever possible.

²⁸ Cornwall Site Allocations DPD, Cornwall Council, Mar 2017

<https://www.cornwall.gov.uk/media/26756017/cornwall-site-allocations-dpd-cabinet-version-for-web.pdf>

9. Housing

Overview

- 9.1 Around 1,500 households live in the Parish's 1,750 dwellings. The gap between the figures indicates that number of dwellings (circa 14%) are used as second homes or holiday lets. Around a fifth of the housing stock was rented in 2011. Most of them were privately rented. Almost half of the housing stock comprises detached dwellings.
- 9.2 The latest Housing Needs Survey²⁹ undertaken for Ludgvan Parish was as recent as January 2019. Around 50 households who are resident or have a "local connection" to the Parish were identified as "looking for" or "would like" affordable housing. Ludgvan is part of the wider Penzance housing market and therefore it may not be necessary that all forms of identified local housing need is met within the boundaries of the Parish.
- 9.3 The Parish is obliged to help deliver its "fair share of the Local Plan housing target". Cornwall's Neighbourhood Planning Team has computed that the contribution from Ludgvan Parish towards the Local Plan housing target from April 2017-April 2030 (as computed in November 2018) is 151 dwellings. This represents the minimum number of new dwellings that should be built during that period to help meet the strategic target. This target is subject to change throughout the plan period. The most recent guidance provided by Cornwall Council informs us that 61 dwelling were completed in the Parish between April 2010 and March 2018 and a further 74 dwellings have been committed through consent of planning applications.
- 9.4 The local obligation is made more complicated however by the fact that seven hectares of land at Long Rock, has been identified in Cornwall Council's proposed Site Allocations DPD³⁰ as a strategic development area for Penzance and Newlyn. Therefore, its development, although within the Parish, does not count against the dwelling target for the Parish. The site identified in the DPD, to the east of Long Rock alongside the Long Rock by-pass, has an estimated capacity of 150 dwellings. The 'strategic obligation' for the Parish of Ludgvan however remains, i.e. to plan for growth of at least 16 further dwellings over the next 12 years. Our preferred strategy regarding the location of development is set out in policy LUD7. The housing policies that follow complement this, and the policies in the Local Plan, to ensure that enough dwellings are built in the Parish of Ludgvan to meet our obligation towards the strategic target, and those dwellings contribute towards satisfying local housing needs to a significant extent and, in every other way, complement the existing housing stock of the Parish.

Our Neighbourhood Plan Policies and their Explanation/Justification

Policy No. LUD11

Local Housing Needs

Housing development proposals should demonstrate they meet a local need, with reference to an appropriate and up-to-date assessment of local housing need.

Major housing development proposals will be supported if they broaden the range of housing sizes and types in the area, provide affordable housing, which offers a mix of dwellings for sale and rent, and give priority to local households.

- 9.5 The current housing stock in the Parish is predominantly owner-occupied and, despite the appearance given alongside the main A30, has a greater proportion of detached dwellings than most areas. At the time of the 2011 Census, around fifth of the housing stock was rented. Most

²⁹ <http://www.ludgvan.org.uk/neighbourhood-plan-minutes/Housing-Need-Survey-Jan-2019.pdf>

³⁰ DPD = Development Plan Document

were privately rented. There were only 50 social housing units in the Parish in 2011. Successive housing needs surveys (2014 and 2019) for Ludgvan have identified an unmet demand for smaller dwellings and preference for the provision of affordable homes and older people's accommodation.

- 9.6 The extent to which any new housing development must provide a proportion of affordable dwellings is set out in the Local Plan Policy 8. It places the Parish of Ludgvan (including Long Rock) in 'value zone 4' for which the Local Plan sets a target level of affordable houses at 30%. This target *"is typically in the following tenure proportions: 70% rented homes owned or managed as affordable housing.... and 30% intermediate housing for rent or sale, provided that the homes are available at first and subsequent occupation at a price which is affordable to a typical local household"*. As regards the proposed strategic housing development at Long Rock, the DPD policy³¹ requires *"at least 25% of the dwellings should be provided as 'accessible homes', in line with Local Plan Policy 13"*.
- 9.7 The latest Housing Needs Assessment carried out for the Parish of Ludgvan, in 2019, indicated that there was a need for affordable housing schemes within the Parish to help satisfy local housing need. *"Mixed small-scale developments which met [Cornwall] Council Policy of 70% affordable rent and 30% affordable sale/shared ownership would be appropriate in the Parish; this would enable people to become more independent, prevent local people from having to remain living with friends or family or needing to move away."*³²
- 9.8 Ludgvan is a part of the wider Penzance housing area. This means that opportunities and access to affordable housing in the wider area is afforded to households in the Parish. Its proximity and the way the Long Rock area is regarded by the local planning authority also means, of course, that affordable housing built at Long Rock is available to households from the wider area. The strategic housing site at Long Rock is expected to provide 45 affordable dwellings in accordance with the Local Plan. This may not however be sufficient to satisfy the affordable housing needs of the Parish as well as the priority needs of the wider Penzance/Newlyn area. It is therefore appropriate that affordable housing, at least commensurate with that required by the Local Plan, is provided on all major³³ residential developments that take place in the Parish. Furthermore, we expect affordable housing provision to include a range of affordable housing for rent and housing that offers a subsidised route to home-ownership as defined in the NPPF (Glossary). Based on the latest assessment and the response received from community consultations we envisage a majority of new dwellings on any site being more suitable for smaller households.
- 9.9 We are pleased that households with a strong local connection to Ludgvan Parish will be eligible for consideration for affordable accommodation that might be available at the Nancledra Community Scheme³⁴, in Towednack Parish, being developed by the Cornwall Community Land Trust. We are open to similar community housing projects taking place in the Parish to maximise the proportion of affordable dwellings on a new housing development and give priority to local households. To this end the Parish Council has established an Affordable Housing Working Party.
- 9.10 The Parish Council also wishes to encourage innovative housing schemes that will help reinforce our 'clean and green' agenda. Eco-housing, or houses built in accordance with the principles of sustainable development, which use resources and technologies that capitalise on renewability, and help broaden housing options will be welcomed. Self-build schemes involving local households, registered on Cornwall Council's 'Self- and Custom-Build Register' will also be encouraged.

