

THE ROSELAND PLAN

OUR ROSELAND - OUR FUTURE

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Consultation Statement Summary



Produced by the Roseland Neighbourhood Plan Steering Group

5 December 2014



Roseland Neighbourhood Development Plan

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SUMMARY SECTION

I. INTRODUCTION

This Consultation Statement has been prepared to fulfil the legal obligations of the Neighbourhood Planning Regulations 2012. Section 5(2). Part 5 of the Regulations sets out what a Consultation Statement should contain. It should:

- (a) contain details of the persons and bodies who were consulted about the proposed Neighbourhood Development Plan;
- (b) explain how they were consulted;
- (c) summarise the main issues and concerns raised by the persons consulted;
- (d) describe how these issues and concerns have been considered and, where relevant, addressed in the proposed Neighbourhood Development Plan.

This Consultation Statement summarises all the statutory and non-statutory consultation that has been undertaken with the community and other relevant statutory bodies and stakeholders in developing the Roseland Neighbourhood Development Plan. It describes how concerns have been addressed and what changes have been made to the final Plan as a result of the pre-submission consultation.

Introduction to the Roseland

The Roseland Neighbourhood Plan is a joint effort by a cluster of five Parishes on the Roseland Peninsula in South Cornwall. The total resident population according to the 2011 census is 3195, of whom 2808 are above 18. In addition to the full time resident population, there are a considerable number of properties which are empty much of the year (second homes and holiday lets). During the summer months there are also large numbers of visitors to the area. Tourism is an important part of the local economy. There are four main centres of population: St Mawes, St Just in Roseland, Veryan and Gerrans/Portscatho. In addition there are many scattered small rural hamlets.

2. AIMS OF THE CONSULTATION

In our Communications and Community Engagement Strategy we stated that our objectives were:

- To ensure that every resident of the Roseland has been informed about the Roseland Neighbourhood Plan by the end of September 2013;
- To increase awareness of and active participation in the Neighbourhood Planning process amongst all age groups, parishes and interest groups at every stage of the process;
- To ensure that there is widespread understanding of the issues and options in the draft and final plans;
- To provide solid foundations for the Vision and Priorities of The Roseland Plan; and
- To ensure a positive endorsement of the Plan in the final referendum.

These objectives have guided all our activities throughout the process. We have been particularly mindful of the principle that:

**The Roseland Plan should be created by the community for the community.
Its very purpose is to provide a vehicle to realise the wishes of the community.**

Community involvement has, therefore, been the Steering Group's highest priority.

3. BACKGROUND TO THE CONSULTATION ON THE NEIGHBOURHOOD PLAN

Background to the Roseland Plan

With the advent of the Localism Act local communities were given the means to help determine future planning decisions. This was an opportunity actively promoted by Cornwall Council, which began to make presentations explaining this new opportunity to the Roseland Parish Councils towards the end of 2011.

Neighbourhood Planning was also championed by our local Cornwall Councillor, Julian German, who in 2012 was the Cabinet Member for Localism, Sustainability and Devolution. Julian felt that the five Roseland Parishes of Gerrans, Philleigh, Ruan Lanihorne, St Just in Roseland and Veryan should take advantage of this new opportunity, but concluded that the task would be too onerous for relatively small rural parishes. To overcome this problem Julian proposed that the 'Roseland Cluster' should join together to produce The Roseland Neighbourhood Development Plan. Once Julian had gained the agreement of the Parishes, he began to create 'Terms of Reference' for this new body, which was to be known as 'The Steering Group'. The five Parishes then formally adopted The Terms of Reference. This was a milestone in local democracy for The Roseland, being the first time that the Parishes had agreed to work jointly towards a common objective.

Responding to the Wishes of the Community

Community engagement lies at the heart of the Neighbourhood Development Plan process. This is shown in diagrammatic form in **Appendix A1**. The Roseland Plan has been the result of an extensive process which asked the community to identify its hopes and fears for the future of the Roseland. It culminated in a major questionnaire which identified the community's key wishes and priorities for the future sustainability of the area. All the objectives, strategies and policies in the Plan have developed directly from this democratic expression of the community's wishes.

Communication: Principles and Practice

The philosophy behind our consultation processes was summarised by the Chairman in the second of his letters delivered to every house on the Roseland. He said: "Make sure you have your say. Everyone should be involved in making the Roseland a great place to live, work and play. If you live in the Roseland you will have knowledge about the area and how it can be improved. If you are a local group or business you will have information and ideas that can help shape the future of the area. By taking part in our Neighbourhood Plan you can make sure that decisions being made are the best for you and the Roseland. Our strategy aims to get anyone who is interested in improving the Roseland's future involved in the Neighbourhood Plan process. This includes private organisations, voluntary and community groups, residents, workers, students and any individual with an interest in how the environment and community could change over time."

He also outlined some broad principles that would guide our consultation processes. He said that the Steering Group would:

- "inform you about your Plan and how it might affect or interest you;
- consult you so we can act on your feedback;
- involve you by giving you greater influence over the making of the Plan;
- collaborate with the community in each aspect of decision making;
- empower you by enabling you to make decisions about what is in the Plan."

