

# **Sustainability Appraisal of Cornwall AONB Management Plan**

**Prepared for Cornwall AONB Partnership  
by  
Land Use Consultants**

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# 1 INTRODUCTION

## OVERVIEW OF SUSTAINABILITY APPRAISAL AND THE SEA DIRECTIVE

- 1.1 Strategic Environmental Assessment (SEA) is a statutory assessment process under the Environmental Assessment of Plans and Programmes Regulations (the SEA Regulations, Statutory Instrument 2004, No 1633) which provide the legislative mechanism for transposing European Directive 2001/42/EC ‘on the assessment of the effects of certain plans and programmes on the environment’ the (SEA Directive). The SEA Directive and Regulations require formal strategic environmental assessment of plans and programmes which are likely to have significant effects (positive or negative) on the environment. Annex II(2) of the SEA Directive sets out the criteria for determining significant effects and includes “effects on areas or landscapes which have a recognised national, community or international protection status.” Natural England guidance<sup>1</sup> confirms that Management Plans for Areas of Outstanding Natural Beauty (AONBs) fall under the SEA Regulations and therefore a SEA is required for new, reviewed and ‘re-issued’ plans.
- 1.2 The purpose of Sustainability Appraisal (SA) is to integrate environmental, social and economic sustainability issues into the plan preparation process. Under the Planning and Compulsory Purchase Act 2004, SA is mandatory for Regional Spatial Strategies (RSSs), Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). Although not mandatory for AONB Management Plans, SA and SEA follow very similar methodologies and it is possible to combine them without losing the essence of either. The AONB Management Plan has been subject to SA in addition to SEA to help ensure that the plan preparation process improves the contribution that the plan makes to the achievement of sustainable development. For the remainder of this report ‘SA’ will refer to the combined SA and SEA process.
- 1.3 As the focus of the AONB Management Plan Review is on conserving and enhancing the environment, the SA will largely act as a means of confirming the positive nature of planned interventions. It also provides the opportunity for the plan-making authority to ensure that all positive sustainability outcomes are considered and maximised where possible, right across the spectrum of environmental issues. Adverse effects may potentially arise as a result of planned interventions that potentially have a positive effect on other aspects of the environment. Where potential adverse effects are predicted, the SA’s role is to ensure that their existence is highlighted to the plan-making authority and other stakeholders and to propose measures for avoiding and mitigating them.

### WHAT IS SUSTAINABILITY APPRAISAL?

SA is a process through which the sustainability implications of a plan or programme, generally prepared by a public authority, are assessed. The SA process aims to test the overall plan, and each policy it contains, against the sustainability objectives which have been agreed for this purpose. The plan then can be altered, if

<sup>1</sup> Guidance to English AONB Partnerships and Boards on Strategic Environmental Assessment (SEA) of AONB Management Plans (Natural England, January 2008).

appropriate, to maximise its benefits and minimise its adverse effects. SAs are intended to help planning authorities work towards achieving sustainable development in line with the five principles set out in the UK Sustainable Development Strategy:

**Living Within Environmental Limits**

Respecting the limits of the planet’s environment, resources and biodiversity – to improve our environment and ensure that the natural resources needed for life are unimpaired and remain so for future generations.

**Ensuring a Strong, Healthy and Just Society**

Meeting the diverse needs of all people in existing and future communities, promoting personal wellbeing, social cohesion and inclusion, and creating equal opportunity for all.

**Achieving a Sustainable Economy**

Building a strong, stable and sustainable economy which provides prosperity and opportunities for all, and in which environmental and social costs fall on those who impose them (polluter pays), and efficient resource use is incentivised.

**Promoting Good Governance**

Actively promoting effective, participative systems of governance in all levels of society – engaging people’s creativity, energy, and diversity.

**Using Sound Science Responsibly**

Ensuring policy is developed and implemented on the basis of strong scientific evidence, whilst taking into account scientific uncertainty (through the precautionary principle) as well as public attitudes and values.

## OBJECTIVES AND STRUCTURE OF THE SA REPORT

- 1.4 This report constitutes the SA Report for the Cornwall AONB Management Plan 2011-2016. It has been produced alongside the emerging Management Plan and is being published for consultation at the same time as the consultation draft to provide the public and statutory bodies with an opportunity to express their opinions on the SA Report and to use it as a reference point in commenting on the Management Plan.
- 1.5 The report sets out the findings to date of the SA of the Management Plan. In doing this, account has been taken of previous work described in the SA Scoping Report<sup>2</sup>.
- 1.6 The SA Report is based on an assessment of the ‘Final draft for Public Consultation’ version of the Management Plan dated 2 August 2010.
- 1.7 This report takes account of the aims and requirements of SA and of the SEA Directive. **Table I.1** provides a summary of the requirements of the SEA Directive and identifies the relevant sections of the SA Report that address these requirements.

### Table I.1 Summary of the requirements of the SEA Directive<sup>3</sup>

<sup>2</sup> Cornwall AONB Management Plan Review SA Draft Scoping Report (Land Use Consultants, 2010).

<sup>3</sup> Derived from Figure I2 of SA Guidance (ODPM, 2005).

| Requirements   | Where covered in SA Report  |
|--|---|
| <p><b>Preparation of an environmental report</b> in which the likely significant effects on the environment of implementing the plan, and reasonable alternatives taking into account the objectives and geographical scope of the plan, are identified, described and evaluated. The information to be given is:</p>  |   |
| <ul style="list-style-type: none"> <li>An outline of the contents, main objectives of the plan or programme, and relationship with other relevant plans and programmes;</li> </ul>   | Sections 1 and 4  |
| <ul style="list-style-type: none"> <li>The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme;</li> </ul>   | Section 4   |
| <ul style="list-style-type: none"> <li>The environmental characteristics of areas likely to be significantly affected</li> </ul>   | Section 4   |
| <ul style="list-style-type: none"> <li>Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC;</li> </ul>  | Section 4   |
| <ul style="list-style-type: none"> <li>The environmental protection objectives, established at international, Community or national level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation;</li> </ul>   | Section 4   |
| <ul style="list-style-type: none"> <li>The likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors. (Footnote: These effects should include secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects.)</li> </ul> | Section 4   |
| <ul style="list-style-type: none"> <li>The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme;</li> </ul>  | N/A – no significant adverse effects identified but recommendations to improve sustainability included in Section 4 |
| <ul style="list-style-type: none"> <li>An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information;</li> </ul>   | Section 3 (Reasons for selecting the plan)<br>Section 4 (Difficulties)  |
| <ul style="list-style-type: none"> <li>A description of measures envisaged concerning monitoring in accordance with Art. 10;</li> </ul>  | Section 4   |
| <ul style="list-style-type: none"> <li>A non-technical summary of the information provided under the above headings</li> </ul>   | See accompanying document   |
| <p>The report must include the information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different levels in that process to avoid duplication of the assessment (Art. 5.2)</p>  | Throughout this SA report   |
| <p><b>Consultation:</b></p> <ul style="list-style-type: none"> <li>authorities with environmental responsibility, when deciding on the scope and level of detail of the information which must be included in the environmental report (Art. 5.4)</li> </ul>   | Consultation on SA Scoping Report and on this SA Report   |
| <ul style="list-style-type: none"> <li>authorities with environmental responsibility and the public, shall be given an early and effective opportunity within appropriate time frames to express their opinion on the draft plan or programme and the accompanying environmental report before the adoption of the plan or programme (Art. 6.1, 6.2)</li> </ul>  | Consultation on SA Scoping Report and on this SA Report   |
| <ul style="list-style-type: none"> <li>other EU Member States, where the implementation of the plan or programme is likely to have significant effects on the environment of that country (Art. 7).</li> </ul>   | Not applicable  |
| <p><b>Taking the environmental report and the results of the consultations into account in decision-making (Art. 8)</b></p>  | Not applicable at this stage  |

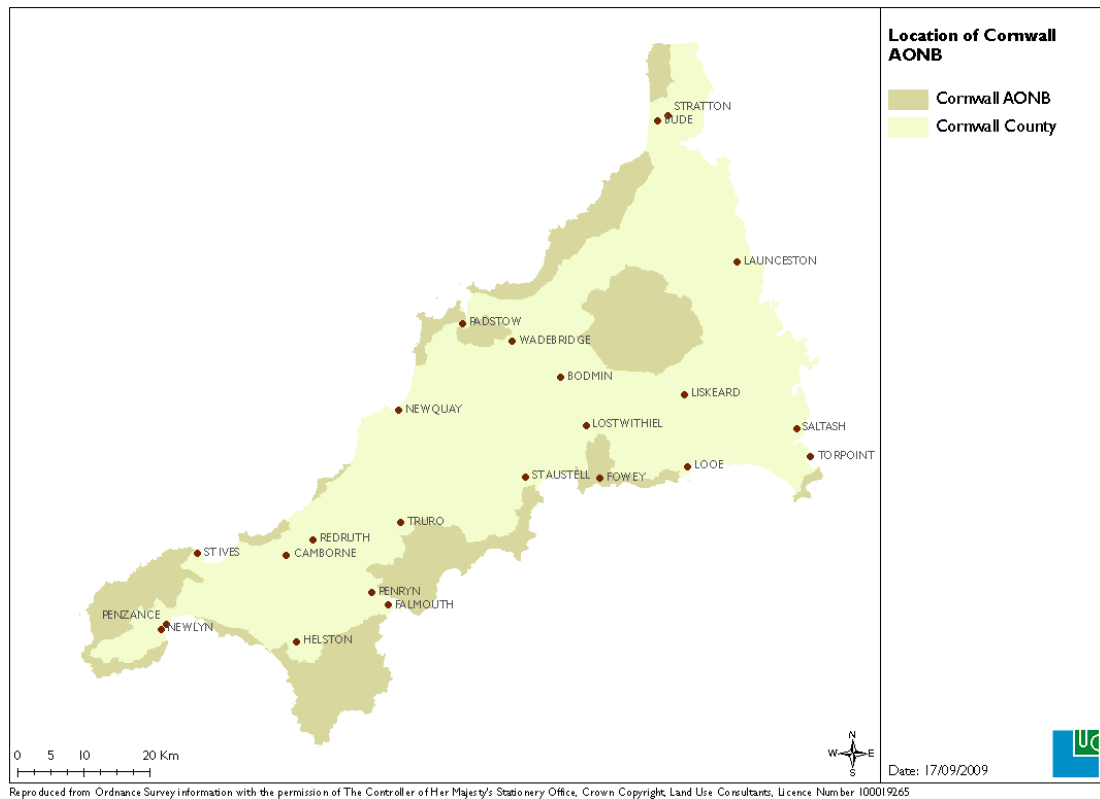
| Requirements  | Where covered in SA Report   |
|---|------------------------------|
| <p><b>Provision of information on the decision:</b><br/>When the plan or programme is adopted, the public and any countries consulted under Art.7 must be informed and the following made available to those so informed:</p> <ul style="list-style-type: none"> <li>– the plan or programme as adopted</li> <li>– a statement summarising how environmental considerations have been integrated into the plan or programme and how the environmental report of Article 5, the opinions expressed pursuant to Article 6 and the results of consultations entered into pursuant to Art. 7 have been taken into account in accordance with Art. 8, and the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with; and</li> <li>– the measures decided concerning monitoring (Art. 9)</li> </ul> | Not applicable at this stage |
| <b>Monitoring</b> of the significant environmental effects of the plan's or programme's implementation (Art. 10)  | Not applicable at this stage |
| <b>Quality assurance:</b> environmental reports should be of a sufficient standard to meet the requirements of the SEA Directive  | Throughout this SA report    |

- 1.8 This introductory section (**Section 1**) provides background information on the SA process, on the key characteristics of the Cornwall AONB and on the AONB Management Plan. The remainder of this report is structured into the following sections:
- 1.9 **Section 2** – describes the methodology for undertaking the SA, including the consultation conducted and the SA objectives used to appraise the Management Plan.
- 1.10 **Section 3** – provides an overview of the reasons for choosing the policy approaches contained in the Management Plan and describes how the SA process influenced the Management Plan.
- 1.11 **Section 4** – describes the factors taken into account in appraising the Management Plan and provides the detailed appraisal. For each SA objective or group of objectives the appraisal sets out:
- Relevant policy objectives.
  - Current environmental, social and economic issues and their likely evolution without the Management Plan.
  - The likely significant effects of implementing the Management Plan as a whole.
  - Recommendations for improving the sustainability of the Management Plan.
  - Recommendations for monitoring likely significant or uncertain effects.
- 1.12 **Section 5** – provides a summary of the predicted sustainability effects of the Management Plan and a discussion of the main issues of concern.

## CHARACTER OF THE CORNWALL AONB

- 1.13 Cornwall AONB (see **Figure 1.1**) has one of the most distinctive, attractive and varied landscapes in the British Isles. It was designated in 1959 (with the Camel Estuary area added in 1981) and is made up of 12 separate areas, covering a total of 958 km<sup>2</sup>. The AONB encompasses varying landscapes of coast, moors and valleys, and these, together with their cultural associations, make the AONB uniquely and distinctively Cornish. A part of the Tamar Valley AONB is also in Cornwall and there is a close relationship with this designation and with the Isles of Scilly, North and South Devon AONBs.

**Figure I.1 Map of Cornwall AONB**



- I.14 The following description of the AONB's character is based on that provided in the Management Plan itself.

### **Why is the Cornwall AONB so special?**

- I.15 The qualities of the AONB landscape are represented by its different features – most notably its character, natural heritage, historic environment and cultural associations. A further feature of the Cornwall AONB is the significance and importance of the landscape to the people of Cornwall. The AONB is the major environmental asset for Cornwall and contributes substantially to the economy, as well as to offering enjoyment, health and lifestyle benefits to half a million local people and up to five million visitors.

### **Vision**

- I.16 The Cornwall AONB Partnership's 20-year vision is for the AONB to remain as a number of diverse and special landscapes, recognised, respected and therefore protected so that generations to come may enjoy their natural beauty, unique character and the economic and social benefits that these bring.
- I.17 A nationally important landscape valued and protected for the long term because it:
- Represents the special character of Cornwall.
  - Underpins the local economy.

- Enhances everybody's quality of life.

### **The landscape character of the Cornwall AONB**

- 1.18 The landscape of the AONB is rich and varied, from wild and remote places with treeless moors, spectacular cliffs and sculpted headlands to sheltered, hidden creeks, south facing slopes, wooded valleys and sub-tropical gardens. The mood of the landscape is often dictated by the weather and the influence of the sea, creating seasonal changes that, on the north coast in particular can vary in the extreme.
- 1.19 The coast is for many people the essence of the Cornwall AONB – the contrast of sheltered fishing villages and storm-lashed headlands, the exposed cliffs of the north coast and the more tranquil tree-lined river valleys of the south, changing colour with the seasons and ever-changing light.
- 1.20 Inland, Bodmin Moor and West Penwith possess a sense of open, untamed countryside with many visible remains of early periods of settlement and more recent industrial heritage. Much of the Lizard is gently undulating heathland, while the Roseland comprises rolling farmland and ancient estates.

### ***Geology***

- 1.21 Cornwall has a varied and rich geological heritage. The unique geological history, world famous mining industry and current quarrying for china clay, slate and granite, have shaped the peninsula. The oldest rocks are those found on the Lizard, where the association of rocks is unique in Britain and provides evidence for continent formation. The granite formations are the basis for the distinctive moorland landscapes inland such as Brown Willy and Rough Tor - the highest points in Cornwall. The spectacular heights at Crackington Haven originated on the equator and are so important geologically that they are known worldwide as the 'Crackington Formation'.
- 1.22 The natural forces that shaped the landscape provided the basis for the mining industry, the remains of which contributes hugely to the character of Bodmin Moor, West Penwith and St Agnes in particular.

### ***Natural Heritage***

- 1.23 The diversity of Cornwall's natural and semi-natural habitat is the result of the thousands of years of interaction between physical and human influences. Habitats range from moorland, lowland and coastal heath to wooded valleys, estuaries, grassland, arable crops and the characteristic Cornish hedge.
- 1.24 Moorland is typified by unimproved habitats of high nature conservation value as well as scenic quality. The heathland habitats support a wealth of invertebrates and provide contrasts of colour throughout the year which helps dictate the seasonal moods and feel of the landscape.
- 1.25 The coastal cliffs and rocky shores provide significant bird nesting sites and are home to a range of marine species. The sand dunes (or towans) contrast with the towering cliffs on the north coast and are important for their scenic qualities and as wildlife habitats.

- 1.26 Woodland is not widespread, largely due to the historical dominance of agriculture and the exposed nature of the peninsula. Yet the semi-natural and ancient woodlands surrounding the river valleys, particularly on the south coast, contribute greatly to the character of these areas.

### ***Historic Environment***

- 1.27 People have helped shape the AONB landscapes. The fields, roads, settlements, villages and the monuments to past industry are the result of several millennia of constant building, adaptation, and abandonment. Much of the landscape is valued for the depth of time that it demonstrates – some of the field systems and village remains are pre-historic. Some areas have changed little whilst others are more dynamic. The astonishing evidence of the time depth of land-use has produced scenery of unusual texture and richness that is at the heart of the sense of cultural identity.

### ***Cultural Associations***

- 1.28 History and the land intertwine to create a sense of place, a quality that is recognised by the many artists and writers that have interpreted the Cornish landscape. Expression is found in paintings, poetry, music, literature, film, photography and craft. The cultural landscape of Cornwall is recognised far and wide and gives rise to many economic benefits. The cultural landscape is strewn with myths and legends and these influence local festivals and events.

### **The AONB's economic significance**

- 1.29 The relative isolation of Cornwall on the most extreme South West tip of mainland Britain, has meant the evolution of specific expressions of local culture – food, festivals, the Cornish language, local sports – survive and reinforce the identity of Cornwall as a special place, distinct from anywhere else.
- 1.30 Exploitation of natural resources has been the historical source of Cornwall's wealth. Agriculture, fishing and mineral extraction were the dominant forces in an economy that shaped the Cornish landscape and these industries provided a common link between many of the communities within the county. Agriculture is still a significant 'industry' but fishing continues to decline and the resurgence of tin mining is still a distant aspiration.
- 1.31 The role of these traditional industries is much reduced but they have created much of the landscape setting for Cornwall's dominant industry - tourism. 4.4 million staying visitors were recorded in 2008 and most holiday trips to Cornwall are motivated wholly or partly by the conserved landscape. Scenery, landscape and views were cited by the largest proportion of visitors in the Cornwall Visitor Survey of 2008/9 as their favourite aspect of Cornwall.
- 1.32 Other sectors of the economy beside tourism also benefit from the quality of the landscape, notably the creative industries, knowledge based sectors, horticulture, local produce and marine businesses. Cornwall is an attractive place for entrepreneurs to establish or expand many types of business.
- 1.33 The economic value of the environment is not only relevant in terms of jobs and businesses in the tourism, recreation or agricultural sectors. In recent years Cornwall has been actively promoted to businesses, with marketing focusing on the

environment and quality of life. *‘The area’s attractiveness as a place to live and as a leisure destination are likely to remain as key features of future economic progress.’*<sup>4</sup>

## **PURPOSE OF AONBS AND THEIR MANAGEMENT PLANS**

- 1.34 The statutory purposes of AONB designation are:
- *‘Conserving and enhancing the natural beauty of the area of outstanding natural beauty.*
  - *Increasing the understanding and enjoyment by the public of the special qualities of the area of outstanding natural beauty.’*<sup>5</sup>
- 1.35 Greater weight is to be given to the former in the event of conflict. While having regard to these purposes, an AONB conservation board shall also *‘seek to foster the economic and social well-being of local communities within the area of outstanding natural beauty’*.<sup>6</sup>
- 1.36 ‘Natural beauty’ is not just an aesthetic concept. Its statutory definition includes flora, fauna and geological and physiographic features and Natural England guidance<sup>7</sup> highlights that AONBs are cultural landscapes (i.e. made by humans) so that management plans should encourage activities which conserve and enhance the special character of the AONB and minimise activities which threaten it.

## **THE CORNWALL AONB MANAGEMENT PLAN REVIEW**

- 1.37 Part 4 of the Countryside and Rights of Way Act (CROW) 2000 created a statutory responsibility for local authorities and conservation boards to produce AONB Management Plans and to then review adopted and published plans at intervals of not more than five years. The statutory AONB Management Plan is a new way of working, bringing innovation and excellence through best practice. The Cornwall AONB Management Plan Review acts as a guide for local authorities, statutory agencies and people who live and work within the AONB and seeks to provide cohesion between the various bodies that impact on the AONB.
- 1.38 The Cornwall AONB Management Plan evaluates what the special qualities and characteristics of the AONB are, and determines what actions are required to ensure that these qualities are conserved and enhanced for future generations. The topics covered in the Management Plan are: Landscape and Seascape; Planning and Development; Climate Change and Energy; Biodiversity and Geodiversity; Community and Economy; Farming, Food and Forestry; Heritage; Rivers, Coast and Marine; Sustainable Tourism; Transport and Access; and Communications.
- 1.39 Natural England (formerly the Countryside Agency) guidance on AONB management plan reviews<sup>8</sup> states that:
- ‘In pursuing the primary purpose of designation, account should be taken of the needs of agriculture, forestry, other rural industries and of the economic and social needs of local communities. Particular regard should be paid to promoting sustainable forms of social and economic development that in themselves conserve and enhance the environment.’*

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<sup>4</sup> Local Economic Assessment (2010, Cornwall Council)

<sup>5</sup> Countryside and Rights of Way Act 2000, Section 87.

<sup>6</sup> Countryside and Rights of Way Act 2000, Section 87.

<sup>7</sup> Countryside Agency (2001) Areas of Outstanding Natural Beauty Management Plans - A guide.

<sup>8</sup> Countryside Agency (2006) Guidance for the review of AONB management plans.

- I.40 The guidance goes on to say that reviewed AONB management plans should only include material relating to prosperous rural businesses and thriving rural communities insofar as these can be shown to help deliver the primary purpose of conserving and enhancing natural beauty.



## 2 SUSTAINABILITY APPRAISAL METHODOLOGY

- 2.1 The approach for carrying out the SA of the Management Plan is based on current best practice and the following guidance:
- A Practical Guide to the SEA Directive (September 2005) Office of the Deputy Prime Minister, Scottish Executive, Welsh Assembly Government, Department of the Environment for Northern Ireland.
  - Sustainability Appraisal of Regional Spatial Strategies and Local Development Framework: Guidance for Regional Planning Bodies and Local Planning Authorities (November 2005) Office of the Deputy Prime Minister.
- 2.2 The SA has been undertaken in close collaboration with those writing the Management Plan at the Cornwall AONB Partnership, in order to fully integrate the SA process with the production of the Management Plan. The stages of the SA process and the methodology for undertaking them are described below.

### **STAGE A: SETTING THE CONTEXT AND OBJECTIVES, ESTABLISHING THE BASELINE AND DECIDING ON SCOPE**

- 2.3 Policies, plans and programmes (PPP) relevant to the Management Plan were identified and relationships understood, enabling potential synergies to be exploited and any inconsistencies and constraints addressed. The policy review was documented in the SA Scoping Report and key policy objectives relevant to each Management Plan theme are listed in **Section 4** of this Report.
- 2.4 Baseline information has been considered in line with the SEA Directive on the following SEA topics: Biodiversity, Fauna and Flora; Population; Human Health; Water; Soil; Air; Climate Factors; Material Assets; Cultural Heritage and Landscape. In addition information on Social and Economic factors with particular relevance to an AONB have been taken into consideration. This baseline provides the basis for predicting and monitoring effects and helps to identify sustainability problems and alternative ways of dealing with them. Baseline information regarding the Cornwall AONB was gathered primarily from the Cornwall AONB Atlas and the Cornwall LDF SA draft Scoping Report and documented in the Management Plan SA Scoping Report.
- 2.5 Drawing on the PPP and the baseline, the key local environmental and sustainability issues and opportunities have been highlighted in **Section 4** of this Report. These were considered during the assessment of the Management Plan.
- 2.6 The baseline, key issues and the SA Objectives developed for the Cornwall LDF SA draft Scoping Report, informed the development of a set of Sustainability Objectives which were documented in the Management Plan SA Scoping Report and are reproduced below. These form the framework for assessing the Management Plan in **Section 4**.