³¹ Cornwall Site Allocations DPD, Cornwall Council, Mar 2017

<https://www.cornwall.gov.uk/media/26756017/cornwall-site-allocations-dpd-cabinet-version-for-web.pdf>

³² <http://www.ludgvan.org.uk/neighbourhood-plan-minutes/Housing-Need-Survey-Jan-2019.pdf>

³³ Major means more than 10 dwellings

³⁴ <https://cornwallcct.org/>

New open market housing, other than replacement dwellings, will only be supported where there is a restriction to ensure its occupancy as a Principle Residence.

Where a principle residence condition is applied, sufficient guarantee must be provided of such occupancy restriction through the imposition of a planning condition or legal agreement.

New unrestricted second homes will not be supported at any time.

- 9.11 The level of second homes in the Parish is not as high as the acknowledged hotspots such as St Ives. However, according to a 2013 estimate, 3.4% (53 properties) of the Parish's 1,537 dwellings were second homes and this proportion is increasing. We are keen that the Parish should be regarded more as a place to go to, rather than a place to go through. However, in establishing and promoting it in this way, there is a real fear that, as a stunning coastal location, close to local services and easily accessible via the railway and A30 trunk road, it will be seen increasingly as an attractive option for second home purchasers, especially if the opportunities to purchase a new-build property for a second home is negated by neighbourhood plans elsewhere in the Penwith area.
- 9.12 Long Rock, a coastal settlement on the internationally known Mounts Bay, will be a focus of new housing development over the next few years. A proportion of these new dwellings being occupied for only a small part of the year, will do nothing to retain a sense of community in Long Rock and would undoubtedly threaten its appeal as a place of permanent residence. This concern is very apparent amongst residents of Long Rock, as is the potential impact of an open market approach on the affordability of dwellings for local people in housing need. It was a regularly voiced concern expressed to the Councillor for the area³⁵, whilst carrying out surveys in Long Rock during the spring of 2019.
- 9.13 Policy LUD12 applies a similar second home restriction to that being adopted by many other communities in Cornwall to ensure that the communities of the Parish of Ludgvan will remain viable, healthy and inclusive. We are not seeking to exclude 2nd home owners – they do contribute to our community and economy. However, we do feel it is necessary to limit the housing stock available to them, so we can ensure that enough properties come on-stream to accommodate those in need of a permanent home in the area.

³⁵ <http://www.ludgvan.org.uk/Long-Rock-Residents-Survey-Report.pdf>

10. Community Facilities and Services

Overview

- 10.1 Ludgvan is close enough to Penzance not to be regarded as 'deprived' or ill-served. even if parishioners must rely on facilities and services outside the local area. However, we do feel it important to protect the level of local facilities and services we currently enjoy. If possible, we would like to see further facilities being available within the boundaries to increase our overall sustainability and reduce the need to travel.
- 10.2 We are mindful of the expected growth in population because of the Local Plan's targets and the pressure that could be placed on the social as well as the physical infrastructure. We would expect the major development that is being imposed on the Parish by the Local Plan to bring with it significant community gains.
- 10.3 Community consultations have indicated how valuable and appreciated current community facilities are.

Our Neighbourhood Plan Policies and their Explanation/Justification

Policy No. LUD13	Community Facilities
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Proposals which seek to improve or extend the existing local community facilities and assets, or provide for appropriate shared use, will be supported where:

- a) there is a demonstrable need for them; and
- b) there is no significant adverse impact upon nearby residents and uses.

Proposals for new or additional services and facilities will be supported where they meet a need identified by the community concerned or by a body with statutory responsibility for a particular service providing:

- i. they do not create unacceptable noise, fumes, smell or other disturbance to neighbouring residential properties;
- ii. they do not cause traffic congestion, adverse traffic impact upon local amenity or adverse impact on traffic flow on local roads;
- iii. access and off-street parking can be satisfactorily provided without harming existing residential and other uses.