This philosophy was translated into action in a number of ways:

- we used a wide range of communication channels and media, both traditional and electronic, believing that the more channels used, the more likely were people to receive the communications;

- at important moments, when we wanted to be as sure as possible that everyone would see a communication, we used hand deliveries of documents to every household;
- we ensured that there was a very regular monthly 'drip feed' of communications via all our different 'channels' to sustain and build interest.

Consultation Events

Consultation events took place at the following stages in the Neighbourhood Planning process:

- public meetings to raise awareness and understanding were held in each Parish over the autumn/winter of 2012/2013;
- we had 397 completed forms when Questionnaire 1 was circulated to residents over the above period, together with large numbers of comments;
- each month from May 2013 onwards, the Chairman informed and consulted the Parish Councils;
- from May 2013, monthly Steering group meetings were advertised as open to the public;
- again, from May 2013 onwards, there were frequent consultations with Planning Aid England, Cornwall Council and the Cornwall AONB unit;
- in July 2013, a Communications Preference Questionnaire was circulated to all Roseland residents, resulting in 642 returns confirming high readership levels for Roseland Magazine, hand delivered letters and the Roseland Plan website;
- from July 2013 onwards, hand delivered letters from the Chairman (together with monthly articles in Roseland Magazine and on Roseland Online, Facebook posts and updating of the Plan website, supplemented by emails to our circulation list) kept the community informed of progress and asked for feedback;
- a Roseland Plan Exhibition Stand was taken to six summer events in August 2013, allowing face-to-face interviews with members of the public who completed our 'hopes and fears' questionnaire for the Roseland's future (180 in total = 113 residents, 37 second home owners and 30 visitors);
- Questionnaire 2 was hand delivered to all residents on the Roseland in November 2013, resulting in 814 responses (almost 30%);
- to help people complete Questionnaire 2, 8 drop-in sessions were held across the 5 Parishes in November and December 2013;
- a Stakeholder consultation (prompted by letters from the Chairman) took place in January/February/March 2014;
- an exhibition (100 A2 posters) open to the public was mounted in Gerrans Memorial Hall on 14th June - the complete draft Plan and the Local Landscape Character Assessment were on view - there were 57 attendees and 39 landscape value and comment forms were submitted;
- the statutory consultation in accordance with Regulation 14 was carried out from 3rd August to 14th September 2013- there were 49 responses from individuals and 13 from Stakeholder businesses and organisations;
- a Roseland Plan Exhibition Stand was taken to many of the summer events in 2014 to publicise the Plan and consultation process;
- between 25th and 31st August 2014 there was an exhibition of the Plan and appendices to provide a non-electronic means of access for residents to study the details of the Plan - there were 94 attendees.

A summary of the all groups that we engaged with in developing this Plan can be found in **Appendix A2**.

Methods used for communication and consultation can be found in **Appendix A3**.

4. THE DIFFERENT STAGES OF CONSULTATION

Key features of the Steering Group's approach to consultation were use of:

- a wide range of dedicated Roseland Plan communication 'channels', including hand-delivered letters, emails, the Roseland Plan website and Facebook;
- several well-respected local communication tools (Roseland Magazine, Roseland Online and Parish and Community notice boards);
- well-publicised public meetings on specific topics and 'drop in' events for guidance with specific issues;
- presence at many community events;
- meetings of the Steering Group, open to the public;
- highly visible 'Have Your Say' campaign;
- timely communication of questionnaire and consultation responses to the community;
- a strategy of explaining step-by-step how The Roseland Plan was evolving, based on community input, and seeking feedback.

This approach is explained in a little more detail below, split into STAGES corresponding to activities in our project plan.

STAGE 1 - GETTING STARTED (mid 2012 - July 2013)

- Many **community meetings** were held across all 5 Parishes to explain 'What is a Neighbourhood Development Plan?'; 'What use would one be for us?'
- We built **consensus for a cluster (of 5 Parishes) approach** to overcome the potential problems of producing 5 separate Plans.
- **Terms of Reference were developed and agreed for the Steering Group.**
- We coordinated across the 5 Parishes to submit and **achieve designation as a cluster to produce the Roseland Neighbourhood Development Plan.**
- Based on discussions at community meetings, **community Questionnaire (Q1) was designed and delivered across the Roseland.**
- Based on advice from Locality etc, a draft Project Plan and a draft Community Engagement Strategy were developed.
- Using a Parish-by-Parish approach, we **identified potential Steering Group members** (including representatives from each Parish Council, to ensure good communication, and members of the community with a variety of skills and experiences).
- We held our **first Steering Group Meetings**, electing officers and **discussing objectives, the Project Plan and Community Engagement Strategy.**

The layout and the results of the first community questionnaire are shown in **Appendix A4**. The questionnaire asked respondents to rank in order of importance 10 issues for the Roseland. Comments were also solicited. The main issues raised were:

There were very many comments relating to 'protection of the landscape' (in its widest sense) and almost 100% of the comments were positive.