**Table 2.1 AONB Management Plan Sustainability Objectives**

| <b>Sustainability Objectives</b>   | <b>SEA Directive &amp; Sustainability Topics</b> | <b>Taken from the LDF Scoping Report SA Objectives?</b>                                |
|--|--|--|
| SO1: To reduce our contribution to climate change through a reduction in greenhouse gas emissions.<br>To increase resilience to climate change, and reduce vulnerability.  | Climatic factors                                 | Yes  |
| SO2: To minimise the generation of waste and encourage greater re-use and recycling of materials in accordance with the waste hierarchy.   | Material Factors: Waste                          | Yes  |
| SO3: To minimise the consumption of mineral resources and ensure the sustainable management of these resources.<br>To conserve, enhance and restore the condition of geodiversity in the AONB.   | Material Factors: Mining and geodiversity        | Partially modified   |
| SO4: To minimise the use of undeveloped land and protect and enhance soil quality.   | Soil   | Yes  |
| SO5: To improve access to key services, facilities and the countryside by reducing the need to travel and by providing safe sustainable travel choices, including green transport infrastructure.<br>To reduce traffic congestion, especially seasonal congestion and minimise transport related greenhouse gas emissions and air pollution. | Material Factors: Transport, Accessibility & Air | Partially modified by LUC for SA Scoping. Further modified in response to EA comments. |
| SO6: To reduce and manage the risk of flooding and reduce vulnerability to flooding, sea level rise and coastal erosion.<br>To maintain and enhance water quality and reduce consumption and increase efficiency of water use.   | Water  | Yes  |
| SO7: To conserve, enhance and restore the condition and extent and interconnectivity of biodiversity in the AONB and allow its adaptation to climate change.   | Biodiversity                                     | Partially modified   |
| SO8: To protect and enhance the quality of the natural, historic and cultural landscape, including local distinctiveness, and seascape, and promote its positive contribution to the AONB's present and future wellbeing.  | Landscape  | Partially modified   |
| SO9: To encourage clean, healthy, productive and diverse waters. To protect coastal areas and ensure sustainable maritime environments   | Water (& economy)                                | Yes  |
| SO10: To protect and enhance the quality and local distinctiveness of the historic environment, reinforcing and celebrating the distinctive character and culture of the AONB.   | Historic environment                             | Yes  |
| SO11: To promote and achieve high quality design in development, sustainable land use and sustainable built development, maintaining local distinctiveness and encouraging a good quality of life.   | Landscape  | Yes  |

| Sustainability Objectives   | SEA Directive & Sustainability Topics          | Taken from the LDF Scoping Report SA Objectives? |
|---|--|--|
| SO12: To reduce poverty, social exclusion and fragmentation and provide opportunities for all to participate fully in society, decision making and the development of sustainable communities.                          | Social inclusion                               | Partially modified                               |
| SO13: To reduce crime, anti-social behaviour and fear of crime.   | Crime and anti-social behaviour                | Yes  |
| SO14: To meet the needs of the local community as a whole in terms of general market, affordable, adaptable and decent housing.   | Housing  | Yes  |
| SO15: To improve health through the promotion of healthier lifestyles and improving access to open space and health, recreation and sports facilities.  | Human Health                                   | Yes  |
| SO16: To support a balanced and low carbon economy that meets the needs of the area and promotes a diverse range of quality employment opportunities and provides substantial benefit to local communities.             | Economic Development, Regeneration and Tourism | Partially modified                               |
| SO17: To maximise accessibility for all to the necessary education, skills, training and knowledge to play a full role in society, support the local economy and protect and enhance the special qualities of the AONB. | Education and skills                           | Partially modified                               |
| SO18: To encourage the use of renewable energy appropriate to the special qualities of the AONB, increase energy efficiency and security and reduce fuel poverty.   | Material Factors: Energy                       | Partially modified                               |
| SO19: To protect and enhance the relationship between the AONB, the surrounding countryside and strategic towns on the edge of the AONB.  | Cross cutting                                  | New  |

## STAGE B: ASSESSMENT OF EFFECTS

- 2.7 Using the SA Objectives as a framework, an initial assessment was made of the sustainability effects of the emerging strategic policies to be included within the strategic chapters of the draft Management Plan. This was documented (see **Appendix I**) and fed back to the Cornwall AONB Partnership for consideration when preparing the draft Management Plan. The Cornwall AONB Partnership's response to this SA Commentary is also included in **Appendix I**.
- 2.8 In addition, an assessment was made that the emerging guiding principles to be included within the local area chapters of the draft Management Plan, focussing on:
- Whether the guiding principles are consistent with the strategic direction set out in the strategic policies of the Management Plan.
  - Whether the guiding principles successfully address locally specific issues rather than repeating the more generic strategic policies.
- 2.9 As with the strategic policies, the SA Commentary on the guiding principles was fed back to the Cornwall AONB Partnership for consideration when preparing the draft

Management Plan. Both the SA Commentary and Cornwall AONB Partnership response are included in **Appendix 2**.

- 2.10 An appraisal of the strategic alternatives was also undertaken to help inform the direction of the plan. See **Section 3**.
- 2.11 Once the draft Management Plan had been prepared a detailed assessment was undertaken using the SA Objectives as a framework, and taking into account earlier findings from the SA Commentaries and the baseline information gathered during SA Scoping. The assessment, contained in **Section 4**, concludes as to the likely significant effects of the plan on the environment and wider sustainability, including secondary, cumulative, synergistic, short, medium and long term, permanent and temporary effects, and whether these effects are positive or negative in line with the SEA Regulations.

### **STAGE C: SA REPORT PREPARATION**

- 2.12 The SA Report documents the SA methodology; the reasons for choosing the policies and approach within the Management Plan; the influence of the SA; an appraisal of the Management Plan, taking into account available mitigation; and LUC's suggestions for monitoring significant and uncertain effects. A non-technical summary is also included in the report to enhance its accessibility to a range of users.
- 2.13 Depending on the level of change between the draft and the final Management Plan and the level and complexity of comments received, the SA Report will either be updated or reissued, or an addendum produced to detail any changes needed to this version of the SA Report.

### **STAGE D: CONSULTATION**

**What the SEA Directive says:**

*“Authorities which, by reason of their specific environmental responsibilities, are likely to be concerned by the environmental effects of implementing plans and programmes ... shall be consulted when deciding on the scope and level of detail of the information which must be included in the environmental report” (Article 5(4)).*

*“The authorities [with relevant environmental responsibilities] and the public... shall be given an early and effective opportunity within appropriate time frames to express their opinion on the draft plan or programme... and the accompanying Environmental Report before the adoption of the plan or programme” (Article 6(2)).*

*“...the public... [includes] the public affected or likely to be affected by, or having an interest in, the decision-making subject to this Directive, including relevant non-governmental organisations, such as those promoting environmental protection and other organisations concerned.”*

*“The environmental report, ... the opinions expressed [by consultees] and the results of any transboundary consultations ... shall be taken into account during the preparation of the plan or programme... and before its adoption...”*

(Article 8).

- 2.14 The statutory consultation bodies designated in the SEA Regulations (the Environment Agency, Natural England and English Heritage) were consulted on the SA Scoping Report together with other stakeholders that the Cornwall AONB Partnership felt appropriate. The comments arising from the consultation on the Scoping Report were reviewed and taken into consideration in preparation of the SA Report.
- 2.15 The SA Report will be published for public consultation alongside the draft Management Plan from 2 August 2010 to 30 September 2010.
- 2.16 Consultation comments on the draft Management Plan and SA Report will be taken into consideration in the Cornwall AONB Partnership's development of the final Management Plan and in an updated version of or an addendum to the SA Report (see above).

## STAGE E: MONITORING AND IMPLEMENTATION OF THE PLAN

### What the SEA Directive says:

*"Member States shall monitor the significant environmental effects of the implementation of plans or programme... in order, inter alia, to identify at an early stage unforeseen adverse effects, and to be able to undertake appropriate remedial action" (Article 10.1).*

The Environmental Report should provide information on *"a description of the measures envisaged concerning monitoring"* (Annex I (i)).

- 2.17 The purpose of monitoring is to measure the environmental effects of the plan, to measure success against the plan's objectives, to identify any unforeseen adverse effects and to enable appropriate remedial action to be taken. The monitoring of the plan will be the responsibility of the Cornwall AONB Partnership. To assist the AONB Partnership with developing a monitoring strategy for the Management Plan, **Section 4** of this SA Report provides suggestions on indicators to be used to monitor significant or uncertain sustainability effects identified by the SA. It is recognised that the monitoring requirements typically associated with the SA process place heavy demands on authorities with SA responsibilities. Therefore the suggestions for monitoring build on existing monitoring that is being undertaken, wherever possible using existing indicators and datasets that are routinely collected.



### 3 ALTERNATIVES

#### APPRAISAL OF STRATEGIC ALTERNATIVES

**What the SEA Directive says:**

*"Where an environmental assessment is required under Article 3(1), an environmental report shall be prepared in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme, are identified, described and referred and evaluated. The information to be given for this purpose is referred to in Annex I." (Article 5(1))*

- 3.1 The SEA Directive requires reasonable alternatives to be considered. Alternatives were addressed in plan preparation during the production of the management plan scoping report and during the engagement exercises with stakeholders and local people.
- 3.2 To inform the strategic elements of the plan, 13 papers were produced which detailed forces for change, likely future trends, policy background, future opportunities, objectives and questions to aid policy development. Subsequently the AONB Unit held 13 workshops involving 154 members, professional officers and local businesses, between September and December 2009. These discussed policy and action in relation to the strategic theme for the management plan. A series of questions were raised at these workshops and the alternatives were addressed in the context of these discussions. An assessment of the potential positive and negative effects are given below:

#### **Farming, food and forestry**

**Alternative 1/a – A thriving sustainable food and farming industry that supports landscape.** (Agreed draft Management Plan aim)  
**Alternative 1/b – Support agriculture, forestry and food production businesses**

- 3.3 Cornwall has high levels of economic and social deprivation with earnings below the UK average. Agriculture is a significant economic sector in the AONB. Promoting sustainable agriculture whilst protecting the landscape (alternative 1a) provides the opportunity to increase the added value of produce and farming in the AONB whilst ensuring that the tourism industry is not damaged, by protecting the landscape which visitors come to see. Unfettered support of agriculture, forestry and food production (alternative 1b) may have significant benefits for the agricultural economy but may damage the tourism economy through landscape degradation.
- 3.4 Diffuse water pollution from agriculture is an issue in some areas e.g. the Fal catchment and improving the sustainability of the farming industry (alternative 1a) may benefit water quality across the AONB.

- 3.5 Agricultural change, management of trees and woodland and tourism put pressure on the buffer areas around the AONB, alternative 1a may also help protect these buffer areas through better management practices being employed.

### **Biodiversity**

**Alternative 2/a – High quality, un-fragmented semi natural habitats and healthy species populations. (Agreed draft Management Plan aim)**  
**Alternative 2/b – Maintain conservation value of designated sites.**

- 3.6 Biodiversity forms a cornerstone of the AONB landscape yet it is increasingly coming under pressure from a number of factors including inappropriate housing, tourism chalets and wind turbines. Cornwall also has one of the fastest growing populations in the UK and one of the largest migrant worker populations in the west of the county with a large and fast-growing tourism sector. Biodiversity will also come under increasing pressure from the effects of climate change as the coastline of AONB is vulnerable to flooding from sea level rise, especially south coast. This all means there is a need to proactively manage biodiversity and ensure it is resilient against future change (alternative 2a).

### **Climate Change**

**Alternative 3/a – A reduction of the carbon footprint through adaption and mitigation whilst maintaining landscape quality. (Agreed draft Management Plan aim)**  
**Alternative 3/b – Accept some landscape change required to accommodate climate change technologies/ measures.**

- 3.7 Alternative 3a is likely to see less progress made in reducing the contribution the AONB makes to climate change as there are potential conflicts between AONB purposes and policy imperative to develop renewable energy sources. There may also be negative effects on some parts of the economy, as new technological development may be limited or restrictions put on growing bio fuel crops, for example. The tourism economy however may be protected by ensuring that landscape degradation is limited. The AONB is one of the most tranquil areas of Cornwall and alternative 3b may also have a negative impact on tranquillity as well as the aesthetic aspects of the landscape.

### **Communities and Economy**

**Alternative 4/a – Viable, vibrant and increasingly self sustaining communities within a high quality AONB landscape. (Agreed draft Management Plan aim)**  
**Alternative 4/b – Accept some landscape impact in the accommodation of development that meets the economic and social needs of the community.**

- 3.8 Cornwall has one of the fastest growing populations in the UK and one of the largest migrant worker populations in the west of the county. High levels of economic and social deprivation with earnings below the UK average are prevalent and affordability of housing is an issue. Accommodation of some development that helped address these social and economic issues (alternative 4b) could have significant benefits although the AONB purposes may be endangered and in the long term start to adversely affect the local economy as the AONB would become a less desirable place to visit and live.
- 3.9 Ensuring that communities became self sustaining (alternative 4a) may not address as many social and economic issues but it may have significant benefits including environmental benefits - protecting the AONB purposes, tackling climate change and helping to address some social and economic issues such as the fragmentation of rural communities and poor access to workplaces.

### Heritage

**Alternative 5/a – Fully understand and manage for its long term protection the natural and built heritage assets. (Agreed draft Management Plan aim)**  
**Alternative 5/b – Maintain historic value of designated sites**

- 3.10 A high proportion of Scheduled Monuments in Cornwall have been identified through the Scheduled Monument Risk Survey – over 460 are considered to be ‘at risk’ and over 130 at ‘high risk’. There is also an inadequate supply/use of traditional building skills and materials which threatens heritage and landscape. Alternative 5a’s more planned approach may help to address the specific issues that the historic environment in the AONB faces.
- 3.11 With the coastline of the AONB vulnerable to flooding from sea level rise, the more proactive approach advocated by alternative 5a may also help to plan for the long term future of the historic environment in the AONB. Other pressures such as the growth in population, tourism and development also threaten and need to be taken into consideration when planning for the historic environment’s future.

### Landscape and Seascape

**Alternative 6/a – Understand, protect and enhance the AONB landscape and seascape. (Agreed draft Management Plan aim)**

- 3.12 The AONB covers 30% of the area of Cornwall and alternative 6a encapsulates and reinforces the statutory purposes of the AONB, and places the seascape as well as the landscape as an important part of this. No other alternative was considered for this topic area.

### Rivers, Coast and Marine

**Alternative 7/a – Integrated management to achieve understanding,**

***maintenance and enhancement of water and soil quality. (Agreed draft Management Plan aim)***  
***Alternative 7/b – Support some of the individual sector/users requirements for river, coast and marine activities/uses within the protected landscape.***

- 3.13 Half of Cornwall's fishing fleet is located in ports within the AONB and the AONB also has a large and fast-growing tourism sector. Supporting river, coast and marine activities (alternative 7b) that help support these two sectors could have significant benefits for the local economy and local population providing jobs and income with associated secondary beneficial impacts on many of the social issues that the AONB faces.
- 3.14 However, the AONB's coastline is vulnerable to flooding from sea level rise, and diffuse water pollution from agriculture is an issue in some areas e.g. the Fal catchment, so the different sectors that use and value the river, coastal and marine assets of the AONB need to work together in an integrated way (alternative 7a) to ensure that faced with these pressures one sectors activity does not undermine another's.

### **Planning and Development**

***Alternative 8/a –.Planning policies and development management that achieves sustainable development that conserves and enhances the landscape character of the AONB. (Agreed draft Management Plan aim)***  
***Alternative 8/b – Accommodate some of the demand for development in the protected landscape.***

- 3.15 Cornwall has one of the fastest growing populations in the UK and one of the largest migrant worker populations in the west of the county. High levels of economic and social deprivation with earnings below the UK average are prevalent and affordability of housing is an issue. Accommodation of some development that helped address these social and economic issues (alternative 8b) may have significant benefits. However, development has the potential to endanger the AONB purposes and in the long term start to adversely affect the local economy as the AONB would become a less desirable place to visit and live. Therefore a more cautious approach to development (alternative 8a) would help to ensure that the right kind of development occurs that also protects the very reasons why people want to live and visit the area.

### **Sustainable Tourism**

***Alternative 9/a –.A tourism industry that recognises the value of a high quality landscape to its business that attracts sustainable visitors in sustainable numbers. (Agreed draft Management Plan aim)***  
***Alternative 9/b– Accommodate some visitor and tourist demands associated with recreation/tourism site use and infrastructure/accommodation needs.***

- 3.16 The AONB has a large and fast-growing tourism sector and this pressure to accommodate visitors and tourist demands, whilst providing potential social and economic benefits also threatens the AONB purposes and puts pressure on the affordability of housing for local people. Some kinds of tourism development could exacerbate existing environmental issues such as the large number of summer visitors which cause road congestion (especially in north of AONB) and increase air pollution. Alternative 9a can seek to attract tourism development that not only avoids exacerbating local environmental, social and economic issues but also finds solutions and make a positive contribution to the local environment, population and economy through ecotourism initiatives.

### **Transport and Access**

**Alternative 10/a – A sustainable transport system with road and transport schemes and infrastructure that respects the landscape.** (Agreed draft Management Plan aim)

**Alternative 10/b – Have regard to the need for accessibility within, to and from the AONB when considering the accommodation of all transport infrastructure requirements.**

- 3.17 Rural communities within the AONB are highly fragmented, with poor access to workplaces, high dependency on the private car and limited bus services in rural areas. The large number of summer visitors causes road congestion (especially in north of AONB) and increases air pollution. Alternative 10b may provide more significant solutions to these issues resulting in social and economic benefits, but may also cause significant negative environmental effects and the degradation on the purposes of the AONB resulting in secondary long term negative economic and social effects.
- 3.18 Alternative 10a does not specifically target and address fragmentation of communities and the accessibility issues experienced by both those who live within the AONB and visitors, but the environment and landscape is afforded more protection.

## **REASONS FOR CHOOSING THE AONB MANAGEMENT PLAN CONSULTATION DRAFT**

### **What the SEA Directive says:**

The Environmental Statement should include:

*“A statement summarising...the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with” (Article 9(b)).*

- 3.19 The Cornwall AONB Partnership has provided the following statement to explain their reasons for choosing the Draft Cornwall Area of Outstanding Natural Beauty (AONB) Management Plan 2011-2016:

- 3.20 *'It is a requirement of the CRoW Act (Section 89) for the Cornwall AONB Management Plan to be reviewed within five years of its publication date - June 2004. The legal requirement is for the relevant local authorities acting jointly to review the plan. Based on the outcome of the review they should: determine whether it is expedient to amend the plan make any such amendments that they consider appropriate; and publish a report on the review, specifying the amendments they have made. The officer Group and Partnership meetings agreed that the AONB Unit would implement the review process and any revised plan should be endorsed by the new Unitary Authority would delay its publication beyond 2009. The first step in this process was the production of the Scoping Report that set down the purpose and scope of the Management Plan, which was approved by the Partnership in March 2009.*
- 3.21 *The Draft Cornwall AONB Management Plan is based on a thorough understanding of Cornwall AONB predicted trends and management opportunities. These have been identified through a robust evidence base and continued engagement with stakeholders. Specifically, we commenced the preparation of the management plan review with the production of the AONB Atlas, engaging with local people and a series of stakeholder workshops.*
- 3.22 *Land Use Consultants have been commissioned to work on the Cornwall AONB Atlas. The purpose of the Atlas is to:*
- To provide information on the AONB for the general public and others*
  - To identify all significant activities within the AONB.*
  - To as far as possible assess the current condition of the AONB's special landscape qualities and resources*
  - To highlight past and future trends and point out where changes are needed to the current management of the AONB.*
- 3.23 *This information provides an evidence base which has informed the preparation of the Draft Management Plan.*
- 3.24 *A comprehensive public consultation was held during the summer/autumn 2009 to elicit information from the general public about our protected landscapes and to help inform the Management Plan. Following a pilot at the Royal Cornwall Show and at an event on the Lizard in June, a detailed questionnaire was produced for considered responses and a series of maps and post-it notes for fast 'instant' ideas. Both methods proved popular and successful. A questionnaire was also sent to every Parish Council in Cornwall and made available for completion on the Cornwall AONB website.*
- 3.25 *Cornwall Rural Communities Council (CRCC) were appointed as consultants and sixteen events were attended by the AONB Unit in association with CRCC. These ranged from craft fairs and farmers' markets to large festivals. At least one was held in each AONB section and two in the larger ones. Over 1,700 responses were received in total and there was much discussion at each event. A significant number of views were expressed - nearly all of which demonstrated just how much local people and tourists alike valued the Cornish landscape and cared about its management for the future.*
- 3.26 *Thirteen topic papers have been produced which detailed forces for change, likely future trends, policy background, future opportunities, objectives and questions to aid policy development. These were produced for the following strategic topics of farming, food and forestry, communications, rivers, estuaries, coast and marine, biodiversity, sustainable*

tourism, resource quality, community, economy, planning and development, climate change, transport and access, landscape and heritage and culture. Subsequently the AONB Unit have undertaken 13 workshops involving 154 stakeholders between September and December 2009. The workshops discussed policy and action in relation to the strategic theme for the management plan. All workshops were really well attended and provoked healthy debate which was invaluable to the production of the strategic plan.

3.27 The engagement with stakeholders has confirmed that although the strategic framework is essential for the future management of the Cornwall AONB, this needs to be accompanied by an assessment of the management needs of the 12 individual areas that make up the AONB. This has resulted in the production of 12 area chapters of the management plan which will need to be developed in conjunction with local communities, involved at an early stage and by a variety of means. The suggested area approach is the most significant change suggested by the scoping exercise and constitutes a significant new piece of work. Over 40 ward members who cover the AONB have been invited to individual meetings to discuss local landscape issues, of those, 20 have responded and 16 meetings have been held. Community Network Area managers have been involved and meetings have also been held with specific local interest groups and individuals such as the Bodmin Moor Commons Council and Bodmin Moor Commons Landowners Association.

3.28 Future steps and timetable:

- 2nd August – 30th September 2010 Public consultation on new plan.
- October 2010 Collate comments and amend plan, produce delivery plan.
- November 2010 Present final Management Plan to AONB Partnership.
- November/December 2010 Present to CC Present to Scrutiny and Planning committees.
- January 2011 Present to Cabinet.’

## THE INFLUENCE OF THE SA ON THE AONB MANAGEMENT PLAN

### What the SEA Directive says:

Information to be provided when a plan or programme is adopted includes:

*‘a statement summarising how environmental considerations have been integrated into the plan or programme and how the environmental report...(has) been taken into account’* (Article 9(b)).