Proposals that would result in the loss of a local service or facility will be resisted unless it is demonstrated that the use is no longer viable or a replacement facility of an equivalent or better standard is provided.

- 10.4 The community facilities and spaces we have, play an important part in sustaining community life and cohesion. Facilities such as the education complex, which comprises Ludgvan County Primary School and the Oasis Childcare Centre; the Church Hall and the Methodist Chapel and the community halls, Ludgvan Community Centre and the Memorial Hall at Long Rock, are all very well used and much valued by the community. All the community spaces serve a significant function beyond leisure and recreation pursuits. Ludgvan School for instance, provides numerous after school activities, special lunch days, public concerts and charity fundraising events. The Oasis Childcare Centre hosts monthly Parish Council meetings, fundraising coffee mornings, forest school sessions, community music and dance workshops and Christmas fundraising events. In addition to their religious and social role, the Church and Chapel are available as regular community meeting and activity places and provide concerts and theatre spaces for the wider community. The Community Centre is headquarters for Ludgvan Football Club and Ludgvan Cricket Club, as well as being a crucial location for so many community activities; and with a

spacious Club Bar it is able to support social gatherings, family events, darts, pool and quiz nights and much more.

- 10.5 All of the above community venues are regarded as vital community facilities. Their continued suitability is important to our desire to remain a vibrant and sustainable community. We do recognise however that some of the facilities are getting old and do have some limitations in numbers they can accommodate and what they can be used.
- 10.6 Policy 4 of the Local Plan states that “*community facilities and village shops should, wherever possible, be retained and new ones supported*”. Policy LUD13 is more pro-active and supports development by way of alterations or extensions to existing community facilities to ensure that they can continue to provide for the community activity and services we want, so long as the development proposal conforms with other policies in the Neighbourhood Plan.
- 10.7 Policy LUD13 also guards against the loss of any of these facilities unless it is clear that they are no longer viable, or they are being replaced by something as good or better in terms of serving community needs and demands. The NPPF (para. 70) encourage us to “*guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs*”. We include the Post Office, public houses and local shops on our list of valued facilities and services that we wish to see retained and whose loss, in accordance with policy LUD13, will be resisted.
- 10.8 Our sustainability as a community would be much enhanced by the availability and delivery of local services, not least because it would reduce the need to travel distances by motor vehicle. At present parishioners have to add to the traffic travelling to Penzance for most health services, for instance.
- 10.9 The NPPF (para. 92) encourages us to plan positively for the provision and use of shared space, community facilities. Policy LUD13 is supportive in principle of the provision of new multi-purpose community facilities that meet a local need and help us remain a healthy and inclusive community.

Policy No. LUD14 Recreation and Sports Areas

The following sports and recreation facilities and pitches (shown on map 7) will be safeguarded for their existing use:

- A. Ludgvan Playing Fields**
- B. Ludgvan Football Pitch**

Proposals which result in a loss of these recreation and sports facilities and pitches and/or their capacity will only be supported where:

- i. an assessment has been undertaken which clearly shows that facilities are surplus to local and strategic need and demand; or**
- ii. the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location and demonstrate community benefit, where possible; or**
- iii. the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.**

Proposals which replace existing facilities and pitches should demonstrate that they benefit the community and there is secured community access, where possible.

- 10.10 The NPPF (para. 97) makes it plain that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless they are proven to be surplus to requirements or they are being replaced by something bigger and/or better.

- 10.11 Ludgvan Parish has few areas that offer opportunity for organised sport and recreation and is likely to be assessed as under-provided particularly when the strategic housing development takes place at Long Rock. Community Consultation in 2018 provided a clear indication that current sports and recreation facilities should be looked after and there is support for the provision of additional facilities.
- 10.12 The focus of sporting activity and organised recreation is an area of open space adjacent to residential areas of Ludgvan Lower Quarter, which comprises Ludgvan Playing Fields and the adjoining Ludgvan Football Pitch (see Map 7). They are considered an integral part of the settlement area and have been included within the settlement area boundary (as delineated on map 6A). They are not, however, sites that should be considered available for development.
- 10.13 Policy LUD14 puts protection in place for these important areas of sporting and other recreational activities. Not only are we intent on protecting them from loss of area or facilities as a result of development, we are supportive of improvements and additional facilities that help meet needs, achieve acceptable standards of provision and serve to encourage increased participation.
- 10.14 **Ludgvan Playing Fields** is a large, flat open space which is a convenient, local facility for nearby housing. An attractive and safe space, it provides outdoor space for the Primary School and Children Centre, who organise and participate in a wide range of weekly sporting events, annual sports day, summer activities and community fun days. The space is also regularly used by Ludgvan Cricket Club (senior and youth) and Ludgvan Football Club.
- 10.15 **Ludgvan Football Pitch** is regarded as a community sports facility. It is a large open space which provides for junior football activities and matches across a wide age range of children, on a weekly basis. It is important because this makes provision for children which is not available elsewhere within the Parish.

Ludgvan NP Map 7 Recreation Areas



The provision of new or improved recreational and sports facilities will be permitted in or on the edge of settlements provided that:

- a) **the scale of the facility is related to the needs of the area; and**
- b) **there is safe and convenient access for potential users.**

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- 10.16 The provision of sufficient community infrastructure that encourages healthy leisure and recreation activities to meet the growing and changing needs of the population is an important aspect of the community's agenda. The NPPF (para. 96) recognises that "*access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities*".
- 10.17 The Parish Council will work closely with the local planning authority and other appropriate bodies to maintain a robust and up-to-date assessment of the local needs for open space, sports and recreation facilities and opportunities for new provision taking into account the latest levels and standards of provision.
- 10.18 Policy LUD15 supports development proposals to provide additional outdoor sports and recreational facilities, should the need be identified. We expect the local community to be involved in the detailed planning of sports facilities, which should be informed by the design guidance on offer from Sport England to ensure they are fit for purpose.

The use of redundant land for community allotments, orchards and composting initiatives in, adjoining, or in reasonable proximity to the existing settlements will be considered favourably. Proposals that would result in the loss of all or part of existing allotment land will not be supported unless alternative and/or equivalent allotment land is provided elsewhere.

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- 10.19 Ludgvan Parish Council supports the further provision of allotments, community orchards and composting as part of planning to "*promote social interaction*" and "*enable and support healthy lifestyles*" (NPPF paras. 91).
- 10.20 There are currently 60 allotment plots in the Parish on two sites. The larger site is located at Church Hill, Ludgvan. The site has 49 plots. The allotment site at Long Rock is a much smaller, but no less important, community asset with 11 plots. Both sites have the benefit of a mains water supply. There is a waiting list (mid-2018) for plots at both locations. In 2017 the Parish Council introduced a policy of splitting some plots to encourage more users and cope with demand.
- 10.21 Policy LUD16 relates not just to the provision of allotments but to other forms of community horticulture and supports the Parish Council's policy of not just meeting the local demand for allotments, but also encouraging more community-based horticulture and recycling activity. This starts with the availability of sites and, we believe that redundant land should be a focus for such activity.
- 10.22 Opportunities to provide more allotments, community orchards and community composting sites and encourage more local food growing should also be realised as a direct result of larger new developments, if the demand is there.

- 1. Development to provide a super-fast communication infrastructure to serve the Parish will be supported where it is sensitively sited and sympathetically designed.**
 - 2. All new residential, educational and business premises development should endeavour to make adequate provision for high speed broadband and other communication networks.**
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- 10.23 The NPPF (para. 112) wants to see plans *“support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broadband connections”*.
- 10.24 We want the whole of the Parish of Ludgvan to be as well connected as it can possibly be and be able to take full advantage of future improved technology. We want businesses, schools and households to have access to the latest and best communication technology. We want to remove as many barriers to this as we can. We endorse the Government’s expressed view that access to superfast broadband should be a right, absolutely fundamental to life in 21st century Britain, and regarded as an essential service just like gas, electricity and water to all.
- 10.25 Policy LUD17 supports development proposals that ensure we are as well served as any other part of the UK. We think that this can be done and should be done without causing damage to the landscape character of the area.

11. Transport and Travel

Overview

- 11.1 Ludgvan is beset by traffic problems. Transport and travel was the number one priority identified by parishioners in the initial consultation questionnaire and remains high.
- 11.2 The Parish is dominated in several ways by the A30 trunk road. It provides the main routes in and out of the Parish. It brings many thousands of visitors through the Parish, which regularly causes congestion locally and over the wider road network, makes junctions and road crossing on foot hazardous, and causes significant environmental problems. The problems and issues are considered so severe and detrimental to quality of life by many, that a campaign for a Crowlas by-pass has persisted for several years.
- 11.3 Traffic volume and speed is a major problem on Church Hill and through Ludgvan Lower Quarter. The lack of sufficient parking space and on-road parking causing congestion and safety issues is experienced daily in several locations. Heavy goods vehicles causing nuisance and damage to the historic built environment is an often-voiced complaint.
- 11.4 Parishioners contribute to problems. Approaching half of all the area's households now own two or more cars. Whilst only around 10% do not have daily use of a car.
- 11.5 The Parish is relatively well served by public transport. Being on a major arterial route does have some advantages. There are several bus stops and bus services, although they do add to the overall volume and level of congestion. The frequency and limited hours of local bus services is a source of frustration for many. It discourages parishioners from using a more sustainable travel option on a regular basis.
- 11.6 The Parish is traversed by the railway line to and from Penzance, which runs parallel to the A30 and relatively close in places. The closest station serving the Parish is at St Erth, which is on the mainline between Penzance and Plymouth and at the start of the St Ives branch line. Trains to Penzance, St Ives, Plymouth and beyond stop there daily.
- 11.7 The Parish is well provided with footpaths and bridleways. However, walking on or alongside the roads of the Parish is not easy or comfortable in many places and the road network is considered hazardous for cycling by many.
- 11.8 The focus of the Neighbourhood Plan are those traffic issues and transport opportunities that can be addressed at the neighbourhood planning level. The policies that follow are aimed at facilitating change in the interests of road safety and reducing carbon emissions. They should encourage local people to choose to travel by car less often, although this will not be an easy choice whilst a trunk road continues to carve a route right through our neighbourhoods.
- 11.9 Ludgvan Parish Council resolved in 2017 to make the delivery of 'Route Study improvements'³⁶ its priority in respect of roads in the Parish; and to support the principle of a bypass that includes the stretch of road between St Erth and Newtown roundabouts. We will continue to work with the highway authorities to achieve acceptable solutions in the medium and long-term. We must reduce the adverse impact of the current transport infrastructure and make local travel a more sustainable, safe and enjoyable activity.