3.29 Production of the SA commentaries described under Stage B of the methodology in Section 2 allowed an iterative approach that helped to ensure that environmental and sustainability considerations were taken into consideration throughout the plan preparation process. The copies of these commentaries and Cornwall AONB Partnership’s responses to them in **Appendices 1** and **2** provide an audit trail of the influence of the SA on the plan. Delivery of a draft version of this SA Report to the AONB Partnership in early July 2010 provided an additional opportunity for recommended sustainability improvements to be incorporated in the draft of the Management Plan published for public consultation in August 2010. The take up of

recommendations by the Partnership made by the SA process so far have been high. The table below summarises where recommendations have been taken on board.

| Recommendations from SA of Draft Plan (Appendix I).  | Recommendation acted upon.   |
|--|--|
| Farming, Food and Forestry – develop actions specifically targeted at the potential adverse impacts of biofuel crops on landscape quality e.g. development of the Cornwall-wide strategy and associated guidance referred to in policy FFF2.   | Policy FF9 deals with this now.  |
| Biodiversity and Geodiversity – add further information to the Biodiversity and Geodiversity best Practice Guide action to indicate its scope and objectives. If it is not intended to provide detail on how to deliver biodiversity gains from built development, consider adding a new action to provide planners and developers with guidance on this subject.  | Reference to Planning Best Practice Guide for Cornwall (2007) is now made in the supporting text.                                |
| Climate change and energy – further develop action CCCE1 to explain how identified case studies will be disseminated to owner-occupiers, residential landlords and owners of commercial buildings in order to promote uptake of energy efficiency retrofitting; identify actions to deliver policy CCE4 e.g. by adding explicit climate change mitigation component to actions on targeting of agri-environment schemes (A/FFF2), input to CAP reform (A/FFF3), and landscape scale spatial visions (A/BG1), biodiversity projects (A/BG2) and Best Practice Guide (A/BG5).  | Explicit climate change resilience added to policies.  |
| Community and economy – Develop actions to achieve policy CE4 on health benefits e.g. targeting areas of health deprivation in and around AONB with projects providing opportunities for outdoor recreation, ‘green gym’ conservation activities. Develop actions to deliver policy CE6 on live/work initiatives, employment facilities and high speed internet access e.g. integration of AONB landscape goals into LDF policy on employment development; identification and promotion of examples of community-led provision of broadband internet.  | Action A/CE7 will help achieve policy CE4. Action A/CE3 goes some way to delivering CE6 although some issues are not addressed.  |
| Heritage – develop actions to deliver policy H5 in respect of the AONB’s mining heritage.  | Recommendation not taken on.   |
| Landscape and Seascape – Draft a new policy to reflect the aims of actions A/LS2 and A/LS3 re. delivery mechanisms such as agri-environment policy and the RDPE. Move action A/LS6 re. landscape capacity studies to inform renewable energy and housing development to the Climate Change and Energy or Planning and Development policy theme.  | Recommendation not taken on.   |
| Planning and Development – Consider adding a new policy to this theme on the role of a green infrastructure strategy (e.g. in providing alternative natural greenspace to address risks to AONB features from development of tourism, outdoor recreation, and housing) and moving the section of policy CE4 that refers to green infrastructure to this new policy. Remove some of the detail from policies PD4 and PD5 re. integrated coastal management and use it as the basis of new actions in support of these policies; alternatively move these policies to the Rivers, Coast and Marine theme to align them with actions A/RCM4 and A/RCM5. Develop an action in support of policy PD9 on developer contributions e.g. inputting to any Supplementary Planning Document on this topic. Develop an action in support of policy PD10 on the Planning Protocol for the AONB. | PD4 new policy on Green Infrastructure. Action A/PD6 and A/PD10 support policy PD9. Action A/PD8 supports the planning protocol. |
| Rivers, Coast and Marine – Consider moving policies PD4 and PD5, as described under Planning and Development. Develop an action in support of policy RCM5 re. restoration of natural physical form in rivers e.g. work with Environment Agency to identify rivers having a heavily modified form and assess level of opportunity to deliver multiple benefits such as flood risk reduction, habitat improvement and landscape improvement through land management changes at these locations.  | Policy deleted included in RCM6.   |
| Transport and Access – Develop action to deliver policy TAI re. Public transport improvements in the AONB e.g. by ensuring this requirement is   | Action A/TA5 helps deliver this.   |

|  |  |
|--|--|
| incorporated in the Local Transport Plan and by specific measures such as visitor park and ride schemes. Develop further actions to achieve policy TA4 re. Improved long term management of key paths and cycle ways.  |  |
| <b>Recommendations from SA of Local Principles Appendix 2</b>  | <b>Recommendation acted upon.</b>                      |
| A number of the specific recommendations made by the SA on the local chapters (see Appendix 2) were taken on board. The two Key Recommendations are given below:   |  |
| Some local policy themes recur across many AONB areas (e.g. the need to assess proposals for tall structures for their potential adverse visual impact). It is recommended that these policy areas are reviewed to determine whether they apply to all areas of the AONB and are thus more appropriately dealt with by a single thematic policy. | Thematic policies have been reviewed in light of this. |
| Some local policies, although appropriate to the purpose of the AONB, do not appear to have the support of strategic policy within the thematic chapters (e.g. support for cultural heritage). It is recommended that consideration be given to adding new thematic policies to reflect the corresponding objectives.                            | This appears to have been reviewed in some cases.      |



## 4 APPRAISAL OF THE AONB MANAGEMENT PLAN

### ASSUMPTIONS AND FACTORS TAKEN INTO ACCOUNT

#### Relevant policy objectives

**What the SEA Directive says:**

**Information to be provided in the Environmental Report includes:**

- ***"The environmental protection objectives, established at international, Community or Member State level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation" (Annex I (e)).***

- 4.1 Key policy objectives relevant to each theme of the Management Plan have been reviewed in line with the requirements of the SEA Directive and to provide context to the assessment of the likely evolution of baseline conditions without the Plan. These reviews, set out under each theme below, are restricted to national and regional level policy since the local spatial planning policy set out in the Local Plans of Cornwall's (former) constituent Local Authorities will shortly be replaced by the forthcoming Cornwall Core Strategy and other Local Development Documents. It should be noted that whilst the new Government had signalled its intention to revoke Regional Strategies<sup>9</sup> at the time that the Management Plan and SA Report were being drafted, revocation had yet to occur and RSS policy was therefore included in the list of relevant policy objectives since it was still part of the development plan<sup>10</sup>. Regional Strategies were formally revoked on 6 July 2010 although the evidence that informed their preparation may continue to be a material consideration in determining planning applications, where relevant<sup>11</sup>.

#### Management Plan objectives and scope

**What the SEA Directive says:**

*"an environmental report shall be prepared in which the likely significant effects on the environment of implementing the plan or programme... **taking into account the objectives** and the geographical scope **of the plan** or programme, are identified, described and evaluated"* (Article 5(1))

<sup>9</sup> <http://www.planning-inspectorate.gov.uk/pins/rss/10-05-27%20-%20SofS%20to%20Council%20Leaders%20-%20Abolition%20of%20Regional%20Strategies.pdf>

<sup>10</sup> 'Regional Strategies - Forthcoming Abolition' - Advice produced by The Planning Inspectorate for use by its Inspectors published on <http://www.planning-inspectorate.gov.uk/pins/>

<sup>11</sup> 'Revocation of Regional Strategies' – letter from CLG Chief Planner to Local Authorities dated 6 July 2010.

- 4.2 The statutory purposes of AONBs and the need for AONB Management Plans and reviews thereof are set out in **Section 1**. Looking more specifically at the Cornwall AONB, the 20 year vision of the AONB and the particular objectives of the current Management Plan that is the subject of this SA are reproduced below. This information on objectives and scope has been taken into account in conducting the detailed assessment.

**The Vision for the Cornwall AONB**

The Cornwall AONB Partnership's 20-year vision is for the Cornwall Area of Outstanding Natural Beauty to remain as a number of diverse and special landscapes, recognised, respected and therefore protected so that generations to come may enjoy their natural beauty, unique character and the economic and social benefits that these bring.

A nationally important landscape valued and protected for the long term because it :

- Represents the special character of Cornwall.
- Underpins the local economy.
- Enhances everybody's quality of life.

**Purpose of the Cornwall AONB Management Plan 2011-2016**

- To highlight the special qualities and the enduring significance of the AONB and the importance of its different features.
- To present an integrated vision for the future of the AONB as a whole, in the light of national, regional and local priorities.
- To set out agreed policies incorporating specific objectives which will help secure that vision.
- To identify what needs to be done, by whom, and when, in order to achieve these outcomes.
- To state how the condition of the AONB and the effectiveness of its management will be monitored.

**Types of effect identified and assessed**

**What the SEA Directive says:**

In providing information on the likely significant effects on the environment of the plan in the Environmental Report:

*"These effects should include secondary, cumulative, synergistic, short, medium and long-term, permanent and temporary, positive and negative effects" (Annex I (f) and footnote)*

- 4.3 The cumulative effects of different policies within the plan have been considered and described under the detailed appraisal against each sustainability objective in order to arrive at an overall sustainability score using the scoring system shown in **Table 4.1**. These symbols identify whether effects are positive or negative whilst subsequent narrative columns in the assessment tables indicate the timescale over which effects are expected to occur, their probability and whether they are expected to be permanent or temporary.

**Table 4.1 Key to symbols used in the appraisal**

| <b>Symbol</b> | <b>Meaning</b>   |
|---------------|--|
| <b>++</b>     | Significant positive effect on sustainability objective (normally direct)  |
| <b>+</b>      | Minor positive effect on sustainability objective  |
| <b>0</b>      | Neutral effect on sustainability objective   |
| <b>-</b>      | Minor negative effect on sustainability objective  |
| <b>--</b>     | Significant negative effect on sustainability objective (normally direct)  |
| <b>/</b>      | Policy has more than one score e.g. +/- policy could both support and conflict with the SA objective in a minor way. |
| <b>?</b>      | Uncertain effect on sustainability objective   |

## CLIMATE CHANGE ADAPTATION AND MITIGATION

- 4.4 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective I:** To reduce our contribution to climate change through a reduction in greenhouse gas emissions; to increase resilience to climate change, and reduce vulnerability.

### Relevant policy objectives

#### *International level*

- 4.5 The basis of many European policies addressing climate change is the adoption of the **Kyoto Protocol** in 1997, which requires the EU to reduce GHG emissions to 8% below 1990 levels by 2008-2012.
- 4.6 The **European Council of March 2007** established the objective to ensure that global average temperature does not increase more than 2°C above pre-industrial levels<sup>12</sup> and committed to achieve a 20% reduction of GHG emissions from 1990 levels by 2020. More recently, the Council has further encouraged Europe to ‘continue to take the lead’ and commit to reduce GHG emissions by 30% by 2020, and 60-80% by 2050 (from 1990 levels)<sup>13</sup>.
- 4.7 The **Renewable Energy Directive**<sup>14</sup> commits to 21% of total electricity consumption in the EU being produced from renewable energy sources by 2010.

#### *National level*

- 4.8 The **Climate Change Act 2008** imposes a duty on the Government to ensure net carbon emissions in the UK are at least 80% lower than 1990 levels by 2050, and to set a ‘carbon budget’ limiting net carbon emissions.
- 4.9 The **UK Low Carbon Transition Plan**<sup>15</sup> outlines the policies and proposals that will be put in place to decarbonise the UK economy to achieve an 18% reduction on 2008 levels (34% on 1990 levels) in carbon emissions by 2020.
- 4.10 The **Supplement to PPS1**<sup>16</sup> sets out how spatial planning should contribute to reducing emissions and stabilising climate change. It requires local planning authorities to understand the local feasibility and potential for renewable and low-carbon technologies, including micro-generation, which may require working closely with industry and drawing on other expertise.
- 4.11 The Consultation Draft PPS ‘**Planning for a Natural and Healthy Environment**’ states that planning should ‘*minimise vulnerability of people, places and wildlife to the impacts of climate change, and contribute to effective climate change adaptation measures by maintaining, creating and improving networks of green infrastructure within both urban and rural areas.*’

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<sup>12</sup> Limiting Global Climate Change to 2 degrees Celsius: The way ahead for 2020 and beyond (COM(2007) 2 final) (European Commission, 2007).

<sup>13</sup> Decision on the effort of Member States to reduce their greenhouse gas emissions to meet the Community’s greenhouse gas emission reduction commitments up to 2020 (406/2009/EC) (European Parliament and Council, April 2009).

<sup>14</sup> Directive on Electricity Production from Renewable Energy Sources (2001/77/EC) (European Commission, 2001).

<sup>15</sup> UK Low Carbon Transition Plan (DECC, 2009).

<sup>16</sup> Supplement to Planning Policy Statement 1: Planning and Climate Change (CLG, 2007).

4.12 Other national-level documents and programmes include:

- **Building a Greener Future**<sup>17</sup> proposes a progressive tightening of Building Regulations to require major reductions in carbon emissions from new homes to achieve zero carbon development by 2016.
- The **Code for Sustainable Homes** is a national standard to guide industry in the design and construction of sustainable homes. The Code provides a rating from level one to six, six being a highly sustainable, zero carbon home. It sets minimum standards for energy and water use at each level. Developers are encouraged, but not required, to assess all new homes against the Code.

4.13 Further national policy relating to renewable energy is described under the ‘Energy’ theme later in this Section.

### *Regional level*

4.14 The **Draft South West Regional Spatial Strategy (RSS)**<sup>18</sup> requires that all major development promotes the lowest practicable levels of energy and car use, and encourages sustainable transport links between centres and hubs.

### **Baseline conditions, existing issues and their likely evolution without the plan**

| Issue <sup>19, 20, 21</sup>  | Likely future evolution without the plan  |
|--|---|
| The low-lying south coast of the AONB is at risk from flooding.  | With predicted sea level rise, including as a result of climate change, this trend in coastal flooding is predicted to continue, with a range of negative effects including flooding of water treatment facilities and changes to surface drainage, as discussed in relation to objectives 6 and 9. |
| The AONB has a mild climate strongly influenced by the sea, the Gulf Stream and the Atlantic.                                    | Climatic changes are predicted, including hotter drier summers and warmer wetter winters (UK CIP 09).   |
| Average annual temperatures are generally uniform across the landscape, whilst precipitation and levels and sunshine hours vary. | Whilst temperatures are likely to remain fairly uniform across the AONB landscape, they are predicted to increase significantly in the next 10-15 years, with a mean increase of 1.2oC in winter temperatures and 1.6oC in summer temperatures.   |
| Cornwall has lower per capita CO <sub>2</sub> emissions than the South West region   | National initiatives to promote small scale renewable energy installations  |

<sup>17</sup> Building A Greener Future: Towards Zero Carbon Development (CLG, 2006).

<sup>18</sup> The Draft Revised Regional Spatial Strategy for the South West incorporating the Secretary of State’s proposed changes – For Public Consultation (Government Office for the South West, 2008).

<sup>19</sup>The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

<sup>20</sup> Cornwall Local Development Framework Core Strategy. Draft Topic Based Issues Paper. Climate change. (Cornwall Council, June 2010).

<sup>21</sup> Cornwall AONB Atlas – Companion Report (Cornwall AONB Partnership & Land Use Consultants, January 2010)

| Issue <sup>19,20,21</sup>  | Likely future evolution without the plan   |
|--|--|
| and the UK.  | could enable further reductions.   |
| The AONB experiences high levels of economic deprivation, with earnings below UK average. As a result, many of the residents of the AONB and wider Cornwall are 'fuel poor' (spend more than 10% of income on fuel). | Predictions indicate that prices of coal, oil and gas will all significantly increase and remain high. With the rising cost of living and prices of energy remaining high, the number of 'fuel poor' residents in the AONB is predicted to increase. |

## Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

### 4.15 The main policies relevant to achievement of **Objective 1** are:

- CCE1:** Climate Change and Energy: Promote energy efficiency measures in 'hard to treat' homes, businesses and community facilities within the AONB and develop effective methods of retrofitting technologies which do not detract from landscape character whilst increasing resilience against fuel poverty.
- CCE2:** Climate Change and Energy: Promote renewable energy technologies of a small scale which respect the sensitive landscape character and biodiversity value of the AONB, whilst guarding against cumulative impacts across the AONB area.
- CCE3:** Climate Change and Energy: Increase awareness of how the AONB landscape may change in relation to climate change in terms of natural and manmade responses, particularly with respect to tidal flood risk and coastal communities, in order to enable these communities to plan for change at an early stage
- CCE4:** Climate Change and Energy: Ensure adaptation of AONB land to mitigate the impacts of climate change which enhance the landscape and provide opportunities for biodiversity and soil and water conservation
- RCM3:** Rivers, Coast and Marine: Ensure there is an integrated approach in the management of pressures on the coast, with a priority given to managed realignment and 'soft' forms of flood risk management, required by climate change, which enhances the natural landscape characteristics of the AONB.
- TA1:** Transport and Access: Encourage improvements to public transport services which result in improved sustainable travel choices for rural communities and provide alternatives for visitors coming to and travelling around the AONB by private car, particularly to alleviate summertime traffic increases.
- TA4:** Transport and Access: Secure the long term and adequate management of the existing Rights of Way network, particularly Gold paths and cycleways within the AONB and those routes which can be shown to be degraded through over-use.
- TA5:** Transport and Access: Improve the sustainable connectivity between population centres and nearby sections of the Cornwall AONB with appropriate green infrastructure which enhances landscape character and increases public health opportunities.
- CE2:** Community and Economy: Support communities to be self-sustaining in terms of infrastructure, food, energy, services, employment, housing and green infrastructure in the planning of smaller settlements within the AONB which respect the purposes of the AONB.

| Assessment of the effects of the AONB Management Plan on SA objective  | Score | Justification of score  | Timescale & probability   | Permanent or temporary |
|--|-------|---|---|------------------------|
| SO1: To reduce our contribution to climate change through a reduction in greenhouse gas emissions; to increase resilience to climate change, and reduce vulnerability. | +     | Policies to promote energy efficiency measures and increase installation of renewable energy technologies will contribute to the reduction of greenhouse gas emissions. Policies to ensure adaptation of the AONB landscape to mitigate the effects of climate change, including in coastal areas, are also positive, although flexibility will be needed in the face of unpredictable climate change effects. The plan also contains policies to increase provision of local facilities to reduce the need to travel, which contributes towards climate change mitigation. | Policies will provide long term protection for the landscape by allowing it to adapt to climate change. However efforts to reduce reliance on non-renewable fuels will need to be ongoing. Reducing the need to travel will have a positive effect on the AONB's carbon footprint in the long term. | Permanent.             |

### Recommendations

- 4.16 The Planning and Development policy on green infrastructure should be expanded to include the various climate adaptation functions of green infrastructure, including climate cooling, flood management, water filtration, and climate mitigation functions, such as reducing the need to travel, provision of sustainable transport routes and food production. Sustainable transport will be integral to success and should be delivered through the forthcoming Cornwall Local Transport Plan (LTP3).

### Recommendations for monitoring likely significant effects

- 4.17 No likely significant effects or uncertain effects of the Management Plan on SA Objective I were identified, thus no recommendations on monitoring are required in the SA Report.

## WASTE AND RECYCLING

- 4.18 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 2:** To minimise the generation of waste and encourage greater re-use and recycling of materials in accordance with the waste hierarchy.

### Relevant policy objectives

#### *National level*

- 4.19 Key objectives of **PPS10: Planning for Sustainable Waste Management**<sup>22</sup> include driving waste management up the waste hierarchy; addressing waste as a resource and looking to disposal as the last option; and providing a framework in which communities take more responsibility for their own waste.

#### *Regional level*

- 4.20 The **South West RSS**<sup>23</sup> (Policy W1) defines the waste allocation to Cornwall Waste Planning Authority which its waste management facilities must be able to deal with as well as the need for capacity to dispose of hazardous waste (Policy W3). It also sets out a sequential policy approach to be applied to proposals for new waste management facilities (Policy W2). Developers are required to carry out waste audits for proposed new developments to show how recyclable waste can be managed (Policy W4).

### Baseline conditions, existing issues and their likely evolution without the plan

| Issue <sup>24 25</sup>  | Likely future evolution without the plan  |
|---|---|
| Cornwall currently exports a large proportion of its waste as there are few processing facilities and a lack of landfill capacity.  | Uncertain but likely to be addressed by a future Waste Development Framework for Cornwall which will have to meet increasingly stringent requirements set out by the European Landfill Directive. |
| There has been a reduction in waste going to landfill and an increase in recycling but increases in population, especially during the tourist season are increasing the quantity of waste produced. | Continued population and visitor growth likely to further increase the quantity of waste produced.  |
| Dispersed population can make waste   | Likely to largely remain unchanged although future Cornwall Core Strategy   |

<sup>22</sup> Planning Policy Statement 10: Planning for Sustainable Waste Management (ODPM, July 2005).

<sup>23</sup> The Draft Revised Regional Spatial Strategy For The South West Incorporating The Secretary Of State's Proposed Changes (Government Office For The South West, July 2008).

<sup>24</sup> Cornwall AONB Management Plan Review SA Draft Scoping Report (Land Use Consultants, March 2010).

<sup>25</sup> Cornwall Local Development Framework Core Strategy. Draft Topic Based Issues Paper. Waste. (Cornwall Council, June 2010).

| Issue <sup>24</sup> <sup>25</sup>   | Likely future evolution without the plan  |
|---|---|
| collection more difficult.  | likely to place the majority of new development in existing settlements in line with national planning policy, mitigating this issue. |
| Absence of energy recovery facilities for municipal, commercial or industrial waste.                              | Uncertain but likely to be addressed by a future Waste Development Framework for Cornwall.  |
| Long distance from established recycling industries and markets for recycled products.                            | No change.  |
| Piecemeal development makes it difficult to provide combined heat and power infrastructure using waste as a fuel. | Uncertain and dependent on scale and location of development in forthcoming Cornwall Core Strategy.                                   |

### Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

- 4.21 No policies were identified as likely to have a significant effect on the achievement of Objective 2.

| SA objective   | Score | Justification of score  | Timescale & probability | Permanent or temporary |
|--|-------|---|-------------------------|------------------------|
| SO2: To minimise the generation of waste and encourage greater re-use and recycling of materials in accordance with the waste hierarchy. | 0     | Waste management and recycling are not addressed by Management Plan policies. | N/A                     | N/A                    |

### Recommendations

- 4.22 Although waste and recycling issues for Cornwall will primarily be dealt with through a future Waste Development Framework, the Management Plan could provide explicit support for waste minimisation and increased recycling by tourists. If this is already part of the Sustainable Tourism Strategy, the key elements of this strategy could be referred to in the Management Plan's Sustainable Tourism policies.

### Recommendations for monitoring likely significant effects

- 4.23 No likely significant effects or uncertain effects of the Management Plan on SA Objective 2 were identified, thus no recommendations on monitoring are required in the SA Report.

## MINERALS

- 4.24 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 3:** To minimise the consumption of mineral resources and ensure the sustainable management of these resources. To conserve, enhance and restore the condition of geodiversity in the AONB.

### Relevant policy objectives

#### *National level*

- 4.25 **MPSI: Planning and Minerals**<sup>26</sup> states that local authorities should not permit major mineral developments in AONBs, other than in exceptional circumstances. There is also a further suite of Minerals Planning Guidance Notes (and their replacements, Minerals Policy Statements), which set out in detail the government's policy on minerals and planning issues and provide guidance to local authorities.

#### *Regional level*

- 4.26 The **South West RSS**<sup>27</sup> requires Minerals Planning Authorities in the region, including Cornwall, to make provision for the supply of a specified amount of aggregates and other minerals to meet the South West's contribution to national requirements (Policies RE10, 11) and supports the use of recycled and secondary aggregates (Policy RE12).

### Baseline conditions, existing issues and their likely evolution without the plan

| Issue <sup>28 29</sup>   | Likely future evolution without the plan  |
|--|---|
| Recreational pressure on sites of geological importance, resulting in erosion.   | Increasing with increasing resident population and number of visitors.  |
| The degree of overlap between the AONB and mineral resources means that there is often a conflict between conservation of the AONB's natural beauty and exploitation of minerals. Over 525 ha of mineral workings lie within the AONB. The objective of maintaining the local distinctiveness of the AONB's buildings drives some of the demand for local quarrying. | Expansion of existing minerals extraction sites or opening of new ones, driven by increasing demand for minerals due to housing growth. |
| Cornwall has a varied geology and a  | Increasing demand for minerals due to   |

<sup>26</sup> MPSI: Planning and Minerals (CLG, Nov 2006).

<sup>27</sup> The Draft Revised Regional Spatial Strategy For The South West Incorporating The Secretary Of State's Proposed Changes (Government Office For The South West, July 2008).

<sup>28</sup> Cornwall AONB Management Plan Review SA Draft Scoping Report (Land Use Consultants, March 2010).

<sup>29</sup> The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

|   |  |
|---|--|
| large number of sites worthy of geo-conservation, but there is considerable pressure on the conservation of geological features from mineral extractions. | housing growth, leading to increased pressure on geodiversity sites, although some extraction may expose new sites of value.   |
| Potential impacts of sea level rise due to climate change on supply of and demand for minerals.   | Rising sea levels may reduce availability of coastal mineral resources whilst increasing demand for coastal defence materials. |

### Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

4.27 The main policies relevant to achievement of Objective 3 are:

|  |
|--|
| <p><b>PD1:</b> Planning and Development - Ensure the purposes and objectives of AONB designation are fully recognised in the development and implementation of Cornwall Local Development Framework and Minerals Development Plan Document, and other public policies, strategies and programmes.</p> <p><b>PD6:</b> Planning and Development - Ensure that any necessary development in or within the setting of the AONB is high quality sustainable development that is appropriately located and addresses landscape sensitivity and capacity.</p> <p><b>BG1:</b> Biodiversity and Geodiversity - Ensure a comprehensive understanding of the state of the biodiversity and geodiversity resource now and into the future, particularly in response to climate change and ensure that comprehensive information on this resource is easily accessible and used to inform agri-environment schemes and biodiversity projects.</p> <p><b>BG4:</b> Biodiversity and Geodiversity - Ensure that built development provides gains for biodiversity and geodiversity by promoting habitat retention, creation and enhancement; and support the use of local geodiversity in built development.</p> |
|--|

| SA objective  | Score | Justification of score   | Timescale & probability   | Permanent or temporary |
|---|-------|--|---|------------------------|
| SO3: To minimise the consumption of mineral resources and ensure the sustainable management of these resources. To conserve, enhance and restore the condition of geodiversity in the AONB. | +     | <p>Management Plan policies provide generic protection to its natural beauty from all forms of development, including mineral extraction.</p> <p>Policies for the conservation and enhancement of biodiversity and geodiversity give more weight to the former.</p> <p>The part of this objective relating to minimising mineral consumption is not addressed by policy.</p> | <p>Policies provide long term protection to natural beauty from mineral exploitation and the probability of significant adverse effects is deemed low despite the likely weight of development pressure from new housing.</p> | Permanent              |

### Recommendations

- 4.28 Give more equal weighting to biodiversity and geodiversity objectives within policy wording.
- 4.29 Add new policy within Planning and Development section promoting the re-use and recycling of building materials to reduce demand for minerals extraction and its potential adverse impact on natural beauty.