³⁶<http://www.ludgvan.org.uk/Agenda-Roads-Aug-2017.pdf>

Policy No. LUD18 Traffic Management

Where appropriate, development proposals in connection with traffic management measures that reduce the impact of traffic in residential areas and improve highway safety will be supported.

Development proposals that generate a significant amount of traffic movement must be accompanied by evidence that sets out the transport issues relating to the development and how they will be mitigated.

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- 11.10 In the interest of giving priority to pedestrian and cycle movements and creating safe and secure layouts, policy LUD18 offers support to development-related specifically to the introduction of traffic management measures that are sympathetically designed and have the support of the community. Traffic management is a matter that causes much debate and potential traffic management measures are several. We expect any development proposal that affects a long-term change in traffic behaviour to be the subject of a full consultation with the community.
- 11.11 Consultation has identified several locations where effective traffic management could create a safer environment for all road users. Lower Quarter is particularly busy from general traffic, going past a school and nursery. Ludgvan Leaze on the A30, is a dangerous turning with almost the same number of recorded accidents as at the Crowlas Crossroads. Traffic safety concerns are made worse by the heavy vehicle traffic generated by the Quarry, which regularly traverses Churchtown, despite the wishes of the residents of the village, on its way to and from the A30. Development proposals should demonstrate that they will not make the situation worse at these and other critical locations.

Policy No. LUD19 Parking

Off-road parking provision should be provided for new developments in accordance with Cornwall Council's parking standards.

Where development (including extension) of existing dwellings will occupy existing parking space(s) and/or reduce the number of off-road parking spaces available to accommodate vehicles used by residents of the dwelling, proposals will need to demonstrate that there is adequate alternative parking provision to serve the dwelling, so that road and pedestrian safety will not be compromised.

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- 11.12 Around half of the area's households now own two or more cars. Off-road parking space is a scarce commodity in much of the Parish. Consequently, many of the roads and lanes are lined with parked cars day and night. Too often this impedes the free-flow of road traffic, causing congestion and constituting a safety hazard to road users, especially where there is a lack of pavements. The problem is particularly severe at Ludgvan Lower Quarter, where a combination of narrow roads, busy community facilities and commercial businesses, and a lack of off-road parking opportunities, often results in haphazard and careless parking which endangers road safety. The narrow streets of residential Long Rock are over-burdened with parked cars at all times of the day. Community Consultation in 2018 indicated that there is considerable concern about the impact of the continued growth in car ownership on residential areas.
- 11.13 New development should not add to this problem. Policy LUD19 requires sufficient off-road parking space to be included in any new development proposals commensurate with the type of development and the likely number of user-vehicles that need to be accommodated, so as not to add to the on-road parking problem in the locality. Development proposals should be based upon

the latest car parking arrangements and good practice guidelines offered by Cornwall Council³⁷. Off-road parking space is a precious commodity in many parts of the Parish. Policy LUD19 seeks to ensure that development which would result in the loss of existing off-road parking space in residential areas is not likely to result in further congestion and add to the safety hazard of the local roads.

Policy No. LUD20 Electric Charging Outlets

The provision of electric vehicle charging outlets in suitable locations will be supported.

- 11.14 The Government has decided to ban the sale of new diesel and petrol cars by 2040, as part of its efforts to tackle air pollution. The growth of electric vehicles will likely accelerate as technology allows them to travel greater distances on a full charge. We are expecting that more and more of Cornwall's visitors' cars will be electric in the years ahead.
- 11.15 As Ludgvan is near the end of a significant and lengthy tourist artery it seems logical and sensible to ensure that we provide adequate vehicle re-charging facilities alongside other tourist/visitor services. In accordance with the NPPF (para. 105), policy LUD20 supports the provision of electric vehicle charging outlets in suitable locations, that can be accessed by visitors and residents alike without causing nuisance to adjoining uses and adding to any existing traffic/parking problem in the locality.
- 11.16 We expect electric-charging points to be considered as an essential and integral part of all new developments.

Policy No. LUD21 Walking and Cycle Routes

Proposals to improve and extend existing walking and cycle routes and link them to the wider network will be supported.