### Recommendations for monitoring likely significant effects

- 4.30 No likely significant effects or uncertain effects of the Management Plan on SA Objective 3 were identified, thus no recommendations on monitoring are required in the SA Report.

## LAND USE AND SOIL QUALITY

- 4.31 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 4:** To minimise the use of undeveloped land and protect soil quality.

### Relevant policy objectives

#### *National level*

- 4.32 The Consultation Draft PPS '**Planning for a Natural and Healthy Environment**'<sup>30</sup> promotes in AONB's the highest level of protection in relation to landscape and scenic beauty; stating that planning permissions for major developments should be refused except in exceptional circumstances.
- 4.33 **PPS7: Sustainable Development in Rural Areas**<sup>31</sup> sets out Government's objectives to raise the quality of life and the environment in rural areas. It sets out that little weight in agricultural terms should be given to the loss of low-grade agricultural land (3b-5, or 'moderate' to 'very poor' quality) such as that found in much of the AONB<sup>32</sup>. A policy exception is made, however, for areas where particular agricultural practices may themselves contribute in some special way to the quality and character of the environment or the local economy. The Management Plan confirms that '*the beauty of the AONB owes much to the stewardship of generations of farmers and landowners*', thereby providing national support for the protection of traditionally farmed land in the AONB.
- 4.34 **PPS9: Biodiversity and Geological Conservation**<sup>33</sup> sets out Government's objectives for the protection of sites of biodiversity and geological conservation interest, and requires local authorities to take an integrated approach to planning for geodiversity.
- 4.35 **PPS23: Planning and Pollution Control**<sup>34</sup> recognises that development can provide an opportunity to address contaminated land and bring land back into beneficial use. It also notes that real or perceived costs of treatment can act as significant barriers to successful development, particularly if the contamination issues are not identified early on.
- 4.36 The **Soil Strategy for England**<sup>35</sup> identifies soil erosion by wind and rain, organic matter decline and compaction as the main threats facing soils in England and sets out a strategy to protect soils and their functions.
- 4.37 Natural England's **Entry Level Stewardship Handbook**<sup>36</sup> provides specific measures that can be implemented on agricultural land to protect land and soil quality.

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<sup>30</sup> Department of Communities and Local Government (May 2010) Planning Policy Statement: Consultation – Planning for a Natural and Healthy Environment.

<sup>31</sup> Planning Policy Statement 7: Sustainable Development in Rural Areas (ODPM, 2004).

<sup>32</sup> See Agricultural Land Classification map at [http://www.magic.gov.uk/staticmaps/maps/alc\\_col.pdf](http://www.magic.gov.uk/staticmaps/maps/alc_col.pdf)

<sup>33</sup> Planning Policy Statement 9: Biodiversity and Geological Conservation (ODPM, 2005).

<sup>34</sup> Planning Policy Statement 23: Planning and Pollution Control (ODPM, 2004).

<sup>35</sup> Safeguarding our Soils: A Strategy for England (Defra, 2009).

### **Regional level**

- 4.38 Development Policy H of the **Draft South West RSS (Proposed Changes)** requires that *‘the full potential of previously used land is will be taken into account in providing for new development, whilst recognising that previously developed land may not always be in the most sustainable location’*.

### **Baseline conditions, existing issues and their likely evolution without the plan**

| <b>Issue<sup>37,38,39</sup></b>   | <b>Likely future evolution without the plan</b>  |
|---|--|
| There is contaminated land in some areas of the AONB, as a result of the area’s mining heritage.  | Whilst legislation should prevent the extent of contaminated land from increasing significantly, remediation is expensive and is not likely to take place in the near future.  |
| Soil within many parts of the AONB is vulnerable to erosion as a result of flooding.  | This issue will be exacerbated through increased instances of flooding as a result of predicted climate change (as discussed under Objective 1) periods of drought and increasing visitor pressure. Agri-environment and land management schemes are in place, and these should focus on areas of high flood risk to help the landscape adapt to climate change. |
| Soil within many parts of the AONB is vulnerable to erosion as a result of visitor pressure, as well as land management in some cases.  | It is likely that population growth will increase pressure on the coast and moorland for leisure and recreation and corresponding travel within the AONB.  |
| Although the main proposed growth areas are outside the AONB, many areas are close to the AONB and pressure for development is also likely to increase within the AONB settlements. Cornwall contains little previously developed land (less than 1% of the UK total), but it is unclear how much exists in the AONB. | Without a strong policy to define appropriate locations and type of development, negative impacts of planned development could increase. However, this type of policy is likely to be included in the Cornwall Core Strategy. It would be useful to outline the current availability and approach to use of previously developed land.                           |

### **Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation**

- 4.39 The main policies relevant to achievement of **Objective 4** are:

<sup>36</sup> *Entry Level Stewardship Handbook, Second Edition, section 3* (Natural England, October 2008).

<sup>37</sup> Cornwall AONB Management Plan Review SA Draft Scoping Report (Land Use Consultants, March 2010)

<sup>38</sup> Cornwall Local Development Framework Core Strategy. Draft Topic Based Issues Paper: Soil, air and water quality (Cornwall Council, June 2010).

<sup>39</sup> Cornwall AONB Atlas – Companion Report (Cornwall AONB Partnership & Land Use Consultants, January 2010)

**PD4:** Planning and Development: Ensure that the Green Infrastructure Strategy provides alternative natural greenspace to address risks to AONB features from tourism development and outdoor recreation facilities, and that the AONB is appropriately managed to accommodate increased levels of use.

**PD5:** Planning and Development: Support tourism development that respects the diverse local landscape characteristics of the sections of the Cornwall AONB, ensuring that in the development of tourist facilities the scale, design and use of materials has appropriate regard to the character, sensitivity and capacity of the protected landscape.

**PD6:** Planning and Development: Ensure that any necessary development in or within the setting of the AONB is high quality sustainable development that:

- is appropriately located, of an appropriate scale and addresses landscape sensitivity and capacity;

- is compatible with the distinctive character of the location described by the Landscape Character Assessment;

- promotes the conservation of the historic environment as a whole and in particular those designated heritage assets and their setting, including the Conservation Areas and World Heritage Site; and

- is designed to respect quality of place in the use of distinctive local building styles and materials, dark skies and tranquillity; and

- protect tress and other important landscape features

in order that it can contribute to the conservation and enhancement of the natural beauty of the protected landscape.

**CE4:** Community and Economy: Encourage the full use of the AONB landscape for positive health benefits to communities within and outside the AONB.

**RCM6:** Rivers, coasts and marine: Ensure that measures to improve water quality and reduce run off respect the AONB landscape and that where works take place, opportunities are taken to restore the natural physical form of rivers where they have previously been modified.

**RCM8:** Rivers, coasts and marine: Seek to use the Camel, Fal, Helford and Fowey as priority catchments in developing integrated approaches to water and soil management.

**RCM9:** Rivers, coasts and marine: Encourage low input, organic farming methods and mixed systems of farming with rotation in order that soils are conserved and water quality is improved.

| Assessment of the effects of the AONB Management Plan on SA objective  | Score | Justification of score   | Timescale & probability  | Permanent or temporary |
|--|-------|--|--|------------------------|
| SO4: To minimise the use of undeveloped land and protect soil quality. | +/?   | <p>There are a number of policies which protect areas of the AONB from inappropriate use or excessive use. The green infrastructure policy will enable creation of alternative areas for recreation. Policies to reduce soil erosion, encourage soil-efficient farming methods, reduce run-off and encourage integrated management of soil and water are also positive.</p> <p>Remediation of contaminated land is not addressed, nor is the availability and proposed use of previously developed land.</p> | <p>Long term. There is a limit to the extent of influence the plan can have over soil erosion through increased flooding as a result of sea level rise and fluvial flooding instances,</p> | Permanent              |

### Recommendations

- 4.40 Develop a policy to promote the remediation of contaminated land through appropriate management, including bioremediation, and during redevelopment of sites.

### Recommendations for monitoring likely significant effects

- 4.41 We recommend that the following indicators are used to monitor significant effects of the Management Plan identified by the SA.

|  |
|--|
| <p><b>SA Objective 8:</b></p> <ul style="list-style-type: none"> <li>• Extent of semi-natural habitats</li> <li>• Field patterns</li> <li>• New and converted dwellings - on previously developed land</li> <li>• Tranquillity, intrusion and night blight mapping (CPRE)</li> </ul> |
|--|

## TRANSPORT, ACCESS AND AIR

- 4.42 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 5:** To improve access to key services, facilities and the countryside by reducing the need to travel and by providing safe sustainable travel choices, including green transport infrastructure. To reduce traffic congestion, especially seasonal congestion, and to minimise transport related greenhouse gas emissions and air pollution.

### Relevant policy objectives

#### *International level*

- 4.43 The **Air Quality Framework Directive**<sup>40</sup> sets European-wide limits for key pollutants, and establishes a framework for how Member States must monitor and report ambient levels of air pollutants. The **Thematic Strategy on Air Pollution**<sup>41</sup> sets targets to reduce the impact of air pollution on human and environmental health (e.g.: 47% reduction in loss of life expectancy as a result of exposure to particulate matter), and sets corresponding targets to reduce emissions of specified pollutants by 2020.

#### *National level*

- 4.44 **PPS23: Planning and Pollution Control**<sup>42</sup> requires that “*the existing, and likely future, air quality in an area*” should be considered in the preparation of development plan documents and may also be material in the consideration of individual planning applications.
- 4.45 The **Air Quality Strategy** for England, Scotland, Wales and Northern Ireland<sup>43</sup> provides a baseline of air quality and sets critical emissions levels not to be exceeded.

#### *Regional level*

- 4.46 Development Policy F of the Draft **South West RSS** requires that all major new development should promote: high standards of design and access and the lowest practicable levels of energy and car use; public transport, cultural, leisure, retail, health care, education and other services and facilities commensurate with the needs of the expected population; and sustainable transport links between urban extensions and city/town centres, with an emphasis on public transport, cycling and walking.

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<sup>40</sup> Directive on ambient air quality assessment and management (Directive 96/62/EC) (European Commission, 1996).

<sup>41</sup> Thematic Strategy on air pollution (COM(2005) 446 final) (European Commission, 2005).

<sup>42</sup> Planning Policy Statement 23: Planning and Pollution Control (CLG, 2004).

<sup>43</sup> Air Quality Strategy for England, Scotland, Wales and Northern Ireland (Cmd paper No.7169) (Defra, July 2007).

## Baseline conditions, existing issues and their likely evolution without the plan

| Issue <sup>44, 45, 46</sup>   | Likely future evolution without the plan  |
|---|---|
| A large proportion of the AONB residents are dependent on their car to access services .  | Car-dependency is likely to continue without policies to encourage provision of local centres/facilities and affordable housing in proximity to those centres.  |
| Sustainable transport choices are not frequent enough in some locations to offer a viable alternative to the car. Local bus services can become over-crowded during the tourist season. | Climate change, enhancing the environment and promoting healthy active lifestyles are aims of the Consultation Draft Cornwall Local Transport Plan <sup>47</sup> . The latest version - LTP3 identifies a number of existing public transport initiatives e.g. 'Ride Cornwall' ticket which allows joint bus and rail travel for a day, and 'Cornish Way' multi-use trails which provide opportunities for walkers and cyclists to access the AONB. |
| A significant proportion of Cornwall's rights of way are within the AONB.   | The network of routes are likely to remain, although their continued quality is dependent on Management Plan policies.  |
| All of the main traffic routes in the AONB experience an increase in traffic during the summer months, leading to localised air pollution and greenhouse gas emissions.                 | Without appropriate policy, this trend is likely to continue and may be exacerbated by the economic recession encouraging UK residents to take their holidays within the UK. This issue should be addressed primarily by the LTP3, and the AONB Partnership should continue to communicate with Cornwall Council on this matter.  |
| The roads with the greatest increase in summer traffic are found in the north of the AONB.  | Without appropriate policy promoting more sustainable forms of transport, localised congestion and air pollution will be exacerbated. This issue should be addressed primarily by the LTP3, and the AONB Partnership should continue to communicate with Cornwall Council on this matter.   |

## Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

### 4.47 The main policies relevant to achievement of **Objective 5** are:

<sup>44</sup>The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

<sup>45</sup> Cornwall Local Development Framework Core Strategy. Draft Topic Based Issues Paper –Transport and accessibility (Cornwall Council, June 2010).

<sup>46</sup> Cornwall AONB Atlas – Companion Report (Cornwall AONB Partnership & Land Use Consultants, January 2010).

<sup>47</sup> Cornwall Local Transport Plan 2011 – 2030 Consultation Draft (Cornwall Council, 2009)

**TA1:** Transport and Access: Encourage improvements to public transport services which result in improved sustainable travel choices for rural communities and provide alternatives for visitors coming to and travelling around the AONB by private car, particularly to alleviate summertime traffic increases.

**TA2:** Transport and Access: Support the design of transport and rights of way infrastructure that enhances the historic character and the biodiversity and geodiversity value of the AONB.

**TA4:** Transport and Access: Secure the long term and adequate management of the existing Rights of Way network, particularly Gold paths and cycle ways within the AONB and those routes which can be shown to be degraded through over-use.

**TA5:** Transport and Access: Improve the sustainable connectivity between population centres and nearby sections of the Cornwall AONB with appropriate green infrastructure which enhances landscape character and increases public health opportunities.

**CE2:** Community and Economy: Support communities to be self-sustaining in terms of infrastructure, food, energy, services, employment, housing and green infrastructure in the planning of smaller settlements within the AONB which respect the purposes of the AONB.

| Assessment of the effects of the AONB Management Plan on SA objective   | Score | Justification of score   | Timescale & probability | Permanent or temporary |
|---|-------|--|-------------------------|------------------------|
| SO5: To improve access to key services, facilities and the countryside by reducing the need to travel and by providing safe sustainable travel choices, including green transport infrastructure. To reduce traffic congestion, especially seasonal congestion, and to minimise transport related greenhouse gas emissions and air pollution. | +     | The provision of improved sustainable transport options is positive, as are the plans to join up settlements with sustainable transport routes such as cycle paths, and maintaining existing rights of way. Reducing the need to travel through increased provision of local facilities and infrastructure should also help to reduce traffic. | Long term               | Permanent              |

## Recommendations

- 4.48 It would be useful to specifically refer to the need to increase the frequency of public transport during high season, as this will be necessary to encourage more people to switch from car to public transport options. The replacement 'Connecting Cornwall' the Local Transport Plan for 2011-2030 (LTP3) will be key to the delivery of improved sustainable transport networks. One of the six goals of the LTP is to respect and enhance the environment. The AONB Partnership should work with Cornwall Council on this issue. Cornwall Council query the lack of suitably frequent public transport in the

high season, and it might be helpful for the Plan to specify the routes where this is an issue.

**Recommendations for monitoring likely significant effects**

- 4.49 No likely significant effects or uncertain effects of the Management Plan on SA Objective 5 were identified, thus no recommendations on monitoring are required in the SA Report.

## WATER

- 4.50 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 6:** To reduce and manage the risk of flooding and reduce vulnerability to flooding, sea level rise and coastal erosion. To maintain and enhance water quality and reduce consumption and increase efficiency of water use.

**Objective 9:** To encourage clean, healthy, productive and diverse waters. To protect coastal areas and ensure sustainable maritime environments.

### Relevant policy objectives

#### *International level*

- 4.51 The **Water Environment Regulations 2003**<sup>48</sup> transpose into UK law the **European Water Framework Directive** (WFD). The WFD is designed to enhance the status and prevent further deterioration of aquatic ecosystems and associated wetlands; promote the sustainable use of water; reduce pollution of water, especially by 'priority' and 'priority hazardous' substances; and ensure progressive reduction of groundwater pollution. Inland and coastal waters must attain good chemical and ecological status by 2015.
- 4.52 The European **Bathing Water Directive**, transposed into UK law by the **Bathing Water Regulations 2008**, aims to protect public health and the environment by keeping coastal and inland bathing waters free from pollution.

#### *National level*

- 4.53 Annex I of **PPS23: Planning and Pollution Control**<sup>49</sup> sets out government priorities and tools for regulating and protecting water quality. It highlights the difficulty of managing diffuse water pollution, and requires planning authorities to take into account potential for such pollution arising from a proposed development. It also provides support for encouraging developers to incorporate sustainable drainage measures.
- 4.54 **Planning Policy Statement 25: Development and Flood Risk**<sup>50</sup> seeks to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas at highest risk. Where new development is, exceptionally, necessary in such areas, policy aims to make it safe without increasing flood risk elsewhere and where possible, reducing flood risk overall.
- 4.55 The **Flood and Water Management Act 2010**<sup>51</sup> aims to clarify who is responsible for managing flood and coastal erosion risk; enable water

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<sup>48</sup> <http://www.opsi.gov.uk/si/si2003/20033242.htm>

<sup>49</sup> Planning Policy Statement 23 Annex 1: Pollution Control, Air and Water Quality (ODPM, 2004).

<sup>50</sup> Planning Policy Statement 25: Development and Flood Risk (CLG, 2010).

<sup>51</sup> Draft Flood and Water Management Bill (Cm 7582) (Defra, April 2009).

companies to control more non-essential uses of water during droughts; and encourage uptake of sustainable drainage systems.

- 4.56 **Future Water**<sup>52</sup> sets out a broad vision for water policy and management in England by 2030, including: improved water quality and the ecology which it supports; continued high levels of drinking water quality; and fair, affordable and cost-reflective water charges.
- 4.57 Defra's **Catchment Sensitive Farming Programme** recognises diffuse water pollution from agricultural land as a major threat to water quality. It provides advice and grants, initiates agri-environment schemes, and establishes regulation to improve the impact of farming on water quality.
- 4.58 The **Code for Sustainable Homes**<sup>53</sup> sets minimum efficiency standards for water use to achieve each of its six levels, and encourages the provision a rain water collection systems for irrigation/watering.
- 4.59 The **Marine and Coastal Access Act 2009** will ensure clean healthy, safe, productive and biologically diverse oceans and seas, by putting in place better systems for delivering sustainable development of marine and coastal environment. National marine planning policy will be set out in the forthcoming **Marine Policy Statement (MPS)**.

### *Regional level*

- 4.60 The **South West RSS**<sup>54</sup> requires that surface and ground waters and associated ecosystems be protected and enhanced and that necessary water supply and wastewater treatment capacity are provided alongside planned development (Policy RE6).
- 4.61 Plans to achieve the WFD targets for Cornwall are contained in the South West **River Basin Management Plan**.
- 4.62 **Catchment Flood Management Plans (CFMPs)** published by the Environment Agency give an overview of the flood risk across each river catchment and estuary in England. They recommend ways of managing those risks now and over the next 50-100 years. The AONB is covered by the West Cornwall<sup>55</sup> and East Cornwall<sup>56</sup> CFMPs.
- 4.63 **Shoreline Management Plans (SMPs)** published by the Environment Agency provide a 'route map' for local authorities and other decision makers to manage the risks of coastal flooding and coastal erosion. The second generation of Shoreline Management Plans (SMP2s) are currently in production with consultation on Cornwall's draft SMP2<sup>57</sup> having recently closed.

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<sup>52</sup> Future Water: The Government's Water Strategy for England (Defra, 2008).

<sup>53</sup> Code for Sustainable Homes A step-change in sustainable home building practice (CLG, 2006).

<sup>54</sup> The Draft Revised Regional Spatial Strategy For The South West Incorporating The Secretary Of State's Proposed Changes (Government Office For The South West, July 2008).

<sup>55</sup> West Cornwall Catchment Flood Management Plan: Summary Report December 2009 (Environment Agency, 2009).

<sup>56</sup> East Cornwall Catchment Flood Management Plan: Summary Report December 2009 (Environment Agency, 2009).

<sup>57</sup> Cornwall and Isles of Scilly SMP2 (Cornwall and Isles of Scilly Coastal Advisory Group, 2010).

## Baseline conditions, existing issues and their likely evolution without the plan

| Issue <sup>58</sup> <sup>59</sup>   | Likely future evolution without the plan   |
|---|--|
| The extensive coastline of the AONB is vulnerable to flooding from future sea level rise with the south coast at greatest risk.   | Increasing risk due to climate change-driven sea level rise, with potential indirect adverse effects due to flooding of water treatment facilities and changes to surface drainage.  |
| Diffuse water pollution from agriculture is an issue in some areas, especially the South Coast Central section of the AONB in the Fal catchment, as evidenced by a number of Nitrate Vulnerable Zones and Catchment Sensitive Farming Areas that overlap the AONB   | Pressure to intensify agriculture (e.g. due to CAP reform or increasing demand for biofuel crops) could lead to increased chemical inputs and increased tillage in traditionally farmed areas of the AONB, resulting in increased soil erosion and contaminated runoff. Measures set out in River Basin Management Plans to meet the requirements of the Water Framework Directive are likely to mitigate these pressures. |
| Although the total number of pollution incidents in the AONB has decreased, major pollution incidents have occurred in Bodmin Moor and South Coast Western in the last seven years.   | Likely to improve under measures set out in River Basin Management Plans to meet the requirements of the Water Framework Directive.  |
| Housing and transport infrastructure development may adversely impact water quality e.g. if the capacity of water treatment facilities and the sewage network are exceeded; due to increased surface runoff as a result of soil sealing; and due to increased contamination from road runoff, industrial pollution and mineral waste. | Increasing development pressure likely to be mitigated by measures set out in River Basin Management Plans to meet the requirements of the Water Framework Directive and by future policies within Cornwall Core Strategy e.g. requiring infrastructure provision in line with housing growth.   |
| The AONB's rivers, estuaries and coasts are very heavily used for both recreational (e.g. beach visits, watersports) and commercial (e.g. fishing industry, aquaculture) purposes with potential adverse effects on water quality and tranquillity.   | Use likely to intensify with growing number of visitors and in-migration.  |

## Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

4.64 The main policies relevant to achievement of Objective 6 are:

<sup>58</sup> Cornwall AONB Management Plan Review SA Draft Scoping Report (Land Use Consultants, March 2010).

<sup>59</sup> The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

**CCE3:** Climate Change and Energy - Increase awareness of how the AONB landscape may change in relation to climate change in terms of natural and man made responses, particularly with respect to tidal flood risk and coastal communities, in order to enable these communities to plan for change at an early stage.

**CCE4:** Climate Change and Energy - Ensure adaptation of AONB land to mitigate the impacts of climate change which enhance the landscape and provide opportunities for biodiversity and soil and water conservation.

**BG6:** Biodiversity and Geodiversity - Support the creation of new Marine Protected Areas in inshore waters off the AONB coast to maintain sustainable and resilient populations of marine species.

**CE8:** Community and Economy - Support AONB community harbours as focal points of fishing and marine activity, ensuring sustainable approaches are taken to the management of fish stocks for the long term benefit of inshore fisheries.

**RCM1:** Rivers, Coast and Marine - Promote understanding and awareness of terrestrial water management in order to ensure that an integrated approach is taken to water resources within the AONB.

**RCM2:** Rivers, Coast and Marine - Support the Marine Planning Authority ensuring that the new Marine Plan is fit for purpose to deliver the enhancement of coastal character and the long term sustainability of inshore fisheries.

**RCM3:** Rivers, Coast and Marine - Ensure there is an integrated approach in the management of pressures on the coast, with a priority given to managed realignment and 'soft' forms of flood risk management, required by climate change, which enhances the natural landscape characteristics of the AONB.

**RCM4:** Rivers, Coast and Marine - Promote the embedding of Integrated Coastal Zone Management in the terrestrial and marine management system through the policies set down in the emerging Cornwall Core Strategy, and take forward the guidance in PPS25 Supplement, in conjunction with the Shoreline Management Plan through an ICZM initiative in a section of the AONB.