- 11.17 We are encouraged to give priority to pedestrian and cycle movements by the NPPF (para. 108). The only practical way to do this is to create a network of car-free routes that connect and make travel easier and safer between settlements and other key locations in and around the Parish. Shared pedestrian and cycling routes that are accessible and suitable for mobility vehicles are preferred.
- 11.18 The development of the St Erth Multi-Modal Transport Hub provides a real incentive to improve and extend the network of cycle routes in the Parish. Our own surveys and consultation have identified several routes that could serve as alternatives to car travel if they were made easier to take on foot or by bicycle.
- 11.19 Using the lanes and bridleways there is the potential to establish an unbroken route from St Erth station to the north coast.

³⁷ <http://www.cornwall.gov.uk/media/3627939/Travel-plan-guidance-proof9-2-.pdf>

Development proposals specifically intended to maintain and enhance existing public transport provision within the area will be supported.

- 11.20 As a community we recognise that we should be reducing the use and impact of private motor cars. For many however the motor car is considered essential, especially because education and health facilities are located outside the Parish.
- 11.21 The NPPF (para. 84) says plans should “*exploit opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport)*”. Regarding supporting and encouraging greater use of public transport, there are limits to what can be done in a land use plan. The Parish Council continues to take a keen interest in ways to promote sustainable transport options such as: integrated fares and timetables for all public transport in the County; an upgrade to bus shelters along the A30 in the Parish; and the St Erth Multi-Modal Transport Hub and its potential value to the parishioners of Ludgvan.

12. Business and Jobs

Overview

- 12.1 The local economy remains predominantly mixed agricultural in nature although, with two busy industrial estates within the parish boundary, the non-agricultural sector also plays an important role in the business life of the Parish. ONS³⁸ data shows that ‘agricultural’ is the largest business sector in terms of the number of businesses, although most of these are small in terms of the numbers of persons they employ. The largest employers in the area are primarily in the retail/wholesale sector, based on the Long Rock trading estates.
- 12.2 Unemployment is not a major problem but there are local issues with under-employment, seasonal work and relatively low wage levels. The average weekly household income is significantly below the national average, in an area where housing and living costs are generally high.
- 12.3 Because of the location of the Parish close to Penzance, sites in the area alongside the A30 are regarded favourably by the Local Plan for business development purposes. It is to be hoped that as this growth in employment opportunities takes place, parishioners will benefit from access to better, more rewarding jobs. Three major growth sites are identified as strategic development sites in the Site Allocations DPD.
- 12.4 The Local Plan regards Long Rock as the major opportunity in the West Penwith area for industrial-related growth. *“Long Rock will continue to represent one of the area’s main locations for industrial related employment, due to its relatively good transport links. Further development at Long Rock also offers the opportunity improve the entrance to the conurbation.”*³⁹ Two areas at Long Rock have been identified by Cornwall Council as important to accommodate economic growth. The former Cattle Market site (PZ-E1) is regarded as *“an existing strategically important employment site, so is safeguarded in line with Policy 5 of the Cornwall Local Plan”*. The other site at Long Rock (PZ-E4), according to the DPD *“should deliver approximately 9,400sqm of employment space (B1, B2, B8)... and offers the opportunity to deliver high quality office or light industrial units in a prominent, highly accessible location; in doing so providing a positive contribution to the approach to the conurbation”*.
- 12.5 A third strategic site, at St Erth (H-E2), of almost six hectares is allocated in the DPD for B1, B2, B8 employment uses. The DPD recognises that *“Ludgvan Parish are preparing a Neighbourhood Plan which should also be referred to”* when development proposals for these strategic sites are being prepared. The Neighbourhood Plan recognises that an opportunity has been made available by the DPD to ensure that the impact of new employment sites is beneficial to the Parish and its inhabitants.
- 12.6 The inevitability of major new developments taking place on the perimeter of the Parish should not distract us from the need to promote improvements to existing business areas within the area and to stimulate enterprise and sustainable business development that serves the needs and demands of the Parish.

³⁸ ONS = Office of National Statistics

³⁹ Cornwall Draft Site Allocations Development Plan Document, Cornwall Council, Mar 2017

Policy No. LUD23 Business Development

The following types of business/commercial development will usually be supported:

- a) the small-scale expansion of existing employment premises;**
- b) new-build development on land allocated for employment use in the development plan document or within the business park areas listed below (defined on Map 8):**
 - A. Long Rock Business/Commercial Zone**
 - B. Ludgvan Leaze, Crowlas**
 - C. Rospeath Lane, Crowlas**
 - D. Varfell Farm Complex, Varfell**
- c) the re-use of redundant buildings; and**
- d) within residential developments, the provision of some ‘live/work’ homes, designed to facilitate home working.**

All business/commercial development should:

- i. respect the character of its surroundings by way of its scale and design;**
- ii. not have an unacceptable impact on the surrounding landscape and setting; and**
- iii. safeguard residential amenity and road safety.**