**RCM6:** Rivers, Coast and Marine - Ensure that measures to improve water quality and reduce run off respect the AONB landscape and that where works take place, opportunities are taken to restore the natural physical form of rivers where they have previously been modified.

**RCM8:** Rivers, Coast and Marine - Seek to use the Camel, Fal, Helford and Fowey as priority catchments in developing integrated approaches to water and soil management.

**RCM9:** Rivers, Coast and Marine - Encourage low input, organic farming methods and mixed systems of farming with rotation in order that soils are conserved and water quality is improved.

**RCM10:** Rivers, Coast and Marine - Where appropriate within the landscape seek to improve the management of woodland and Cornish hedges to protect vulnerable soils and slow water run off.

| SA objective  | Score | Justification of score  | Timescale & probability   | Permanent or temporary |
|---|-------|---|---|------------------------|
| SO6: To reduce and manage the risk of flooding and reduce vulnerability to flooding, sea level rise and coastal erosion. To maintain and enhance water quality and reduce consumption and increase efficiency of water use. | ++/?  | <p>The Management Plan positively addresses flooding and coastal issues through policies that aim to inform adaptation to climate change-related tidal flood risk; ensure an integrated approach to coastal pressures, including support for managed realignment; support restoration of natural river channel form; and manage woodlands and hedges to slow water run-off.</p> <p>Water resources and water quality issues are addressed by support for land management approaches that deliver water resource benefits; support for community-led sustainability initiatives; promotion of improved understanding of terrestrial water management; identification of priority catchments for piloting integrated soil and water management methods and farming methods that reduce diffuse pollution.</p> | <p>Policies provide long term mitigation of flood risk and threats to water quality but the likelihood of success is uncertain given the uncertain but potentially significant scale of sea level rise and pressures on water quality from intensifying agriculture and housing and economic development.</p> | Permanent              |

| SA objective  | Score | Justification of score   | Timescale & probability  | Permanent or temporary |
|---|-------|--|--|------------------------|
| SO9: To encourage clean, healthy, productive and diverse waters. To protect coastal areas and ensure sustainable maritime environments. | +/?   | The effects of the Management Plan on water quality and resources are dealt with in the assessment against Objective 6 above. Additionally, plan policies should have a positive effect on coastal habitats, through support for new Marine Protected Areas, and on traditional, sustainable fishing through support for community harbours in the AONB. | The plan policies relating to this objective are likely to have their effects over the medium to long term. Even if a significant extent of Marine Protected Areas can be secured, the likelihood of successfully securing sustainable fisheries is highly uncertain, given the history of over-fishing of many UK stocks and the many factors that can cause changes in abundance and distribution. | Permanent.             |

### Recommendations

- 4.65 Policy within the Planning and Development section seeks to ensure that the Green Infrastructure (GI) Strategy provides alternative natural greenspace to mitigate risks to AONB features from tourism and recreation development. It is recommended that the policy goals are expanded to reflect the potential for a GI network to deliver additional benefits relating to this SA objective, such as reducing surface runoff and improving water quality by the inclusion of Sustainable Drainage Systems (SuDS).

## Recommendations for monitoring likely significant effects

4.66 We recommend that the following indicators are used to monitor significant effects of the Management Plan identified by the SA.

### **SA Objectives 6 and 9:**

- Biological and chemical water quality of rivers.
- Number of pollution incidents.
- Quality of bathing waters e.g. number of beaches with Blue Flag status.
- Land coverage of Nitrate Vulnerable Zones and Catchment Sensitive Farming Areas.
- Volume of water abstracted from surface and groundwater.
- Total number and % of completed homes achieving each Code for Sustainable Homes Level each year; total area and % of new non-residential workspace achieving each BREEAM Grade each year.
- Number and % of households with water meters.
- Amount of development permitted in each Flood Risk Zone.
- Number of properties at risk of being affected by fluvial/Costal flood events.
- Coverage of Marine Protected Area in inshore waters off the coast of the AONB.

## BIODIVERSITY

- 4.67 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 7:** To conserve, enhance and restore the condition, extent and interconnectivity of biodiversity in the AONB, and allow its adaptation to climate change.

### Relevant policy objectives

#### *International level*

- 4.68 The **Habitats Directive**<sup>60</sup> promotes the maintenance of biodiversity by requiring Member States to take measures to maintain or restore natural habitats and wild species at a favourable conservation status, introducing robust protection for those habitats and species of European importance. In applying these measures Member States are required to take account of economic, social and cultural requirements and regional and local characteristics. The Directive has been transposed into UK law by the Habitats Regulations.
- 4.69 The **Birds Directive**<sup>61</sup> provides a framework for the conservation and management of, and human interactions with, wild birds in Europe. It sets broad objectives for a wide range of activities such as maintenance of favourable conservation status of all wild birds and identification of Special Protection Areas (SPAs) for rare or vulnerable species and all migratory species. The Directive has been transposed into UK law by the Habitats Regulations and the Wildlife and Countryside Act.
- 4.70 The **Ramsar Convention**, which the UK has ratified, calls for the designation of wetlands of international importance and the promotion of the wise use of wetlands and their resources. The UK has mainly implemented its obligations under the convention by designating sites of importance to water birds as 'Ramsar sites' and many such sites are therefore also SPAs.

#### *National level*

- 4.71 **The Wildlife and Countryside Act (1981)** consolidates national and European legislation on the protection of species and habitats. It provides the legislative support for sites designated as Sites of Special Scientific Interest (SSSIs) and makes it an offence to kill or injure any wild bird, as well as some species of wild animal or plant.
- 4.72 **The Countryside and Rights of Way Act (2000)** promotes public access to certain types of land, reforms public rights of way legalisation, promotes management and protection of SSSI and other wildlife, and provides for better management of Areas of Outstanding Natural Beauty (AONB).

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<sup>60</sup> EC Habitats Directive (EC Directive 92/43/EEC).

<sup>61</sup> Council Directive on the Conservation of Wild Birds (EC Directive 79/409/EEC).

- 4.73 The key objectives of **PPS9: Biodiversity and Geological Conservation**<sup>62</sup> which Local Planning Authorities must take into account are:
- To sustain, and where possible improve, the quality and extent of natural habitat and geological and geomorphological sites, the natural physical processes on which they depend, and the populations of naturally occurring species they support.
  - To contribute to rural renewal and urban renaissance by enhancing biodiversity in green spaces and among developments and recognising the value of biodiversity to people's quality of life, to economic diversification and to providing a high quality environment.
  - To integrate biodiversity and geodiversity considerations with other social, environmental and economic factors informing decisions about the development and use of land.
- 4.74 Consultation Draft PPS '**Planning for a Healthy and Natural Environment**' requires that local planning measures facilitate the 'conservation, restoration, enhancement and enjoyment of the natural environment'.
- 4.75 The **UK Biodiversity Action Plan**<sup>63</sup> (BAP) represents the UK Government response to its obligations under the 1992 Convention on Biological Diversity. It describes the UK's biological resources and commits to a detailed plan for the conservation and sustainable use of those resources. This framework for conserving biodiversity within the UK is supported by separate strategies for each devolved administration, in this case '**Working with the Grain of Nature: A Biodiversity Strategy for England**'<sup>64</sup>.
- 4.76 The **Natural Environment and Rural Communities Act**<sup>65</sup> requires that "every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity".
- 4.77 **England's Tree and Woodland Strategy**<sup>66</sup> sets out Government's vision and priorities for England's trees and woodland and provides national policy direction. The five key aims of the Strategy are to:
- Secure trees and woodlands for future generations.
  - Ensure resilience to climate change.
  - Protect and enhance natural resources.
  - Increase the contribution that trees, woods and forests make to our quality of life.
  - Improve the competitiveness of woodland businesses and products.

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<sup>62</sup> Planning Policy Statement 9: Biodiversity and Geological Conservation (ODPM, 2005).

<sup>63</sup> UK Biodiversity Action Plan (UK Government, 1994).

<sup>64</sup> Working with the Grain of Nature: A Biodiversity Strategy for England (Defra, 2002).

<sup>65</sup> The Natural Environment and Rural Communities Act (UK Government, 2006).

<sup>66</sup> The Strategy for England's Trees, Woods and Forests (Defra, 2007).

**Regional level**

4.78 Development Policy F of the Consultation Draft South West RSS requires that all major development supports improved biodiversity. Policy SD 1 of the Plan states that the region’s Ecological Footprint will be stabilised and then reduced by ensuring that development respects environmental limits.

**Baseline conditions, existing issues and their likely evolution without the plan**

| Issue <sup>67, 68, 69</sup>  | Likely future evolution without the plan   |
|--|--|
| <p>Climate change is leading to warmer wetter winters and hotter drier summers, and affecting the range of habitats and species, as well as causing environmental stress leading to increased vulnerability to disease.</p>  | <p>With or without the plan, the effects of climate change are likely to have significant detrimental effects on the unique ecology of the Cornwall AONB. The direct impacts of climate change on biodiversity include:</p> <ul style="list-style-type: none"> <li>- A loss of synchrony between species.</li> <li>- Changes in species abundance and distribution.</li> <li>- Changes in community composition and ecosystem processes.</li> <li>- Loss of habitat, e.g. salt marsh and mud flat loss due to sea level rise.</li> <li>- Water shortage and heat stress with associated impacts on wetland species and increased fire events.</li> </ul> <p>The Plan can help biodiversity adapt to some of these impacts through providing space for species and habitat migration through the landscape, but cannot halt the effects listed above.</p> |
| <p>Several important habitats are in decline, including neutral grassland (126 ha lost between 1988 – 1995), fen, marsh and swamp (21 ha lost) and dwarf shrub heath (12 ha lost). 5% of SSSIs are currently assessed as being in declining condition<sup>70</sup>. Bodmin Moor has the greatest area of SSSI land in unfavourable condition, where coniferous woodland cover has increased.</p> | <p>Loss of habitat is often a result of poor management, and could continue without adequate management policies and application of environmental stewardship schemes. Depending on the types of habitat, and the reasons for declining condition, there is potential to redress this decline through policy on land management and environmental stewardship.</p>   |
| <p>There is increasing housing development</p>   | <p>Without clear policies on suitable design</p>   |

<sup>67</sup>The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

<sup>68</sup> Cornwall Local Development Framework Core Strategy. Draft Topic Based Issues Paper –Biodiversity and geodiversity (Cornwall Council, June 2010).

<sup>69</sup> Cornwall AONB Atlas – Companion Report (Cornwall AONB Partnership & Land Use Consultants, January 2010).

| Issue <sup>67, 68, 69</sup>  | Likely future evolution without the plan   |
|--|--|
| pressure in the AONB, and this may put pressure on brownfield sites, many of which have high biodiversity value.   | and location of development, including the protection of biodiversity within development, loss of brownfield biodiversity will continue, although It is not clear how much brownfield land exists in the AONB.   |
| Some habitats and plant species within the AONB, particularly those associated with heaths, are sensitive to air pollution.  | High levels of traffic and congestion could affect sensitive habitats in the northern parts of the AONB. The Cornwall Local Transport Plan (LTP3) includes some policies to promote more sustainable transport, and a key aim is to 'respect and enhance the environment'. The AONB Partnership should work with Cornwall Council to ensure any potential negative effects on valued habitats and species are mitigated. |
| Some habitats within the AONB, particularly coastal habitats and moor land, are sensitive to recreational disturbance.   | It is likely that population growth and increasing popularity of the AONB as a tourist destination will increase pressure on the coast and moorland for leisure and recreation and corresponding travel within the AONB.   |
| Biodiversity is an economic driver and its conservation and enhancement is integral to the continued tourism appeal of the AONB. Biodiversity loss is predicted to occur in the AONB as a result of climate change, rising sea levels and increased recreational and development pressure.   | The continued loss of biodiversity could lead to reduced tourism appeal of the AONB; this is a key element of the local economy.   |
| Traditional farmland practices are beneficial to biodiversity and farmland supports a number of important species.<br><br>Changes in agricultural practice, reforms to agricultural policy and market trends (some of which are related to climate change) are affecting the biodiversity value of farmland and its associated features. | Without the Plan these changes to agricultural practice and market trends are likely to continue to pose a threat to farmland biodiversity, as unsustainable farming practices are perceived as cheaper and more productive.   |
| Features of the AONB landscape including hedgerows and grassland are dependent on specific management regimes.<br><br>Inappropriate management regimes are affecting the quality of some habitats in the AONB.   | Without clear management guidelines which are effectively disseminated to land managers, these trends are likely to continue.  |

## Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

4.79 The main policies relevant to achievement of **Objective 7** are:

|  |
|--|
| <p><b>TA2:</b> Transport and Access: Support the design of transport and rights of way infrastructure that enhances the historic character and the biodiversity and geodiversity value of the AONB.</p> <p><b>PD4:</b> Planning and Development: Ensure that the Green Infrastructure Strategy provides alternative natural greenspace to address risks to AONB features from tourism development and outdoor recreation facilities, and that the AONB is appropriately managed to accommodate increased levels of use.</p> <p><b>CCE4:</b> Climate Change and Energy: Ensure adaptation of AONB land to mitigate the impacts of climate change which enhance the landscape and provide opportunities for biodiversity and soil and water conservation.</p> <p><b>BG1:</b> Biodiversity and Geodiversity: Ensure a comprehensive understanding of the state of the biodiversity and geodiversity resource now and into the future, particularly in response to climate change and ensure that comprehensive information on this resource is easily accessible and used to inform agri-environment schemes and biodiversity projects</p> <p><b>BG2:</b> Biodiversity and Geodiversity: Ensure a landscape approach is taken to the management, restoration and recreation of habitats outside SSSIs and local sites across the AONB and beyond its boundaries in order to ensure resilience to climate change; focusing on BAP priority habitats and building upon the network of protected sites across the AONB</p> <p><b>BG3:</b> Biodiversity and Geodiversity: Ensure that landscape scale biodiversity projects contribute to mosaics of habitats characteristic of AONB landscapes and seek to enhance landscape character via project works</p> <p><b>BG4:</b> Biodiversity and Geodiversity: Ensure that built development provides gains for biodiversity by promoting habitat retention, creation and enhancement; and species protection and support the use of local geodiversity in built development.</p> <p><b>BG5:</b> Biodiversity and Geodiversity: Involve local communities and land managers in the development of biodiversity initiatives such as visions and support landowners, managers and farmers in the delivery of these initiatives using appropriate mechanisms such as direct project funding, on-farm advice and the targeting of agri-payments schemes.</p> <p><b>BG6:</b> Biodiversity and Geodiversity: Support the creation of new Marine Protected Areas in inshore waters off the AONB coast to maintain sustainable and resilient populations of marine species.</p> <p><b>FF1:</b> Farm, Food and Forestry: Encourage and support sustainable farming and forestry practices that maintain and enhance the landscape character by ensuring that future agri-support mechanisms contain adequate landscape measures and are targeted at landscape management within the AONB.</p> <p><b>RCM3:</b> Rivers, coast and marine: Ensure there is an integrated approach in the management of pressures on the coast, with a priority given to managed realignment and 'soft' forms of flood risk management, required by climate change, which enhances the natural landscape characteristics of the AONB</p> <p><b>RCM5:</b> Rivers, coast and marine: Manage competing pressures and activities within AONB estuaries through appropriate forums and estuary management planning</p> <p><b>RCM6:</b> Rivers, coast and marine: Ensure that measures to improve water quality and reduce run off respect the AONB landscape and that where works take place, opportunities are taken to restore the natural physical form of rivers where they have previously been modified.</p> |
|--|

| Assessment of the effects of the AONB Management Plan on SA objective   | Score    | Justification of score  | Timescale & probability  | Permanent or temporary |
|---|----------|---|--|------------------------|
| <p>SO7: To conserve, enhance and restore the condition, extent and interconnectivity of biodiversity in the AONB, and allow its adaptation to climate change.</p> | <p>+</p> | <p>The Management Plan policies address the need to allow habitats to adapt to climate change, and to support species migration through the landscape. The need to deliver biodiversity through development is also recognised, but the importance of protecting brownfield habitats from development is not covered, however there are not extensive areas of brownfield habitats in the AONB .Policies promote initiatives to encourage the appropriate management of habitats to ensure their value is maintained. Whilst policies do encourage sustainable transport over the car, no policies address the issue of air pollution damaging habitats in proximity to the main roads.</p> | <p>Promotion of biodiversity within development and green infrastructure networks to link existing sites is positive, but will depend on adequate funding.</p> | <p>Permanent</p>       |

### **Recommendations**

- 4.80 The policy on determining true economic value of the AONB landscape should also promote the economic benefits of biodiversity.
- 4.81 If there are areas of brownfield habitats within the AONB, then the need to conserve brownfield biodiversity as well as more established habitats should be stated. This could be achieved through strengthening the policy which refers to focussing on BAP priority habitats.
- 4.82 The importance of reducing the effects of air pollution around roads on sensitive habitats and species should be addressed. This could include policies to reduce car travel, such as promoting car sharing schemes, charging for car use, and clear proposals for improving public transport, linked to proposals in the forthcoming Cornwall Local Transport Plan (LTP3).
- 4.83 The policy promoting green infrastructure and the use of the AONB for health benefits should have regard to the sensitivity of some habitats to recreational pressure, linking with other policies which address the management of recreational features.

### **Recommendations for monitoring likely significant effects**

- 4.84 No likely significant effects or uncertain effects of the Management Plan on SA Objective 7 were identified, thus no recommendations on monitoring are required in the SA Report.

## LANDSCAPE AND SETTING

- 4.85 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 8:** To protect and enhance the quality of the natural, historic and cultural landscape, including local distinctiveness, and seascape, and promote its positive contribution to the AONB's present and future wellbeing.

**Objective 19:** To protect and enhance the relationship between the AONB, the surrounding countryside and strategic towns on the edge of the AONB.

### Relevant policy objectives

#### *International level*

- 4.86 The **European Landscape Convention**<sup>71</sup>, which became binding on the UK in 2007, relates to natural, urban and suburban areas, whether on land, water or sea. It concerns not just remarkable landscapes but also ordinary everyday landscapes and blighted areas. The Convention introduces the concept of 'landscape quality objectives' into the protection, management and planning of geographical areas.
- 4.87 The UN **World Heritage Convention**<sup>72</sup>, ratified by the UK in 1984, provides for the identification, protection and conservation of natural and cultural Sites deemed of Outstanding Universal Value. The Cornwall and West Devon Mining Landscape was inscribed as a World Heritage Site in 2006. This recognises the importance of 'Cornish Mining's' historic landscapes, its outstanding mine buildings and other features, and its important role in technological innovation and industrialisation.

#### *National level*

- 4.88 **PPS1: Delivering Sustainable Development**<sup>73</sup> states that a high level of protection should be given to the most valued landscapes, those with national or international designation receiving the highest level of protection. It also requires development plan policies to take account of the impact of development on landscape quality.
- 4.89 **PPS7: Sustainable Development in Rural Areas**<sup>74</sup> promotes the highest level of protection for England's most valued landscapes and supports the use of Landscape Character Assessments as a local planning tool. The PPS consultation paper **Planning for a Natural and Healthy Environment**<sup>75</sup>, which will eventually replace PPS7 policy on designated landscapes, promotes in AONB's the highest level of protection in relation to landscape and scenic beauty; stating that planning permissions for major developments should be refused except in exceptional circumstances.

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<sup>71</sup> European Landscape Convention (Council of Europe, Florence, 2000).

<sup>72</sup> World Heritage Convention (UNESCO, 1972).

<sup>73</sup> Planning Policy Statement 1: Delivering Sustainable Development (ODPM, 2005).

<sup>74</sup> Planning Policy Statement 7: Sustainable Development in Rural Areas (ODPM, 2004).

<sup>75</sup> Planning Policy Statement: Consultation. Consultation paper on a new Planning Policy Statement for a Natural and Healthy Environment (CLG, March 2010).

**Regional level**

- 4.90 The **South West RSS**<sup>76</sup> seeks to protect and enhance the region’s environment by requiring that development ‘*respects landscape thresholds of settlements*’ and that positive planning and design are used to set development within local character and to enhance natural environments (Policy SD3). The region’s natural environment must be protected and enhanced and priority will be given to sites of international or national landscape importance (Policy ENVI). Local authorities must strengthen the evidence base by conducting strategic landscape character assessments and use this to identify priority areas (Policy ENV2). Development in AONBs will only be permitted where it conserves and enhances the natural beauty, wildlife and cultural heritage or, subject to compatibility with AONB purposes, fosters social or economic well-being of communities within the AONB (Policy ENV3).
- 4.91 The **Cornwall and West Devon Mining Landscape Management Plan**<sup>77</sup> sets out the long term management aims for the World Heritage Site, which in summary are to conserve and enhance its historic environment; to communicate Cornish mining culture and the history and significance of Cornish mining; to promote opportunities within the Site for heritage-led regeneration; to promote public access; to undertake and facilitate relevant research; and to optimise the contribution of the Site to the local economy.

**Baseline conditions, existing issues and their likely evolution without the plan**

| Issue <sup>78 79</sup>  | Likely future evolution without the plan                          |
|---|---|
| Tranquillity and intrusion mapping shows that the AONB is one of the most tranquil areas of Cornwall with the main detractors being urban development (there has been an increase in built form of 5% across Cornwall as a whole in the last 10 years) and main roads. The most ‘disturbed’ parts of the AONB are in and around the main settlements of the Camel Estuary, St Agnes and West Penwith. | Development pressure is likely to continue to erode tranquillity. |
| Night blight mapping shows an overall reduction in dark skies across the AONB since 1990.   | Built development is likely to continue to reduce dark skies.     |
| Agricultural change, management of trees and woodland and tourism put pressure on the buffer areas around the AONB.   | These pressures are likely to continue.                           |

<sup>76</sup> The Draft Revised Regional Spatial Strategy For The South West Incorporating The Secretary Of State's Proposed Changes (Government Office For The South West, July 2008).

<sup>77</sup> The Cornwall and West Devon Mining Landscape Management Plan

<sup>78</sup> Cornwall AONB Management Plan Review SA Draft Scoping Report. (Land Use Consultants, March 2010).

<sup>79</sup> The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

## Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

4.92 A large number of the Management Plan policies are relevant to achievement of Objectives 8 and 19 as follows:

**FF1:** Farming, Food and Forestry - Encourage and support sustainable farming and forestry practices that maintain and enhance the landscape character by ensuring that future agri-support mechanisms contain adequate landscape measures and are targeted at landscape management within the AONB.

**FF2:** Farming, Food and Forestry - Ensure that biofuel crops and new forms of horticulture are accommodated in ways which do not erode landscape quality through the adoption of a strategic, Cornwall wide approach to planting and the provision of appropriate advice and guidance to farmers.

**FF3:** Encourage and support the management of small woods to meet a range of objectives in ways that maintain a diverse and dynamic landscape.

**FF4:** Farming, Food and Forestry - Improve economic profitability for sustainable small to medium scale rural businesses and family farms whose operations enhance the landscape by enabling access to agri-payment schemes and other forms of RDPE support.

**FF5:** Farming, Food and Forestry - Provide within the Local Development Framework clear policy guidance on rural infrastructure and farm diversification which supports sustainable rural businesses that respect local distinctiveness and cultural heritage in the protected landscape.

**BG3:** Biodiversity and Geodiversity - Ensure that landscape scale biodiversity projects contribute to mosaics of habitats characteristic of AONB landscapes and seek to enhance landscape character via project works.

**CCE1:** Climate Change and Energy - Promote energy efficiency measures in 'hard to treat' homes, businesses and community facilities within the AONB and develop effective methods of retrofitting technologies which do not detract from landscape character whilst increasing resilience against fuel poverty.

**CCE2:** Climate Change and Energy - Promote renewable energy technologies of a small scale which respect the sensitive landscape character and biodiversity value of the AONB, whilst guarding against cumulative impacts across the AONB area.

**CCE4:** Climate Change and Energy - Ensure adaptation of AONB land to mitigate the impacts of climate change which enhance the landscape and provide opportunities for biodiversity and soil and water conservation.

**CE3:** Community and Economy - Develop best practice in community led- sustainability initiatives which also enhance landscape and settlement character and address issues of rural disadvantage.

**CE4:** Community and Economy - Encourage the full use of the AONB landscape for positive health benefits to communities within and outside the AONB.