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- 12.7 The NPPF (para.83) is strong in its support for economic growth in rural areas. It states that we should enable *“the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings”*.
- 12.8 For a rural Parish, Ludgvan does have a significant area of business and commercial activity. The Long Rock area, in particular, is a ‘hive’ of activity with a range of businesses, many nationally-known, serving the demands of Penzance and West Penwith. The Long Rock area will continue to be a focus for commercial activity. Sites at Long Rock have been allocated in the Site Allocations DPD that can provide major employment and commercial opportunities that will help support and sustain the economy of the Penzance-Newlyn area⁴⁰. A site at the other end of the Parish, adjoining the parish boundary of St Erth, has also been allocated as a strategic development site that can help broaden and strengthen the economic base of the Hayle-St Ives area.
- 12.9 In accepting that areas of the Parish have a strategic role to play, it is reasonable to establish some limitations, so as to safeguard the living environment especially for those that currently live in the village of Long Rock or in the extended residential area that has been identified for development in the Site Allocations DPD. It should be appreciated too that the Long Rock Business and Commercial Zone is located very close to highly sensitive ecological areas and coastline. We share the view, expressed in the Site Allocations DPD, that the setting of the Mounts Bay area is something to *“celebrate”*. This special landscape should not be ruined by insensitive or inappropriate development. Adequate mitigation of the impact of major business and commercial development on both the living and natural environment should be a key part of development proposals at Long Rock.
- 12.10 Policy LUD23 supports the growth of existing businesses and development within established business areas or strategic employment areas allocated in the development plan document, if it is contained within the boundaries shown on Map 8 and does not cause any unacceptable nuisance or harm to its setting or nearby land users. Similar constraints should apply to business and commercial development elsewhere in the Parish.
- 12.11 In support of local enterprise and the delivery of local services, policy LUD23 is supportive of the conversion of redundant buildings for business or commercial activity, as long as the

⁴⁰ which includes the communities of Penzance, Newlyn, Heamoor, Gulval and Long Rock

development and resultant business activity does not have a significant negative impact on the amenity and character of the surrounding area.

- 12.12 The support offered by policy LUD23 for the re-use of small redundant premises and the provision of live/work units within new developments is aimed at stimulating local enterprise and furthering the growth of creative industry within the area, to take advantage of the stimulating environment of the Parish, expand the local creative sector and serve the tourist market.

Ludgvan NP Map 8 Business Parks



Development proposals that result in the loss of existing employment or business space, will only be supported if:

- i. the commercial premises or land in question has not been in use for at least 12 months; and**
 - ii. it can be demonstrated, following an active and realistic twelve-month marketing period, that there is no demand or potential for either re-occupation or redevelopment for employment generating uses**
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- 12.13 Ludgvan Parish should not become a dormitory area. Neither should jobs and enterprise in the area be focussed solely on serving the demands of the Penzance/Newlyn area. Our support enterprise and economic activity is promulgated on the basis that local enterprise providing access to local jobs and local services is an essential element of a sustainable community. The loss of spaces which accommodate local businesses and services that are an integral part of our community is something we wish to avoid.
- 12.14 Policy LUD24 is aimed at protecting existing employment and business spaces from loss, unless it is clear following a reasonable period of active marketing, that there is no reasonable prospect of a site or premises being used further for business or employment-related purpose. Policy LUD24 sets a minimum period of one year for an alternative business/employment use to come forward. This ensures that those businesses that may be influenced by seasonality have an opportunity to get started and established at the right time of year.
- 12.15 In cases where there is no reasonable prospect of a site being used for its permitted uses, development proposals for alternative uses of land or buildings should be treated on their merits, having regard to market signals and the relative impact of different land uses on the sustainability of the local community. On the larger employment areas, the strategic implications of a permanent change of use i.e. the long-term impact on the wider area and economy, should also be taken into account.

13. Monitoring the Neighbourhood Plan

- 13.1 There is no statutory requirement for the impact of the Neighbourhood Plan and its policies to be monitored.
- 13.2 Ludgvan Parish Council will monitor the impact of policies on change in the neighbourhood area by considering the effectiveness of the policies in the planning application decision-making process. We will do this by referring to this Plan when reviewing planning applications. We will keep a record of the application, any applicable policies, and comment from the Parish Council together with the eventual outcome of the application.
- 13.3 A full or partial review of this Plan may be triggered by changes to legislation, changes to national or county-wide planning policies, decisions on major infrastructure projects, or other significant planning issues being raised by the local community which cannot be dealt with effectively by a combination of national, county and/or existing neighbourhood plan policies. Five years from the date the Plan is made, we will consider the need and value of undertaking some form of Review.

14. Glossary

The following terms may be used in the Ludgvan Neighbourhood Plan:

Affordable Housing - Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.

Ancient Woodland – a woodland which has existed since the year 1600 or earlier.

Bridleways - are footpaths, but additionally users are permitted to ride or lead a horse, or ride bicycles. Horse drawn vehicles are not allowed. Cyclists must give way to pedestrians and horse-riders. Motorcycling is not allowed.

Biodiversity - is the term used to describe the whole variety of life on Earth. It includes not only all species of plants and animals, but also the complex ecosystems they live within. It ranges from species and habitats which are considered commonplace to those considered critically endangered.

Coastal Change Management Area - an area identified in development plans as likely to be affected by coastal change (physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion).