**CE7:** Community and Economy - Reinforce the link between a high quality landscape and a prosperous and sustainable, low carbon economy and develop a clear understanding among decision makers and opinion formers of the true value of the AONB landscape to Cornwall's economy.

**LS1:** Landscape and Seascape - Develop a clear understanding of the social, environmental and economic benefits of landscape and seascape and ensure this is reflected in decision making at every level consistent with the aims of the European Landscapes Convention.

**LS2:** Landscape and Seascape - Ensure landscape and seascape character is embedded in the emerging Local Development Framework with policies within the Core strategy that

support the purposes of the AONB designation and advocate an approach to conservation and enhancement of the AONB based upon Landscape Character Assessment.

**LS3:** Landscape and Seascape - Promote a strategic landscape spatial policy framework in the Core Strategy that utilises the Landscape Character Assessment to inform development management.

**LS4:** Landscape and Seascape - Promote a spatial, strategic approach to land management and agri-environment scheme targeting to enable the conservation and enhancement of landscape character.

**LS5:** Landscape and Seascape - Monitor the state of the Cornwall AONB landscape to identify where the erosion and enhancement of the quality of the AONB is taking place and develop feedback mechanisms for corrective management.

**PD1:** Planning and Development - Ensure the purposes and objectives of AONB designation are fully recognised in the development and implementation of Cornwall Local Development Framework and Minerals Development Plan Document, and other public policies, strategies and programmes.

**PD2:** Planning and Development - Support the provision of identified local employment needs in settlements within or in the setting of the Cornwall AONB that has appropriate regard to protected landscape and settlement character.

**PD3:** Planning and Development - Support the provision of affordable housing to meet identified needs of local people in locations with access to employment and local services, and ensure that the selection and development of affordable housing sites within or in the setting of the Cornwall AONB has appropriate regard to landscape and settlement character.

**PD5:** Planning and Development - Support tourism development that respects the diverse local landscape characteristics of the sections of the Cornwall AONB, ensuring that in the development of tourist facilities the scale, design and use of materials has appropriate regard to the character, sensitivity and capacity of the protected landscape.

**PD6:** Planning and Development - Ensure that any necessary development in or within the setting of the AONB is high quality sustainable development that:

- is appropriately located, of an appropriate scale and addresses landscape sensitivity and capacity;
- is compatible with the distinctive character of the location described by the Landscape Character Assessment;
- promotes the conservation of the historic environment as a whole and in particular those designated heritage assets and their setting, including the Conservation Areas and World Heritage Site; and
- is designed to respect quality of place in the use of distinctive local building styles and materials, dark skies and tranquillity; and
- protects trees and other important landscape features

in order that it can contribute to the conservation and enhancement of the natural beauty of the protected landscape.

**PD7:** Planning and Development - Encourage local communities to identify local needs and assist in the conservation and enhancement of local distinctiveness through the preparation and development of Parish Plans, Village Design Statements and other initiatives.

**PD10:** Planning and Development - Promote in telecommunication and power infrastructure provision appropriate site selection design of developments and where possible the reduction and removal of power and telecommunications lines.

**RCM3:** Rivers, Coast and Marine - Ensure there is an integrated approach in the management of pressures on the coast, with a priority given to managed realignment and 'soft' forms of flood risk management, required by climate change, which enhances the natural landscape characteristics of the AONB.

**RCM6:** Rivers, Coast and Marine - Ensure that measures to improve water quality and reduce run off respect the AONB landscape and that where works take place, opportunities are taken to restore the natural physical form of rivers where they have previously been modified.

**ST1:** Sustainable Tourism - Promote sustainable tourism which cares for the landscape and environment upon which the industry depends, providing a model for the development of tourism across the whole of Cornwall.

**ST2:** Sustainable Tourism - Raise awareness and respect for the Cornwall AONB and communicate effectively to local tourist businesses about the special qualities of the natural, cultural and built environment of the AONB in order that they can be celebrated, respected and sustainably utilised as a marketing tool.

**ST3:** Sustainable Tourism - Sensitively and sustainably develop and market the AONB to potential visitors whilst managing visitor numbers where the AONB landscape is becoming degraded through over-use.

**ST4:** Sustainable Tourism - Secure a strong voice for the AONB within tourism management in Cornwall to ensure that sustainable tourism activity drives the industry.

**TA3:** Transport and Access - Encourage the pro-active de-cluttering of highways infrastructure, reducing signage and lighting and developing approaches to highways and rights of way design which can enhance the character of the rural roads network.

**TA5:** Transport and Access - Improve the sustainable connectivity between population centres and nearby sections of the Cornwall AONB with appropriate green infrastructure which enhances landscape character and increases public health opportunities.

**TA6:** Transport and Access - Ensure a co-ordinated, strategic and planned approach to the management of open access land within the AONB to ensure good condition is maintained and the negative impacts of overuse or misuse are avoided.

**CE4:** Community and Economy - Encourage the full use of the AONB landscape for positive health benefits to communities within and outside the AONB.

| SA objective   | Score     | Justification of score   | Timescale & probability   | Permanent or temporary |
|--|-----------|--|---|------------------------|
| <p>SO8: To protect and enhance the quality of the natural, historic and cultural landscape, including local distinctiveness, and seascape, and promote its positive contribution to the AONB's present and future wellbeing.</p> | <p>++</p> | <p>A significant proportion of the Management Plan policies seek to conserve or enhance the AONB landscape, resulting in an overall significant positive effect on this objective. Those policies likely to have the greatest positive impact include policies which support forms of agriculture and forestry that enhance the landscape; support landscape scale biodiversity projects; regulate acceptable forms of renewable energy and energy efficiency development; embed landscape issues within the Local Development Framework/development management process, including tourism development; and improve the evidence base through Landscape Character Assessment and condition monitoring.</p> <p>Policies seeking to promote tourism and outdoor recreation visits to the AONB risk adverse impacts on the landscape, for example footpath erosion and other physical damage by visitors, loss of tranquillity due to increased road traffic and expansion of associated infrastructure, or development of visitor facilities which are not sensitive to local character. However, whilst increased tourism is supported this is qualified as being sustainable tourism, with visitor numbers to be managed to avoid degradation of the AONB landscape.</p> | <p>The Management Plan policies seek to preserve the AONB's natural beauty over the long term. Despite some potential negative effects, e.g. from tourism development, the probability of successful protection of the AONB landscape is deemed high, given the caveats within the development policies, the legislative protection for AONBs and the requirements of national planning policy.</p> | <p>Permanent</p>       |

| SA objective   | Score | Justification of score   | Timescale & probability  | Permanent or temporary |
|--|-------|--|--|------------------------|
| SO19: To protect and enhance the relationship between the AONB, the surrounding countryside and strategic towns on the edge of the AONB. | +     | The Management Plan should have a positive effect on this objective through encouraging appropriate use (e.g. for healthy outdoor recreation) of its landscape to those living beyond its borders and by improving the sustainability of the transport between adjacent population centres and the AONB. | These policies are likely to have their effect over the medium to long term. The probability of their success is reduced by the fact that they depend on the co-operation of third party authorities beyond the borders of the AONB. | Permanent              |

## Recommendations

4.93 None identified.

## Recommendations for monitoring likely significant effects

4.94 We recommend that the following indicators are used to monitor significant effects of the Management Plan identified by the SA.

### **SA Objective 8:**

It is recommended that the suite of indicators developed by the Cornwall, Tamar Valley and Isles of Scilly AONB Landscape Monitoring Project and listed in the project report<sup>80</sup> be used to monitor significant effects on this objective.

<sup>80</sup> Cornwall, Tamar Valley and Isles of Scilly AONB Landscape Monitoring Project Phase I: Project Report (Land Use Consultants, 2008).

## HISTORIC ENVIRONMENT

- 4.95 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 10:** To protect and enhance the quality and local distinctiveness of the historic environment, reinforcing and celebrating the distinctive character and culture of the AONB.

### Relevant policy objectives

#### *International level*

- 4.96 The UN **World Heritage Convention**<sup>81</sup>, ratified by the UK in 1984, provides for the identification, protection and conservation of natural and cultural Sites deemed of Outstanding Universal Value. The Cornwall and West Devon Mining Landscape was inscribed as a World Heritage Site in 2006. This recognises the importance of 'Cornish Mining's' historic landscapes, its outstanding mine buildings and other features, and its important role in technological innovation and industrialisation.
- 4.97 The European **Convention on the Protection of Archaeological Heritage**, ratified by the UK in 2000, makes the conservation and enhancement of archaeological heritage a goal of urban and regional planning policies; sets guidelines for funding research; deals with public access to archaeological sites; and sets out actions for increasing public awareness of the value of archaeological heritage.

#### *National level*

- 4.98 **PPS5: Planning for the Historic Environment**<sup>82</sup> sets out planning policies for the protection of the historic environment. These policies aim to conserve our heritage assets and utilise the historic environment in creating sustainable places.

#### *Regional level*

- 4.99 The **South West RSS**<sup>83</sup> requires that positive planning and design be used to set development within the landscape of the historic environment and to bring historic buildings back into economic use (Policy SD3). The region's historic environment must be protected and enhanced and priority will be given to sites of international or national archaeological or historic importance (Policies ENVI, ENV5). Characterisation will be used to strengthen the evidence base and identify options for sensitive management (Policy ENV5).
- 4.100 The **Cornwall and West Devon Mining Landscape Management Plan**<sup>84</sup> sets out the long term management aims for the World Heritage Site, which in summary are to conserve and enhance its historic environment; to

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<sup>81</sup> World Heritage Convention (UNESCO, 1972).

<sup>82</sup> <http://www.communities.gov.uk/publications/planningandbuilding/pps5>

<sup>83</sup> The Draft Revised Regional Spatial Strategy For The South West Incorporating The Secretary Of State's Proposed Changes (Government Office For The South West, July 2008).

<sup>84</sup> The Cornwall and West Devon Mining Landscape Management Plan

communicate Cornish mining culture and the history and significance of Cornish mining; to promote opportunities within the Site for heritage-led regeneration; to promote public access; to undertake and facilitate relevant research; and to optimise the contribution of the Site to the local economy.

### Baseline conditions, existing issues and their likely evolution without the plan

| Issue <sup>85</sup> <sup>86</sup> <sup>87</sup>  | Likely future evolution without the plan   |
|--|--|
| Over 460 of Cornwall's Scheduled Monuments are classified as 'At Risk', with 130 considered to be under high risk. Only one 'At Risk' Listed Building is located within the AONB itself, on Bodmin Moor. The principal reason for buildings and other historic monuments being 'At Risk' is lack of resources for appropriate management.  | Condition of historic and archaeological features generally thought to be stable although pressure on public budgets could further reduce resources available for management.  |
| Housing development and associated infrastructure (notably road improvement schemes) can damage archaeology, historic character and setting if inappropriately sited or designed.  | Development pressure likely to continue in light of shortfall of supply relative to demand despite impending cancellation of regional strategies and their housing targets.  |
| <p>Threats to historic assets from climate change:</p> <ul style="list-style-type: none"> <li>- Sea level rise and the increased frequency and severity of storms predicted under climate change threaten coastal historic sites due to erosion.</li> <li>- Renewable energy developments, if inappropriately designed or sited, can have a detrimental effect on the setting of historic assets.</li> </ul> | <p>Effects of climate change likely to steadily increase in the foreseeable future.</p> <p>National targets for renewable energy generation likely to result in increasing number of renewable generation development proposals.</p> |
| <p>Intensification of agriculture can result in:</p> <ul style="list-style-type: none"> <li>- Abandonment of traditional farm buildings in favour of modern sheds.</li> <li>- Land management changes which damage archaeology.</li> </ul>   | Pressure to intensify may increase due to food security concerns and competition for agricultural land from bio-energy crops   |
| Continuing pressure for marine development such as marinas and inappropriate fishing practices can directly damage submerged historic assets or the seascape setting of coastal  | Pressure likely to continue to intensify.  |

<sup>85</sup> Cornwall AONB Management Plan Review SA Draft Scoping Report. (Land Use Consultants, March 2010).

<sup>86</sup> The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

<sup>87</sup> English Heritage comments on SA Scoping Report: letter dated 18 May 2010.

| Issue 85 86 87   | Likely future evolution without the plan  |
|--|---|
| assets.  |   |
| AONB-specific information is lacking, 'At Risk' statistics only describe Cornwall as a whole.  | No change.  |
| Inadequate supply/use of traditional building skills and materials threatens heritage and landscape.   | Supply of traditional skills likely to continue to decline.   |
| There are many traditional buildings within the AONB which make a strong contribution to its character but which are neither listed nor within conservation areas. | Risk that these may be demolished or their settings damaged by pressure for new development unless policies are in place to designate them or conserve them by other means. |

### Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

#### 4.101 The main policies relevant to achievement of Objective 10 are:

|  |
|--|
| <p><b>H1:</b> Heritage - Support the recording and appropriate interpretation of all aspects of the AONB's historic environment to ensure local communities and visitors enjoy a rich experience of the sense of place.</p> <p><b>H2:</b> Heritage - Seek opportunities to increase access to and understanding of both the physical and intellectual historic environment within the AONB, working with education providers and venues to promote the historic environment and deliver opportunities for lifelong learning.</p> <p><b>H3:</b> Heritage - Ensure all AONB terrestrial and marine heritage assets, not simply those which are designated, are brought under high quality management and use, and that appropriate monitoring is put in place to ensure their continuing survival, in good condition.</p> <p><b>H4:</b> Heritage - Continue to seek opportunities to designate high quality heritage assets within the AONB to ensure their long term protection.</p> <p><b>H5:</b> Heritage - Support the work of the Cornwall and West Devon Mining World Heritage Site (WHS) Partnership in the management, interpretation and celebration of the mining heritage of the AONB and protect the Outstanding Universal Value and settings of the Cornwall and West Devon Mining World Heritage Site by contributing to the actions set down in the WHS Management Plan.</p> <p><b>H6:</b> Heritage - Continue to develop a character led approach to management of the historic landscapes, settlements and seascapes of the AONB, using Historic Landscape Characterisation (HLC), Historic Seascape Assessment and Historic Environment Action Plans (HEAPs) as key tools, integrating fully with the natural environment and landscape.</p> <p><b>H7:</b> Support the literary and other cultural heritage of the AONB.</p> |
|--|

| SA objective   | Score | Justification of score   | Timescale & probability   | Permanent or temporary |
|--|-------|--|---|------------------------|
| SO10: To protect and enhance the quality and local distinctiveness of the historic environment, reinforcing and celebrating the distinctive character and culture of the AONB. | ++    | The historic environment is an integral component of the AONB's cultural landscape and will be conserved and enhanced through policies which aim to protect local distinctiveness from the potential effects of inappropriate development; improve recording of, access to and understanding of historic assets; extend appropriate management to non-designated historic assets and increase the number that are designated; encourage appropriate design of highways and associated infrastructure; embed historic environment issues within the Local Development Framework/development management process, and improve the evidence base through a character led approach to management. | These policies are likely to have their effect over the medium to long term. Their successful implementation will depend, to some extent, on whether past problems of insufficient resources for appropriate management of historic assets can be overcome. | Permanent              |

## Recommendations

4.102 None identified.

### Recommendations for monitoring likely significant effects

4.103 We recommend that the following indicators are used to monitor significant effects of the Management Plan identified by the SA.

#### **SA Objective 10:**

A number of the indicators developed by the Cornwall, Tamar Valley and Isles of Scilly AONB Landscape Monitoring Project<sup>88</sup> and recommended for monitoring effects on SA Objective 8 are also relevant to effects on this objective, in particular those relating to:

<sup>88</sup> Cornwall, Tamar Valley and Isles of Scilly AONB Landscape Monitoring Project Phase I: Project Report (Land Use Consultants, 2008).

- Field patterns.
- Presence [and condition] of historic landscape features.
- Local vernacular building styles.

In addition:

- Changes in the total number of Scheduled Monuments, Listed Buildings and Registered Parks and Gardens across the AONB and the number in different grades.
- The total number of Scheduled Monuments, Listed Buildings and Registered Parks and Gardens classified as 'At Risk'.

## HIGH QUALITY DESIGN AND LOCAL DISTINCTIVENESS

- 4.104 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 11:** To promote and achieve high quality design in development, sustainable land use and sustainable built development, maintaining local distinctiveness and encouraging quality of life.

### Relevant policy objectives

#### *National level*

- 4.105 The **Code for Sustainable Homes** sets out Government quality standards with respect to such matters the resource efficiency of homes (e.g. water, energy), as well as living comfort (e.g. daylight, sound, private space). The achievement of a specific Code level is currently voluntary for private sector housing but ratings against the Code are to become mandatory. Social housing must currently achieve Code level 3.
- 4.106 **PPS1: Delivering Sustainable Development**<sup>89</sup> states that design which fails to take the opportunities available for improving the character and quality of an area and the way it functions should not be accepted. It encourages planning policies to promote high quality inclusive design in the layout of new development, not just for the short term but over the lifetime of the development.
- 4.107 **PPS4: Planning for Sustainable Economic Growth**<sup>90</sup> states that proposals for economic development should be assessed as to '*whether the proposal secures a high quality and inclusive design which takes the opportunities available for improving the character and quality of the area and the way it functions*'. In rural areas, local authorities should strictly control economic development in open countryside; locate most new development in or on the edge of existing settlements where employment, housing, services and other facilities can be provided close together; and support the conversion and re-use of appropriately located and suitably constructed existing buildings in the countryside.
- 4.108 **PPS5: Planning for the Historic Environment**<sup>91</sup> seeks to ensure that the positive contribution of heritage assets to local character and sense of place is recognised and valued and consideration of the historic environment is integrated into planning policies, promoting place-shaping.

#### *Regional level*

- 4.109 Development Policy E of the **South West RSS** requires that 'All development in rural and urban settings should deliver the highest possible standards of design, both in terms of urban form and sustainability criteria.' The Plan also requires that all major development must meet: '*high standards*

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<sup>89</sup> Planning Policy Statement 1: Delivering Sustainable Development (ODPM, 2005).

<sup>90</sup> Planning Policy Statement 4: Planning for Sustainable Economic Growth (CLG, 2009).

<sup>91</sup> Planning Policy Statement 5: Planning for the Historic Environment (CLG, 2010).

of design and access and the lowest practicable levels of energy and car use'. Development Policy G promotes best practice in sustainable construction and help to achieve the national timetable for reducing carbon emissions from residential and non-residential buildings.

### Baseline conditions, existing issues and their likely evolution without the plan

| Issue <sup>92,93,94</sup>   | Likely future evolution without the plan   |
|---|--|
| There is significant development pressure within the AONB, particularly for affordable housing delivery.  | Development unlikely to meet high standards of design, with the potential to be inappropriately located.   |
| Fishing villages, scattered farmsteads and hamlets, made of granite and slate, and whitewashed walls are integral to the character of the AONB, and this character is still largely intact. | New development proposals may be out of keeping with the typical character of the area. This is likely to affect the areas planned for growth more, which are Truro, Falmouth, Penryn, and Camborne/Pool/Redruth.  |
| Buildings and settlements within the AONB have retained their traditional character for several generations. This is key to the appeal of the AONB.   | Lifestyle changes are influencing the alteration, refurbishment and replacement of existing buildings. The cumulative effect of this is likely to impact the landscape setting.  |
| The AONB is rural in nature and tranquillity is part of its character and appeal.   | There is evidence that tranquillity is decreasing and light pollution increasing across the AONB, and this is having negative effects on local distinctiveness and quality of life. In light of planned housing delivery in Cornwall, this trend is likely to continue.  |
| Some of the most tranquil, attractive parts of the AONB are those with the largest tourist draw.  | There is pressure to upgrade and redevelop a number of holiday accommodation sites, including with permanent static caravans, and these sites are often in sensitive locations. In light of recent popularity of holidays in the UK, this trend is likely to continue, affecting the character of many of these locations. |

### Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

4.110 The main policies relevant to achievement of **Objective II** are:

<sup>92</sup>The Cornwall AONB Management Plan 2011-2016 - First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

<sup>93</sup> Cornwall Local Development Framework Core Strategy. Draft Topic Based Issues Paper – Design and efficient use of resources (Cornwall Council, June 2010).

<sup>94</sup> Cornwall AONB Atlas – Companion Report (Cornwall AONB Partnership & Land Use Consultants, January 2010).

**LS1:** Landscape and Seascape: Develop a clear understanding of the social, environmental and economic benefits of landscape and seascape and ensure this is reflected in decision making at every level consistent with the aims of the European Landscapes Convention.

**LS2:** Landscape and Seascape: Ensure landscape and seascape character is embedded in the emerging Local Development Framework with policies within the Core Strategy that support the purposes of the AONB designation and advocate an approach to conservation and enhancement of the AONB based upon Landscape Character Assessment.

**PD1:** Planning and Development: Ensure the purposes and objectives of AONB designation are fully recognised in the development and implementation of Cornwall Local Development Framework and Minerals Development Plan Document, and other public policies, strategies and programmes.

**PD3:** Planning and Development: Support the provision of affordable housing to meet identified needs of local people in locations with access to employment and local services, and ensure that the selection and development of affordable housing sites within or in the setting of the Cornwall AONB has appropriate regard to landscape and settlement character.

**PD4:** Planning and Development: Ensure that the Green Infrastructure Strategy provides alternative natural greenspace to address risks to AONB features from tourism development and outdoor recreation facilities, and that the AONB is appropriately managed to accommodate increased levels of use.

**PD6:** Planning and Development: Ensure that any necessary development in or within the setting of the AONB is high quality sustainable development that:

- is appropriately located, of an appropriate scale and addresses landscape sensitivity and capacity;

- is compatible with the distinctive character of the location described by the Landscape Character Assessment;

- promotes the conservation of the historic environment as a whole and in particular those designated heritage assets and their setting, including the Conservation Areas and World Heritage Site; and

- is designed to respect quality of place in the use of distinctive local building styles and materials, dark skies and tranquillity; and

- protect trees and other important landscape features

in order that it can contribute to the conservation and enhancement of the natural beauty of the protected landscape.

**CCE1:** Climate Change and Energy: Promote energy efficiency measures in 'hard to treat' homes, businesses and community facilities within the AONB and develop effective methods of retrofitting technologies which do not detract from landscape character whilst increasing resilience against fuel poverty.

**CCE2:** Climate Change and Energy: Promote renewable energy technologies of a small scale which respect the sensitive landscape character and biodiversity value of the AONB, whilst guarding against cumulative impacts across the AONB area.

**ST1:** Sustainable Tourism: Promote sustainable tourism which cares for the landscape and environment upon which the industry depends, providing a model for the development of tourism across the whole of Cornwall.

**ST2:** Sustainable Tourism: Raise awareness and respect for the Cornwall AONB and communicate effectively to local tourist businesses about the special qualities of the natural, cultural and built environment of the AONB in order that they can be celebrated, respected and sustainably utilised as a marketing tool.

| Assessment of the effects of the AONB Management Plan on SA objective | Score   | Justification of score | Timescale & probability   | Permanent or temporary |
|---|---|------------------------|---|------------------------|
|   | SO11: To promote and achieve high quality design in development, sustainable land use and sustainable built development, maintaining local distinctiveness and encouraging quality of life. | ++                     | Policies address the need for sensitivity to the purposes of AONB designation, and character of the landscape and settlements, although there is no explicit reference to tranquillity. | Long term              |

### Recommendations

- 4.111 It may be beneficial to refer to a local design guide, if available, to inform the character and setting issues which will need to be taken into account in designing new development, particularly in light of the likely high level of development pressure.
- 4.112 The green infrastructure (GI) policy should refer to the function of GI in creating the setting for and enhancing the character of new development.

### Recommendations for monitoring likely significant effects

- 4.113 We recommend that the following indicators are used to monitor significant effects of the Management Plan identified by the SA:

#### SA Objective 11:

- Levels of intrusion (include pylons, windfarms, road traffic)
- Settlement pattern
- Local vernacular building styles
- Tranquillity, intrusion and night blight mapping (CPRE)

## SOCIAL INCLUSION, EDUCATION AND REDUCING ANTI-SOCIAL BEHAVIOUR

4.114 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 12:** To reduce poverty, social exclusion and fragmentation, and provide opportunities for all to participate fully in society, decision making and the development of sustainable communities.

**Objective 13:** To reduce crime, anti-social behaviour, and fear of crime.

**Objective 17:** To maximise accessibility for all to the necessary education, skills, training and knowledge to play a full role in society, support the local economy and protect and enhance the special qualities of the AONB.

### Relevant policy objectives

#### *National level*

- 4.115 **PPS1: Delivering Sustainable Development**<sup>95</sup> states that social cohesion and inclusion are vital to delivering sustainable development and sets out the Government's commitment to developing strong, vibrant and sustainable communities and to promoting community cohesion. This means meeting the diverse needs of all people in existing and future communities, promoting personal well-being, social cohesion and inclusion and creating equal opportunity for all citizens. Social cohesion and inclusion is a key component of social capital. Local Planning Authorities must also "*ensure that developments create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion*".
- 4.116 The **Housing Green Paper** (2007) requires everyone to have access to a decent home at a price they can afford, in a place where they want to live and work. The Government seeks more and better homes, built to high standards, both in terms of design and environmental impact and homes that are part of mixed communities with good local facilities.
- 4.117 **PPS3: Housing**<sup>96</sup> states that the planning system should deliver:
- High quality housing that is well designed and built to a high standard.
  - A mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural.
  - A sufficient quantity of housing taking into account need and demand and seeking to improve choice.
  - Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.

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<sup>95</sup> Planning Policy Statement 1: Delivering Sustainable Development (ODPM, 2005).

<sup>96</sup> Planning Policy Statement 3: Housing (CLG, 2006).

- A flexible, responsive supply of land, managed in a way that makes efficient and effective use of land, including re-use of previously developed land, where appropriate.

- 4.118 **PPS4: Planning for Sustainable Economic Growth**<sup>97</sup> requires that developments which generate substantial transport movements are in accessible locations and that in planning for centres, local authorities encourage, where appropriate, high-density development accessible by public transport, walking and cycling. An exception is made for small-scale economic development where it provides the most sustainable option in villages, or other rural locations, that are remote from local service centres. Local planning authorities should manage the evening and night-time economy in centres through policies which set out the number and scale of leisure developments, taking account of their potential impact on anti-social behaviour and crime.
- 4.119 **PPS7**<sup>98</sup> states that the needs of all the community for the opportunity for a decent home should be recognised and that in rural areas this should include “*those in need of affordable and accessible, special needs housing.*” The location of housing in rural areas needs to “*promote more sustainable patterns of development and make better use of previously developed land*”. To do this “*the focus for most additional housing in rural areas should be on existing towns and identified service centres. But it will also be necessary to provide for some new housing to meet identified local need in other villages.*”
- 4.120 **The Sustainable Communities Plan**<sup>99</sup> seeks to achieve active, inclusive and safe local communities with a strong local culture and other shared community activities. Tackling crime and antisocial behaviour is also a priority for the Plan and it sets out various ways in which this will be achieved, including tackling the symptoms and causes of antisocial behaviour; putting ‘planning out crime’ at the heart of the planning process; and pursuing plans for neighbourhood and street wardens.
- 4.121 **Our Shared Future**<sup>100</sup> sets out practical proposals for building cohesion and integration at a local level. This has led to the Government developing further advice for Local Authorities in delivering cohesion in the form of a Cohesion Delivery Framework.
- 4.122 **An Action Plan for Community Empowerment: Building on Success** (CLG 2007) outlines the actions that CLG are taking to enable more people to take an active role in the decisions that affect their communities.
- 4.123 The **Crime and Disorder Act 1998** (amended by the Police Reform Act 2002) requires Local Planning Authorities consider strategies to tackle crime and disorder and misuse of drugs in their area, in partnership with other responsible authorities.
- 4.124 A 2006 independent review into the UK's skills needs identified skills as one of the most important drivers of a successful economy and a just society that

<sup>97</sup> Planning Policy Statement 4: Planning for Sustainable Economic Growth (CLG, 2009)

<sup>98</sup> Planning Policy Statement 7: Sustainable Development in Rural Areas (ODPM, 2004).

<sup>99</sup> Sustainable Communities Plan: Building for the Future (ODPM, 2003).

<sup>100</sup> Our Shared Future (The Commission on Integration and Cohesion, 2007).

offers opportunities for all citizens, regardless of their background. In response to this, the Government has committed England to becoming a world leader in skills by 2020<sup>101</sup>. This plan informed **PSA Delivery Agreement 2** on skills<sup>102</sup> which names local authorities and their partners as key local delivery bodies for the skills improvement targets within the document. PSA Delivery Agreement 7 sets out the Government’s objectives for economic improvement in regions that are currently underperforming in employment, skills and enterprise and innovation. The objectives include establishing a world-class knowledge base in all regions, with good quality business-knowledge links resulting in innovative, globally competitive businesses.

**Regional level**

- I. Development Policy F of the Draft South West RSS promotes “*sustainable communities and a high quality of life*” which includes provision of:
- Public transport, cultural, leisure, retail, health care, education and other services and facilities to meet local demand.
  - Sustainable transport links with an emphasis on public transport, cycling and walking.
  - Amenity space and green infrastructure that meets community needs and a range of housing types and tenures.

**Baseline conditions, existing issues and their likely evolution without the plan**

| Issue <sup>103, 104, 105</sup>   | Likely future evolution without the plan   |
|--|--|
| Narrow economic base where many communities work in mining, fishing, farming and tourism.  | Dominant industries are in decline across Cornwall. Without intervention there will be little potential for broadening of the economic base.   |
| Economic performance affected by limited skills base, low incomes, remote location and high number of seasonal (rather than permanent) jobs. | Recent political and economic developments mean that this trend may be exacerbated. The traditionally dominant industries are in decline, and without extensive re-training and investment, the reliance on low paid work in the tourism sector will remain. |
| Highest house prices often found within areas with high levels of deprivation.   | Trend likely to continue in the absence of government incentives for affordable housing provision.   |
| Whilst little information on current   | Crime is decreasing overall in Cornwall -  |

<sup>101</sup> World Class Skills: Implementing the Leitch Review of Skills in England (DIUS, 2007).  
<sup>102</sup> PSA Delivery Agreement 2: Improve the skills of the population, on the way to ensuring a world-class skills base by 2020 (HM Treasury, 2007).  
<sup>103</sup>The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).  
<sup>104</sup> Cornwall Local Development Framework Core Strategy. Draft Topic Based Issues Papers –Social inclusion, health, education and skills (Cornwall Council, June 2010).  
<sup>105</sup> Cornwall AONB Atlas – Companion Report (Cornwall AONB Partnership & Land Use Consultants, January 2010).

| Issue <sup>103, 104, 105</sup>   | Likely future evolution without the plan  |
|--|---|
| levels of crime is provided by the Plan, crime is likely to exist within the AONB, although Cornwall's main crime and anti-social behaviour hotspots are town centres outside of the AONB. | violent crime was reduced by 4.4% between 2007/08 and 2008/09, and anti-social behaviour by 2%. It is unclear whether this trend will continue.   |
| Many residents feel they are excluded from decision making, there is an increasing fragmentation of communities and community activity is declining.                                       | Without intervention, this trend is likely to continue. There are some positive community empowerment policies being introduced at a national level, such as the New Localism agenda, but effective local delivery of these initiatives will be key.                        |
| Traditional ways of life in rural areas are changing: personal mobility, ageing and migration are key issues, and local services are becoming less available.                              | Ageing of population is likely to continue in light of limited economic and job prospects. Provision of local services is also likely to remain inadequate without proactive policies.  |
| Some of the economic deprivation experienced in Cornwall is attributed to lack of employment opportunities as a result of lack of suitable education and skills.                           | Recent investment in education facilities is encouraging, and should enable better education and training opportunities if properly utilised. National plans to increase tuition fees for university students may limit the number of local residents attending university. |

### Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

4.125 The main policies relevant to achievement of **Objectives 12, 13 and 17** are:

|   |
|---|
| <p><b>CE1:</b> Community and Economy: Ensure a local pro-active approach to community planning within the AONB which meets the needs and aspirations of local communities but in ways which only strengthen local distinctiveness and sense of place.</p>   |
| <p><b>CE2:</b> Community and Economy: Support communities to be self-sustaining in terms of infrastructure, food, energy, services, employment, housing and green infrastructure in the planning of smaller settlements within the AONB which respect the purposes of the AONB.</p>                       |
| <p><b>CE3:</b> Community and Economy: Develop best practice in community led- sustainability initiatives which also enhance landscape and settlement character and address issues of rural disadvantage</p>   |
| <p><b>CE4:</b> Community and Economy: Encourage the full use of the AONB landscape for positive health benefits to communities within and outside the AONB.</p>   |
| <p><b>CE5:</b> Community and Economy: Support rural industries, businesses and local enterprises that contribute to the special local distinctiveness and landscape character of the AONB through investment, sensitive marketing and diversification in ways which enhance the AONB's sense of place</p> |
| <p><b>PD2:</b> Planning and development: Support the provision of identified local employment needs in settlements within or in the setting of the Cornwall AONB that has appropriate regard to protected landscape and settlement character.</p>   |

**PD3:** Planning and development: Support the provision of affordable housing to meet identified needs of local people in locations with access to employment and local services, and ensure that the selection and development of affordable housing sites within or in the setting of the Cornwall AONB has appropriate regard to landscape and settlement character.

| Assessment of the effects of the AONB Management Plan on SA objective   | Score    | Justification of score   | Timescale & probability  | Permanent or temporary |
|---|----------|--|--|------------------------|
| SO12: To reduce poverty, social exclusion and fragmentation, and provide opportunities for all to participate fully in society, decision making and the development of sustainable communities. | <b>+</b> | Policies to reduce social exclusion by promoting local decision making are positive, as are those which promote the sustainable delivery of affordable homes.          | Social exclusion and deprivation can only be alleviated in the long term, and other external factors which cannot be influenced by the AONB management plan. The economic recession is likely to limit the potential, but the new 'localism' agenda introduced by the Coalition could have a positive influence. | Permanent              |
| SO13: To reduce crime, anti-social behaviour, and fear of crime.  | <b>0</b> | There are no policies which directly address the reduction of crime or anti-social behaviour, although the policies mentioned above may contribute indirectly to this. | N/A  | N/A                    |

| Assessment of the effects of the AONB Management Plan on SA objective   | Score | Justification of score  | Timescale & probability | Permanent or temporary |
|---|-------|---|-------------------------|------------------------|
| SO17: To maximise accessibility for all to the necessary education, skills, training and knowledge to play a full role in society, support the local economy and protect and enhance the special qualities of the AONB. | 0     | There are no policies to promote enhancing the skills base to reflect modern industries, however appropriate rural industries and diversification are encouraged. | N/A                     | N/A                    |

### Recommendations

- 4.126 The Management Plan could actively promote the training and skills enhancement of young people and less skilled AONB residents, to encourage appropriate rural industries and the low carbon economy.
- 4.127 Reference could be made to the potential benefits of enhancing community engagement in decision-making for reducing anti-social behaviour within the AONB.

### Recommendations for monitoring likely significant effects

- 4.128 No likely significant effects or uncertain effects of the Management Plan on SA Objectives 12, 13 or 17 were identified, thus no recommendations on monitoring are required in the SA Report.

## HOUSING

- 4.129 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 14:** To meet the needs of the local community as a whole in terms of general market, affordable, adaptable and decent housing.

### Relevant policy objectives

#### *National level*

- 4.130 **PPS1: Delivering Sustainable Development**<sup>106</sup> requires that development plans promote development that creates socially inclusive communities, including suitable mixes of housing. Housing development should deliver safe, healthy and attractive places to live, seek to reduce social inequalities and take into account the needs of all the community.
- 4.131 **PPS3: Housing**<sup>107</sup> states that the planning system should deliver:
- High quality housing that is well designed and built to a high standard.
  - A mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural.
  - A sufficient quantity of housing taking into account need and demand and seeking to improve choice.
  - Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.
  - A flexible, responsive supply of land, managed in a way that makes efficient and effective use of land, including re-use of previously developed land, where appropriate.
- 4.132 **PPS7: Sustainable Development in Rural Areas**<sup>108</sup> states that the needs of all the community for the opportunity for a decent home should be recognised and that in rural areas this should include *‘those in need of affordable and accessible, special needs housing’*.
- 4.133 The **Code for Sustainable Homes** sets out quality standards that the Government expects to see met with respect to such matters the resource efficiency of homes (e.g. water, energy), as well as living comfort (e.g. daylight, sound, private space). The achievement of a specific Code level is currently voluntary for private sector housing but ratings against the Code are to become mandatory. Social housing must currently achieve Code level 3.

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<sup>106</sup> Planning Policy Statement 1: Delivering Sustainable Development (ODPM, 2005).

<sup>107</sup> Planning Policy Statement 3: Housing (CLG, 2006).

<sup>108</sup> Planning Policy Statement 7: Sustainable Development in Rural Areas (ODPM, 2004).

**Regional level**

- 4.134 The **South West RSS**<sup>109</sup> identifies a number of Strategically Significant Cities and Towns (SSCTs) as the main focus for development in the South West. Those close to the Cornwall AONB are the Cornish Towns (Camborne-Pool-Redruth, Falmouth-Penryn & Truro) and Plymouth (Development Policy A). In addition, existing market and coastal towns meeting a number of criteria will be further developed to increase their self-containment and enhance their role as service centres (Development Policy B) and limited, appropriate development will also be supported in small towns and villages (Development Policy C). Development provided for in the SSCTs listed above for the plan period 2006-2026 is as follows:
- 4.135 Plymouth SSCT – 40,000 new homes (mainly within the existing urban area and at Sherford to the east of Plymouth) and 42,000 jobs (requiring a provision of 150 ha of new employment land). A further 15,700 new homes and 10,000 new jobs are provided elsewhere within Plymouth Housing Market Area (HMA) (Policy HMA8).
- 4.136 Truro , Falmouth-Penryn and Camborne/Pool/Redruth SSCT – 20,300 new homes and 16,900 jobs (requiring 58 ha of new employment land). A further 28,500 new homes and 16,200 new jobs are provided elsewhere within West Cornwall HMA (Policy HMA9).

**Baseline conditions, existing issues and their likely evolution without the plan**

| Issue <sup>110 111</sup>   | Likely future evolution without the plan  |
|--|---|
| Cornwall has one of the fastest growing populations in the UK and large migrant worker populations in the west of the county. Although the main housing growth areas are outside the AONB, many are close to it and there will also be pressure for development within the AONB. | Demand for housing is likely to continue to outstrip supply with significant housing growth likely, primarily in Cornwall's main urban areas but also its towns and villages. |
| Affordability of housing an issue with relatively high prices (fuelled by high second home ownership) coupled with high levels of deprivation (due in part to the relatively low incomes associated with tourism and other rural industries).                                    | Issue likely to intensify.  |
| Local authority gypsy and traveller sites overcrowded and increasing number of unauthorised sites.   | No change expected.   |

<sup>109</sup> The Draft Revised Regional Spatial Strategy For The South West Incorporating The Secretary Of State's Proposed Changes (Government Office For The South West, July 2008).

<sup>110</sup> Cornwall AONB Management Plan Review SA Draft Scoping Report. (Land Use Consultants, March 2010).

<sup>111</sup> The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

## Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation

4.137 The main policies relevant to achievement of Objective 14 are:

**PD3:** Planning and Development - Support the provision of affordable housing to meet identified needs of local people in locations with access to employment and local services, and ensure that the selection and development of affordable housing sites within or in the setting of the Cornwall AONB has appropriate regard to landscape and settlement character.

**PD6:** Planning and Development - Ensure that any necessary development in or within the setting of the AONB is high quality sustainable development that:

- is appropriately located, of an appropriate scale and addresses landscape sensitivity and capacity;
- is compatible with the distinctive character of the location described by the Landscape Character Assessment;
- promotes the conservation of the historic environment as a whole and in particular those designated heritage assets and their setting, including the Conservation Areas and World Heritage Site; and
- is designed to respect quality of place in the use of distinctive local building styles and materials, dark skies and tranquillity; and
- protects trees and other important landscape features

in order that it can contribute to the conservation and enhancement of the natural beauty of the protected landscape.

| SA objective  | Score | Justification of score   | Timescale & probability  | Permanent or temporary |
|---|-------|--|--|------------------------|
| SO14: To meet the needs of the local community as a whole in terms of general market, affordable, adaptable and decent housing. | +/-   | <p>The Management Plan will have mixed effects on the achievement of this objective.</p> <p>Policy explicitly supports the objective of meeting local, affordable housing need.</p> <p>Policy requiring affordable housing and other necessary development to respect the landscape, historic environment and distinctive building materials of the AONB may restrict housing supply by reducing the number of potential development sites and increasing the cost of provision with negative effects on this objective.</p> | <p>These policies are likely to have their effect over the medium to long term. Housing policy within the future Cornwall Core Strategy is expected to have a much greater influence on whether this objective is achieved than policy within the Management Plan.</p> | Permanent              |

## Recommendations

4.138 None identified.

## Recommendations for monitoring likely significant effects

4.139 No likely significant effects or uncertain effects of the Management Plan on SA Objective 14 were identified, thus no recommendations on monitoring are required in the SA Report.

## HEALTHY LIFESTYLES AND RECREATION

- 4.140 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 15:** To improve health through the promotion of healthier lifestyles, improving access to open space and health, recreation and sports facilities.

### Relevant policy objectives

#### *National level*

- 4.141 **PPG13: Transport**<sup>112</sup> seeks to promote accessibility to jobs, shopping, leisure facilities and services (by public transport, walking and cycling) by requiring local authorities to locate major generators of travel demand in population centres and near to major public transport interchanges and smaller, day-to-day facilities in local centres. In rural areas, the development plan should designate 'local service centres' to act as focal points for development and transport. Housing development should occur principally within existing urban centres, with increased development density near to sustainable transport hubs. Sites and routes which could be critical for widening transport choices should be safeguarded. The needs of disabled people should be taken into account.
- 4.142 **PPG17: Planning for Open Space, Sport and Recreation**<sup>113</sup> requires local authorities to ensure that new development makes provision for new or expanded local sports and recreational facilities, for example through the use of planning obligations. At the same time, they should seek opportunities to improve the local open space network. In rural areas, sports and recreational facilities likely to attract large numbers of people should be located in country towns rather than open countryside although proposals for farm diversification involving sports and recreation should be given favourable consideration. AONB designation does not preclude the use of land for sporting and recreational activities but noisy or other intrusive activities should be restricted to locations where they will have minimal or no impact on residents or other recreational users.
- 4.143 Consultation Draft PPS: '**Planning for a Natural and Healthy Environment**' requires that local planning should allow for the provision of '*sufficient high quality, multifunctional open space, sports and recreational facilities to meet the needs of local communities*'.
- 4.144 The **Department of Health** reports that despite UK health improving overall, there are still differences in health between those at the top and bottom ends of the social scale. In some cases these differences are increasing. In order to close the gap, improvements in health must be greatest for the most excluded groups and communities in society.<sup>114</sup>

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<sup>112</sup> Planning Policy Guidance 13: Transport (ODPM, 2002).

<sup>113</sup> Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation (ODPM, 2002).

<sup>114</sup> Choosing Health: Making Healthier Choices Easier (Department of Health, 2004).

- 4.145 The Government has set out a new direction for the whole health and social care system, shifting the way in which services are delivered to ensure that they are more personalised and localised and that they fit into people's lives. It makes clear that health care goes beyond just treating people but must also focus on keeping people healthy and independent.<sup>115</sup>

### **Regional level**

- 4.146 Development Policy D of the Draft **South West RSS**<sup>116</sup> states that the planning and delivery of development should ensure efficient and effective use of existing infrastructure and should provide for the delivery of new or improved transport, education, health, culture, sport and recreation and green infrastructure in step with development. Development Policy F requires that amenity space and green infrastructure that meets community needs.

### **Baseline conditions, existing issues and their likely evolution without the plan**

| Issue <sup>117, 118, 119</sup>  | Likely future evolution without the plan  |
|---|---|
| People in Cornwall live longer on average than in the rest of England, but there are higher levels of limiting long term illness.   | In light of the comparatively low levels of healthy eating and exercise in Cornwall, the trend toward long term illness will be exacerbated without intervention. |
| The number of adults who have healthy diets is lower in Cornwall than elsewhere in England.   | Without education, this issue is likely to remain, especially with the predicted rises in food costs over the next couple of years.                               |
| More people (10.5%) rate their health as 'not good' in Cornwall, compared to 8.5% in the South West and 9% in England.  | Without education and health care improvements, change is unlikely.   |
| <p>More than 60% of men and 70% of women in Cornwall are not active enough to benefit their health.</p> <p>A survey of Cornwall residents revealed that 39% did not feel it was easy to access sports and leisure facilities.</p> <p>The survey also revealed that 61% felt the natural environment was important to them for active recreation. Access to the natural environment should be promoted and enhanced.</p> | Without improvements, alongside education programmes, this problem will remain or become worse.   |
| A quarter of the population within the  | This trend is likely to continue without  |

<sup>115</sup> *Our health, Our Care, Our Say: A New Direction for Community Services* (Department of Health, 2006).

<sup>116</sup> The Draft Revised Regional Spatial Strategy For The South West Incorporating The Secretary Of State's Proposed Changes (Government Office For The South West, July 2008).

<sup>117</sup> The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

<sup>118</sup> Cornwall Local Development Framework Core Strategy. Draft Topic Based Issues Papers – Health, Sport, recreation and open space (Cornwall Council, June 2010).

<sup>119</sup> Cornwall AONB Atlas – Companion Report (Cornwall AONB Partnership & Land Use Consultants, January 2010).

| Issue <sup>117, 118, 119</sup>   | Likely future evolution without the plan |
|--|--|
| <p>AONB are within the 45-59 age bracket. Cornwall's population is ageing, and the effects of this on the health of the population in the AONB are compounded by high house prices and lack of affordable housing for young people and families.</p> | <p>appropriate intervention.</p>         |

**Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation**

4.147 The main policies relevant to achievement of **Objective 15** are:

- CE4:** Community and Economy: Encourage the full use of the AONB landscape for positive health benefits to communities within and outside the AONB.
- CE2:** Community and Economy: Support communities to be self-sustaining in terms of infrastructure, food, energy, services, employment, housing and green infrastructure in the planning of smaller settlements within the AONB which respect the purposes of the AONB
- PD1:** Transport and Access: Ensure the purposes and objectives of AONB designation are fully recognised in the development and implementation of Cornwall Local Development Framework and Minerals Development Plan Document, and other public policies, strategies and programmes.
- PD4:** Planning and Development: Ensure that the Green Infrastructure Strategy provides alternative natural greenspace to address risks to AONB features from tourism development and outdoor recreation facilities, and that the AONB is appropriately managed to accommodate increased levels of use.
- PD5:** Planning and Development : Support tourism development that respects the diverse local landscape characteristics of the sections of the Cornwall AONB, ensuring that in the development of tourist facilities the scale, design and use of materials has appropriate regard to the character, sensitivity and capacity of the protected landscape.

| Assessment of the effects of the AONB Management Plan on SA objective   | Score | Justification of score   | Timescale & probability | Permanent or temporary |
|---|-------|--|-------------------------|------------------------|
| SO15: To improve health through the promotion of healthier lifestyles, improving access to open space and health, recreation and sports facilities. | +     | The Management Plan includes policies which encourage healthy recreational activity within the AONB. Policies also promote local provision of services based on community ownership, but do not promote access to locally produced food or community food growing areas. | Long term               | Permanent.             |

### Recommendations

- 4.148 The green infrastructure policy should also highlight the health benefits of green infrastructure.
- 4.149 The community and economy policy which encourages communities to be self-sustaining in food production could refer more explicitly to how this might happen, e.g. local community food schemes and encouraging people to grow their own, as a contribution to improving diets and related health issues.
- 4.150 The plan could go further in promoting recreation and physical activity amongst residents, for example through working with local schools and community groups.
- 4.151 Outdoor activities and open space are more actively promoted than the provision of other built sports facilities. Whilst it may not be appropriate to promote built facilities within the AONB, demand for these should be determined so that where possible the AONB can work with Cornwall Council to ensure adequate provision nearby.

### Recommendations for monitoring likely significant effects

- 4.152 No likely significant effects or uncertain effects of the Management Plan on SA Objective 15 were identified, thus no recommendations on monitoring are required in the SA Report.

## LOW CARBON ECONOMY

- 4.153 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 16:** To support a balanced, low carbon economy that meets the needs of the area and promotes a diverse range of quality employment opportunities and provides substantial benefits to local communities.