County Geological Site - sometimes also called a Regionally Important Geological Site (RIGS) County Geological Site. The geological or geomorphological equivalent of a CWS. They are non-statutory and identified by a group of experts.

County Wildlife Site (CWS) - an area of significance for its wildlife in at least a county context i.e. it may be of county, regional or even national importance.

Curtilage - The area normally within the boundaries of a property surrounding the main building and used in connection with it.

Economically Active - Persons in work or actively seeking work.

Farm Diversification - activities undertaken on surplus land to support farming incomes, including, for example, forestry, leisure and tourism.

Flood Risk Assessment - An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

Flood Zones - have been created by the Environment Agency to be used within the planning process as a starting point in determining how likely somewhere is to flood. A flood zone is predominantly a planning tool and doesn't necessarily mean somewhere will or will not flood.

General Permitted Development Order (GPDO) - The Town and Country Planning GPDO 1995 provides permitted development rights for a specified range of development, meaning that those activities do not require an application for planning permission. However, agricultural buildings and certain telecommunications equipment covered by permitted development rights are also subject to a prior approval procedure.

Habitats Regulations Assessment (HRA) - A HRA tests the impacts of a proposal on nature conservation sites of European importance and is a requirement under EU legislation for land use plans and projects.

Landscape Character Area (LCA) - Single unique areas that are the discrete geographical area of a specific landscape type.

Listed Buildings - Buildings which have been recognised by Historic England (formerly English Heritage) as having special architectural or historic interest.

Local Green Space - Green areas of particular importance to local communities, which meet the criteria of the NPPF (para. 100), designated as 'local green space' to provide special protection against development.

Local Plan - A portfolio or folder of documents (Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs), setting out the planning strategy for a local planning authority area.

Local Planning Authority - The public body whose duty it is to carry out specific planning functions for a specific area. All references to local planning authority apply in this Plan to Cornwall Council

Master Plan – A plan for the overall land use of a specific area. A master plan allocates land area for different functions such as housing, industry or retail.

NPPF - The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of communities.

Neighbourhood Plan - A plan prepared by a town or parish council or a neighbourhood forum for a specific neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

PPG - The Planning Practice Guidance is a web-based resource which brings together planning guidance on various topics into one place. It was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning.

Permissive Paths - It is possible for landowners to allow access over their land without dedicating a right of way. These accesses are called permissive paths. To the user, they are often indistinguishable from normal highways, but there are some important differences:

- A permissive path must have some sign or similar indication that it is not intended to be a right of way
- The landowner can close off or divert the path if they wish to do so, without any legal process being involved
- The landowner can make restrictions which would not normally apply to highways, for example to allow horse riding but not cycling, or the other way around

Public Open Space (POS) - land provided in urban or rural areas for public recreation, though not necessarily publicly owned.

Public Right of Way - is a highway over which the public have a right of access along the route.

Qualifying Body - Either a parish/town council or neighbourhood forum, which can initiate the process of neighbourhood planning.

Ramsar sites - wetland sites of international importance.

Recycling - the recovery of reusable materials from waste.

Section 106 - The section of the Town and Country Planning Act 1990 that provided for the creation of planning obligations, now replaced by Section 46 of the 2004 Act. Section 106 agreements allow local authorities to ensure that developers provide the infrastructure needed to support new developments. Often referred to as "planning gain".

Sequential Approach/Testing - A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites

Shoreline Management Plan - a plan providing a large-scale assessment of the risk to people and to the developed, historic and natural environment associated with coastal processes.

Sites of Special Scientific Interest (SSSI) - Sites providing statutory protection for the best examples of the UK's flora, fauna, or geological or physiographical features. These sites are also used to underpin other national and international nature conservation designations.

Special Area of Conservation (SAC) - Protected sites designated under the EC Habitats Directive. Article 3 of the Habitats Directive requires the establishment of a European network of important high-quality conservation sites that will make a significant contribution to conserving the 189 habitat types and 788 species identified in Annexes I and II of the Directive (as amended).

Special Protection Area (SPA) - Sites providing statutory protection for a number of rare, threatened or vulnerable bird species and also for regularly occurring migratory species.
Statutory - required by law (statute), usually through an Act of Parliament.

Strategic Environmental Assessment (SEA) - A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

SUDS - A solution which manages surface and groundwater sustainably by mimicking natural drainage regimes and avoiding the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. SUDS aim to reduce surface water flooding, improve water quality and enhance the amenity and biodiversity value of the environment.

Supplementary Planning Document (SPD) - Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

Sustainable Development - environmentally responsible development, commonly defined as development which meets the needs of the present without compromising the ability of future generations to meet their own needs.

Transport Hub - a place where passengers and cargo are able to switch between vehicles or between modes of transport.

Use Classes - The Town and Country Planning (Use Classes) Order 1987 put uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.

Village Design Statement – is a document that identifies and defines the distinctive characteristics of a locality and provides design guidance to influence its future development and improve the physical qualities of the area.

Wildlife Corridor - a continuous area facilitating the movement of wildlife through rural or urban environments