### Relevant policy objectives

#### *National level*

- 4.154 **The Climate Change Act 2008** requires that the net UK carbon account for greenhouse gases is at least 80% lower by 2050 than in 1990. The Act promotes transition to a low-carbon economy and gives powers to introduce the measures necessary to achieve greenhouse gas reductions. The Committee on Climate Change has been created by the Act as an independent organisation to provide advice to UK Government on these targets and related policies.
- 4.155 The **UK Low Carbon Transition Plan**<sup>120</sup> outlines planned actions to cut carbon emissions by 34% by 2020, based on 1990. The Plan has the following relevant aims:
- Over 1.2 million people will be employed in green jobs.
  - The efficiency of 7 million homes will have been upgraded, with over 1.5 million of them generating renewable energy.
  - 40% of electricity will be generated from low carbon sources (renewables, nuclear power and clean coal).
- 4.156 **PPS1: Delivering Sustainable Development**<sup>121</sup> stresses the importance of planning for a strong, stable and productive economy.
- 4.157 **PPS4: Planning for Sustainable Economic Growth**<sup>122</sup> requires that planning authorities sets out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth, identifying areas with high levels of deprivation to be prioritised for regeneration, whilst having regard to the character of the area and the need for a high quality environment. In rural areas, local planning authorities should strictly control economic development in open countryside and locate most new development in or on the edge of existing settlements.
- 4.158 National **guidance on tourism**<sup>123</sup> stresses the need for plans to maximise the benefits of tourism, identify optimal locations to maximise synergies with tourist attractions and promote opportunities for access by public transport, integrate development with its surroundings, and avoid adverse impacts. In rural areas it states that wherever possible tourist and visitor facilities should

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<sup>120</sup> [http://www.decc.gov.uk/en/content/cms/publications/lc\\_trans\\_plan/lc\\_trans\\_plan.aspx](http://www.decc.gov.uk/en/content/cms/publications/lc_trans_plan/lc_trans_plan.aspx)

<sup>121</sup> *Planning Policy Statement 1: Delivering Sustainable Development* (ODPM, 2005).

<sup>122</sup> *Planning Policy Statement 7: Sustainable Development in Rural Areas* (ODPM, 2004).

<sup>123</sup> *Good Practice Guide on Planning for Tourism* (CLG, 2006)

be housed in existing or replacement buildings, particularly where they are located outside existing settlements, seek to conserve and enhance statutorily designated areas, and assess large-scale tourist proposals against the whole range of sustainable development objectives.

- 4.159 Consultation Draft PPS4<sup>124</sup> proposes that local planning authorities should positively and proactively encourage sustainable economic growth in both urban and rural areas and proposes detailed guidance on how this should be achieved.

**Regional level**

- 4.160 The Draft South West RSS promotes opportunities for significant use of decentralised and renewable or low carbon-energy. Policy SD1 of the Plan identifies the intent to build a ‘sustainable, low carbon and low resource consuming economy which can be secured within environmental limits to bring prosperity and well-being to all parts of the region’.

**Baseline conditions, existing issues and their likely evolution without the plan**

| Issue <sup>125, 126, 127</sup>  | Likely future evolution without the plan  |
|---|---|
| The South West aspires to generate 15% and 20% of all energy consumed in the region from renewable energy by 2020.                                | 15% and 20% energy from renewables is possible by 2020, but relies on development of off shore wind (for 15%) and extensive renewable heat systems in buildings (for 20%) The range of biomass, bio-energy, and different crop types feasible to grow in the UK climate is predicted to increase. |
| There is evidence to suggest that a low carbon economy has potential in Cornwall, although there may be some constraints on this within the AONB. | Taking into account landscape constraints, there remains scope for a large increase in the deployment of onshore wind turbines.   |
| There is a need for a new industry to employ those previous employed by traditional industries in decline.  | Local and national initiatives to train unemployed and unskilled workers in skills to support a low carbon economy may contribute to some extent.   |

**Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation**

- 4.161 The main policies relevant to achievement of **Objective 16** are:

<sup>124</sup> Consultation paper on a new Planning Policy Statement 4: Planning for Prosperous Economies (CLG, 2009).

<sup>125</sup>The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

<sup>126</sup> Cornwall Local Development Framework Core Strategy. Draft Topic Based Issues Papers – Climate change, Energy (Cornwall Council, June 2010).

<sup>127</sup> Cornwall AONB Atlas – Companion Report (Cornwall AONB Partnership & Land Use Consultants, January 2010).

**CCE1:** Climate Change and Energy: Promote energy efficiency measures in 'hard to treat' homes, businesses and community facilities within the AONB and develop effective methods of retrofitting technologies which do not detract from landscape character whilst increasing resilience against fuel poverty

**CCE2:** Climate Change and Energy: Promote renewable energy technologies of a small scale which respect the sensitive landscape character and biodiversity value of the AONB, whilst guarding against cumulative impacts across the AONB area.

**PD2:** Planning and Development: Support the provision of identified local employment needs in settlements within or in the setting of the Cornwall AONB that has appropriate regard to protected landscape and settlement character.

**CE2:** Community and Economy: Support communities to be self-sustaining in terms of infrastructure, food, energy, services, employment, housing and green infrastructure in the planning of smaller settlements within the AONB which respect the purposes of the AONB.

**CE3:** Community and Economy: Develop best practice in community led- sustainability initiatives which also enhance landscape and settlement character and address issues of rural disadvantage.

**CE5:** Community and Economy: Support rural industries, businesses and local enterprises that contribute to the special local distinctiveness and landscape character of the AONB through investment, sensitive marketing and diversification in ways which enhance the AONB's sense of place.

**CE7:** Community and Economy: Reinforce the link between a high quality landscape and a prosperous and sustainable, low carbon economy and develop a clear understanding among decision makers and opinion formers of the true value of the AONB landscape to Cornwall's economy.

**FF2:** Farming, Food and Forestry: Ensure that biofuel crops and new forms of horticulture are accommodated in ways which do not erode landscape quality through the adoption of a strategic, Cornwall wide approach to planting and the provision of appropriate advice and guidance to farmers.

**RCM4:** Rivers, Coast and Marine: Promote the embedding of Integrated Coastal Zone Management in the terrestrial and marine management system through the policies set down in the emerging Cornwall Core Strategy, and take forward the guidance in PPS25 Supplement, in conjunction with the Shoreline Management Plan through an ICZM initiative in a section of the AONB.

| Assessment of the effects of the AONB Management Plan on SA objective   | Score | Justification of score  | Timescale & probability | Permanent or temporary |
|---|-------|---|-------------------------|------------------------|
| SO16: To support a balanced, low carbon economy that meets the needs of the area and promotes a diverse range of quality employment opportunities and provides substantial benefits to local communities. | +     | The sensitivity of the AONB landscape is well addressed. The need to support rural and low carbon industries is addressed, but no reference is made to the need to train local residents to provide skills to support these industries. | Long term.              | Permanent.             |

### Recommendations

- 4.162 It is difficult to determine the extent to which the plan will affect the provision of a range of employment opportunities in the low carbon economy, as no details on the action to support this objective are given. It may be appropriate to make reference to PPS4, which outlines an appropriate approach to this.
- 4.163 Direct reference should be made to the need to train local residents to provide skills to support rural and low carbon industries.

### Recommendations for monitoring likely significant effects

- 4.164 No likely significant effects or uncertain effects of the Management Plan on SA Objective 16 were identified, thus no recommendations on monitoring are required in the SA Report.

## ENERGY

- 4.165 This section of the SA relates to the sustainability performance of the AONB Management Plan against:

**Objective 18:** To encourage the use of renewable energy appropriate to the special qualities of the AONB, increase energy efficiency and security and reduce fuel poverty.

### Relevant policy objectives

#### *National level*

- 4.166 The UK is a signatory to the **EU Renewable Energy Directive**<sup>128</sup>, which includes a UK target of 15% of energy from renewables by 2020. This target is equivalent to a seven-fold increase in UK renewable energy consumption from 2008 levels: the most challenging of any EU Member State.
- 4.167 The **UK Low Carbon Transition Plan**<sup>129</sup> outlines the policies and proposals that will be put in place to decarbonise the UK economy to achieve an 18% reduction on 2008 levels (34% on 1990 levels) in carbon emissions by 2020. The **UK Renewable Energy Strategy**<sup>130</sup> published alongside the Low Carbon Transition Plan sets out a path to ensure that 15% of UK energy comes from renewable sources by 2020.
- 4.168 The **Climate Change Supplement to PPS1**<sup>131</sup> sets out how spatial planning should contribute to reducing emissions and stabilising climate change. It requires local planning authorities to understand the local feasibility and potential for renewable and low-carbon technologies, including micro-generation, which may require working closely with industry and drawing on other expertise.
- 4.169 **PPS22: Renewable Energy**<sup>132</sup> requires local development documents to encourage rather than restrict the development of renewable energy resources. However, the PPS states that within AONBs, renewable energy projects should only be granted where it can be demonstrated that the objectives of designation would not be compromised, and any significant adverse effect on the AONB's reasons for designation would be clearly outweighed by environmental, social and economic benefits. The PPS also establishes that local planning authorities may require a percentage of the energy consumption in new developments to come from on-site renewable sources.
- 4.170 The **Code for Sustainable Homes** is a national standard to guide industry in the design and construction of sustainable homes, aiming to provide buyers with information on the sustainability of prospective homes, and to encourage builders to achieve higher sustainability ratings. Developers are encouraged, but not required, to assess all new homes against the Code.

<sup>128</sup> <http://eur-lex.europa.eu/JOHtm1.do?uri=OJ:L:2009:140:SOM:EN:HTML>

<sup>129</sup> [http://www.decc.gov.uk/en/content/cms/publications/lc\\_trans\\_plan/lc\\_trans\\_plan.aspx](http://www.decc.gov.uk/en/content/cms/publications/lc_trans_plan/lc_trans_plan.aspx)

<sup>130</sup> [http://www.decc.gov.uk/en/content/cms/publications/lc\\_trans\\_plan/lc\\_trans\\_plan.aspx](http://www.decc.gov.uk/en/content/cms/publications/lc_trans_plan/lc_trans_plan.aspx)

<sup>131</sup> Supplement to Planning Policy Statement 1: Planning and Climate Change (CLG, 2007).

<sup>132</sup> Planning Policy Statement 22: Renewable Energy (ODPM [now CLG], 2004).

**Regional level**

4.171 The **South West RSS**<sup>133</sup> specifies that by 2020, a minimum of 850 MWe of onshore renewable electricity generating capacity should be installed in the region with 93-108 MWe to be installed in Cornwall by 2010 (Policy RE1). A regional renewable heat target is also set (Policy RE3). In developing renewable energy facilities, the objectives of designation of protected areas should not be compromised (Policy RE4). Decentralised renewable or low-carbon energy developments to supply new developments are supported with developments of more than 10 dwellings to obtain at least 10% of their energy needs from such sources (Policy RE5). All development should deliver the highest possible standards of sustainability (Development Policy E) with major developments, in particular, to have the lowest practicable levels of energy use (Development Policy F).

**Baseline conditions, existing issues and their likely evolution without the plan**

| Issue <sup>134</sup> <sup>135</sup>  | Likely future evolution without the plan   |
|--|--|
| National need to reduce domestic and business energy consumption if carbon reduction targets are to be met.  | This national policy driver is unlikely to change.   |
| Potential conflict between AONB purpose of conserving natural beauty and the landscape and visual impact of renewable energy generation facilities developed to meet renewables targets. | Degradation of landscape and seascape quality from development of large scale renewable generation facilities. |
| Generally low household incomes and low energy efficiency of housing stock within the AONB combine with global trend of rising energy prices to increase the likelihood of fuel poverty. | Increasing incidence of fuel poverty.  |

**Likely significant effects of implementing the AONB Management Plan as a whole, taking into account mitigation**

4.172 The main policies relevant to achievement of Objective 18 are:

**CCE1:** Climate Change and Energy - Promote energy efficiency measures in 'hard to treat' homes, businesses and community facilities within the AONB and develop effective methods of retrofitting technologies which do not detract from landscape character whilst increasing resilience against fuel poverty.

**CCE2:** Climate Change and Energy - Promote renewable energy technologies of a small scale which respect the sensitive landscape character and biodiversity value of the AONB, whilst guarding against cumulative impacts across the AONB area.

<sup>133</sup> The Draft Revised Regional Spatial Strategy For The South West Incorporating The Secretary Of State's Proposed Changes (Government Office For The South West, July 2008).

<sup>134</sup> Cornwall AONB Management Plan Review SA Draft Scoping Report. (Land Use Consultants, March 2010).

<sup>135</sup> The Cornwall AONB Management Plan 2011-2016. First Draft for Partnership. (Cornwall AONB Partnership, June 2010).

**FF2: Farming, Food and Forestry** - Ensure that biofuel crops and new forms of horticulture are accommodated in ways which do not erode landscape quality through the adoption of a strategic, Cornwall-wide approach to planting and the provision of appropriate advice and guidance to farmers.

| SA objective   | Score      | Justification of score   | Timescale & probability  | Permanent or temporary |
|--|------------|--|--|------------------------|
| <p>SO18: To encourage the use of renewable energy appropriate to the special qualities of the AONB, increase energy efficiency and security and reduce fuel poverty.</p> | <p>+/-</p> | <p>The Management Plan will have mixed effects on the achievement of this objective.</p> <p>Positive support is provided for small scale renewable technologies and for energy efficiency measures in the AONB's buildings. Conversely, the requirement for both of these to respect the AONB's landscape character and the lack of active support for larger scale renewable facilities are likely to have negative effects on this objective. Policy safeguards concerning the landscape impact of biofuel crops may also have negative effects on this objective.</p> <p>Developer uncertainty as to where and when renewables are appropriate within the AONB could act as a brake on development.</p> | <p>Given the amount of time required to secure permission for larger renewable schemes, this is probably a long term objective, although micro generation can be delivered in the short term. External factors such as levels of public and private investment in developing renewable technologies will also be a factor.</p> | <p>Permanent.</p>      |

### **Recommendations**

- 4.173 It would be helpful to develop some guidelines on the types of renewable energy technology likely to be appropriate within the AONB, both in terms of resource opportunities (e.g. areas with adequate wind speeds for wind turbines) and environmental constraints (e.g. technologies likely to have a significant adverse impact on the statutory purpose of the AONB and/or its distinctive features).

### **Recommendations for monitoring likely significant effects**

- 4.174 No likely significant effects or uncertain effects of the Management Plan on SA Objective 18 were identified, thus no recommendations on monitoring are required in the SA Report.

## DIFFICULTIES ENCOUNTERED

### **What the SEA Directive says:**

**The environmental report should include information on “any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information” (Annex I).**

- 4.175 There were no significant technical difficulties encountered during the preparation of this SA of the Management Plan. Certain data issues did arise during the course of the SA, notably:
- A lack of data to underpin predictions of the likely future baseline without the Management Plan, for instance in relation to development on previously developed land. For many sustainability issues, this was a matter of professional judgement.
  - The fact that the boundaries of the AONB do not follow local authority, ward or super output area administrative boundaries meant that a number of the data sets normally available for the SA of local authority spatial plans did not exist, unless specific studies (such as the AONB Atlas) had been commissioned by the AONB Partnership. In some cases, data for the county of Cornwall have been referred to as the best available alternative.
  - The actual impacts of policies will depend very much upon how they are applied in specific locations. Professional judgement has therefore had to be applied to identify likely effects of implementing high level strategic policies, given that precise development and land management actions are not known at this stage.
- 4.176 Inevitably assumptions have had to be made during the appraisal work and in identifying the likely significant effects of the Management Plan. The need to make a range of assumptions is an inherent challenge in undertaking SA and where possible these assumptions have been identified in the descriptions of assessments of the Management Plan against each of the SA objectives.

## 5 SUMMARY AND CONCLUSIONS

5.1 **Table 5.1** summarises the performance of the AONB Management Plan against the framework of sustainability objectives. Shaded cells indicate significant or uncertain (and therefore potentially significant) effects.

**Table 5.1 Summary of SA scores**

| SA objective |  | SA score |
|--------------|--|----------|
| 1            | To reduce our contribution to <b>climate change</b> through a reduction in greenhouse gas emissions.<br>To increase resilience to climate change, and reduce vulnerability.  | +        |
| 2            | To minimise the generation of <b>waste</b> and encourage greater re-use and recycling of materials in accordance with the waste hierarchy.   | 0        |
| 3            | To minimise the consumption of <b>mineral resources</b> and ensure the sustainable management of these resources.<br>To conserve, enhance and restore the condition of <b>geodiversity</b> in the AONB.  | +        |
| 4            | To minimise the use of undeveloped land and protect and enhance <b>soil</b> quality.   | +/?      |
| 5            | To improve access to key services, facilities and the countryside by reducing the need to travel and by providing safe <b>sustainable travel</b> choices, including green transport infrastructure. To reduce traffic congestion, especially seasonal congestion and minimise transport related greenhouse gas emissions and air pollution | +        |
| 6            | To reduce and manage the risk of <b>flooding</b> and reduce vulnerability to flooding, sea level rise and <b>coastal erosion</b> .<br>To maintain and enhance <b>water quality</b> and reduce consumption and increase efficiency of <b>water use</b> .  | ++/?     |
| 7            | To conserve, enhance and restore the condition and extent and interconnectivity of <b>biodiversity</b> in the AONB and allow its adaptation to climate change.   | +        |
| 8            | To protect and enhance the quality of the natural, historic and cultural <b>landscape</b> , including local distinctiveness, and seascape, and promote its positive contribution to the AONB's present and future wellbeing.   | ++       |
| 9            | To encourage clean, healthy, productive and diverse waters.<br>To protect coastal areas and ensure <b>sustainable maritime environments</b> .  | +/?      |
| 10           | To protect and enhance the quality and local distinctiveness of the <b>historic environment</b> , reinforcing and celebrating the distinctive character and culture of the AONB.   | ++       |
| 11           | To promote and achieve <b>high quality design</b> in development, sustainable land use and sustainable built development, maintaining local distinctiveness and encouraging a good quality of life.  | ++       |
| 12           | To reduce poverty, social exclusion and fragmentation and provide opportunities for all to participate fully in society, decision making and the development of <b>sustainable communities</b> .   | +        |
| 13           | To reduce <b>crime</b> , anti-social behaviour and fear of crime.  | 0        |
| 14           | To meet the needs of the local community as a whole in terms of general market, affordable, adaptable and decent <b>housing</b> .  | +/-      |

| SA objective |  | SA score |
|--------------|--|----------|
| 15           | To improve <b>health</b> through the promotion of healthier lifestyles and improving access to open space and health, recreation and sports facilities.  | +        |
| 16           | To support a balanced and <b>low carbon economy</b> that meets the needs of the area and promotes a diverse range of quality employment opportunities and provides substantial benefit to local communities.             | +        |
| 17           | To maximise accessibility for all to the necessary <b>education, skills, training and knowledge</b> to play a full role in society, support the local economy and protect and enhance the special qualities of the AONB. | 0        |
| 18           | To encourage the use of <b>renewable energy</b> appropriate to the special qualities of the AONB, increase <b>energy efficiency</b> and security and reduce fuel poverty.  | +/-      |
| 19           | To protect and enhance the relationship between the AONB, the <b>surrounding countryside</b> and strategic <b>towns</b> on the edge of the AONB.   | +        |

5.2 Since no significant adverse effects on the environment of implementing the Management Plan have been identified, this section does not provide a list of recommendations on how such effects may be prevented, reduced or offset. Recommendations in respect of minor improvements to sustainability have been provided under each sustainability objective in **Section 4**.

5.3 Unsurprisingly for a plan intended to conserve and enhance the natural environment, the Management Plan was found to have broadly positive sustainability effects. Whilst positive effects were identified for almost all sustainability objectives, the areas of greatest likely positive impact were:

- **SO4 To minimise the use of undeveloped land and protect soil quality** - There are a number of policies which protect areas of the AONB from inappropriate or excessive use. The green infrastructure policy will enable creation of alternative areas for recreation. Policies to reduce soil erosion, encourage soil-efficient farming methods, reduce run-off and encourage integrated management of soil and water are also positive. Remediation of contaminated land is not addressed, nor is the availability and proposed use of previously developed land. There is a limit to the extent of influence the plan can have over soil erosion resulting from flooding associated with sea level rise or fluvial flooding.
- **SO6 Flooding, coastal erosion, water resources and water quality** – The Management Plan positively addresses flooding and coastal issues through policies that aim to inform adaptation to climate change-related tidal flood risk; ensure an integrated approach to coastal pressures, including support for managed realignment; support restoration of natural river channel form; and manage woodlands and hedges to slow water run-off. Water resources and water quality issues are addressed by support for land management approaches that deliver water resource benefits; support for community-led sustainability initiatives; promotion of improved understanding of terrestrial water

management; identification of priority catchments for piloting integrated soil and water management methods and farming methods that reduce diffuse pollution. The likelihood of success of Management Plan policies is uncertain, however, given the uncertain but potentially significant scale of sea level rise and pressures on water quality from intensification of agriculture and housing and economic development.

- **SO8 Landscape** – A significant proportion of the Management Plan policies seek to conserve or enhance the AONB landscape, resulting in an overall significant positive effect on this objective. Those policies likely to have the greatest positive impact include policies which support forms of agriculture and forestry that enhance the landscape; support landscape scale biodiversity projects; regulate acceptable forms of renewable energy and energy efficiency development; embed landscape issues within the Local Development Framework/development management process, including tourism development; and improve the evidence base through Landscape Character Assessment and condition monitoring.
- **SO10 Historic environment** – The historic environment is an integral component of the AONB’s cultural landscape and will be conserved and enhanced through policies which aim to protect local distinctiveness from the potential effects of inappropriate development; improve recording of, access to and understanding of historic assets; extend appropriate management to non-designated historic assets and increase the number that are designated; encourage appropriate design of highways and associated infrastructure; embed historic environment issues within the Local Development Framework/development management process, and improve the evidence base through a character led approach to management. The successful implementation of these policies will depend, to some extent, on whether past problems of insufficient resources for appropriate management of historic assets can be overcome.
- **SO11 High quality design** - Policies successfully address the need for sensitivity to the purposes of AONB designation, and character of the landscape and settlements, although there is no explicit reference to tranquillity.

5.4 In addition to policies designed to conserve and enhance the natural environment, the Management Plan also contains policies designed to promote enjoyment and understanding of the AONB’s special qualities and to address wider social and economic objectives that benefit local communities. This introduces some tensions between sustainability objectives and the potential for these wider sustainability policies to result in minor negative effects or to reduce the scale of positive effects as follows:

- Policies requiring affordable and other housing development to respect the landscape, historic environment and distinctive building materials of the AONB may restrict housing supply by reducing the number of potential development sites and increasing the cost of provision with negative effects on **SO14 Housing**. Similarly policy controls over the

development of employment premises within the AONB may restrict supply with negative effects on **SO16 Low carbon economy**.

- Policies seeking to promote tourism and outdoor recreation visits to the AONB risk adverse impacts on **SO5 Sustainable travel** (increased car journeys and associated road congestion, disturbance and air pollution), **SO7 Biodiversity** (species sensitive to disturbance; habitat damage), and **SO8 Landscape** (physical damage; loss of tranquillity).
- Whilst policy supports small scale renewable technologies which respect the AONB's landscape and biodiversity it also restricts the development of larger scale facilities with potential negative impacts on **SO1 Climate change mitigation** and **SO18 Renewable energy**. Restrictions on the growth of biofuel crops may also have negative effects on this objective.
- Coastal management policy favours managed realignment which although likely to be the most efficient and effective way of managing coastal erosion over the long term will also mean that some areas of coastal land are abandoned to the sea, with potential loss of agricultural land (**SO4** adverse); wildlife habitat (**SO7** adverse), historic features (**SO10** adverse) and community/housing (**SO12** adverse) facilities.

5.5 It is apparent, however, that policies for themes with potential negative sustainability effects have been worded so as to reflect the purposes of AONB designation. For instance, whilst increased tourism is supported, this is qualified as being sustainable tourism, with visitor numbers to be managed to avoid degradation of the AONB landscape. These caveats are appropriate and, together with legislative protection for AONBs and the requirements of national planning policy, should ensure that the AONB's special qualities are safeguarded. In order to ensure that the primary purpose of AONB designation is achieved, it is inevitable that some sustainability objectives cannot be met as fully as would otherwise be the case.

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## **Appendix I**

### **SA commentary on draft strategic policies and Cornwall AONB Partnership response**







## **Appendix 2**

### **SA commentary on draft local guiding principles and Cornwall AONB Partnership response**