The responses regarding renewable energy, residential development (Affordable Housing, Second Homes, Commercial Development) could be considered completely or partially in terms of respondents' concerns about 'impact on the environment/ landscape'. For example, 54% were against any wind turbines and a further 32% were concerned about the effect on the AONB/environment. 66%

were against any more second homes. There were comments in support of Affordable Housing BUT only when Parishes had demonstrated a need and many wanted such houses to be allocated only to 'locals'.

There were many comments about community, transport, health, schools etc which were very interesting. However, it was not clear how the concerns raised could be met directly by a planning/land use approach, although several items were able to be addressed indirectly (e.g. Affordable Housing for young people and sustaining local services are both about a balanced community).

In response to this, it was decided that a further questionnaire should be issued, focusing on the landscape (in its broadest sense), and matters that have an impact on that, i.e. residential, commercial and renewable energy developments. A small number of specific questions about transport, health and parking would also be included.

STAGE 2A - IDENTIFYING ISSUES AND OPPORTUNITIES (Jan 2013-Sept 2013)

- We agreed **branding of The Roseland Plan**, including strap line (Our Roseland - Our Future) and pictorial logo designed by local artists.
- We distributed the **first letter from the Chairman to all households, introducing Neighbourhood Planning and a 'Communications Questionnaire'**.
- We **set up a website and Facebook page**.
- We began a **monthly communications programme** using the Roseland Magazine, Roseland Online, Website and Facebook supplemented by Email circulars and updates to each Parish Council / Meeting.
- We produced and employed a **Roseland Plan Stand for 6 Summer Events** to reach out to the community, visitors etc.
- **We revised the Project Plan** to allow completion of the process (i.e. submission of The Roseland Plan) by December 2014.
- **Analysis of Q1, Summer Event and Communications Preference data** provided the basis for the main consultation tool, i.e. **Questionnaire 2**.

STAGE 2B - GATHERING QUANTITATIVE DATA (Oct 2013-Mar 2014)

- We developed our **'Have Your Say' campaign** - simple message delivered through all communications channels.
- The **second Letter from the Chairman** was hand delivered to all households on the Roseland to keep them informed.
- We **devised and refined the second community Questionnaire (Q2)** using results from Q1 etc and advice from consultants.
- We **distributed Q2 to all electors/households on the Roseland**.
- We **publicised 'drop in' sessions** to help with completion of Q2.
- A 'Mapping Exercise' etc was carried out to help **devise Stakeholder list**.
- A **letter was sent from the Chairman to all Stakeholders** inviting members of local groups, organisations or businesses to complete a copy of Questionnaire 2 or discuss the Plan with the Chairman (email, letter, phone or meeting).
- The **analysis of Q2 data** (quantitative and qualitative) from 814 respondents (29% of the adult population of The Roseland) was completed.
- The **third Letter from the Chairman was hand delivered to all households on the Roseland, setting out the detailed results from Q2**.

A copy of Questionnaire 2 and the full results of this second survey can be found in **Appendix A5. A summary is provided below:**

The results from Questionnaire 2 were unequivocal, with 87% of respondents thinking that ‘it is necessary to strengthen the existing provisions for the conservation and enhancement of the landscape and seascape’. Every aspect of the natural and man-made landscape, coastline, rivers and seascape was highly valued:

Rivers, streams and creeks	86%	The farmed landscape	67%
The coastline	91%	Ridges and skylines	60%
Uninterrupted offshore public views	61%	Unspoilt public landscape views	67%
Natural habitats	78%	Footpaths	82%
Hedges	70%	Harbours	82%
Trees	74%	Local built heritage	61%
Field patterns	51%	Other	2%

This theme was elaborated when the community was asked about factors affecting its quality of life. The ranking order was:

• The quality of the landscape and coastline	1
• Sustaining local services and facilities	2
• The character of villages and hamlets	3
• Making it easier for young people to live and work here	4
• Local heritage - Natural environment	5
• Maintaining the Roseland as a favoured tourist destination	6
• Local heritage - Historic buildings	7

Support for wind turbines and solar panels was mixed, but 88% of respondents supported investigation of other carbon reduction options. There was strong support for new development (of all kinds) being subject to ‘further restriction’ and there was a clear prioritisation of approach:

If more building (housing or commercial) was proposed for your Parish, which of the following approaches would you favour?	RESULT
(i) Renovation/change of use of existing buildings to create new homes/workspaces and thus prevent unnecessary new development?	1 (2116 marks)
(ii) Building on previously developed land?	2 (1489 marks)
(iii) Building on green fields?	3 (595 marks)

What would be the most appropriate scale of development in your Parish?	RESULT
(i) sites of 1-5 units?	1 (1811 marks)
(ii) sites of 5-10 units?	2 (1424 marks)
(iii) 10 or more units?	3 (669 marks)

If it were possible to limit the number of new houses built for sale on the open market, would you support this?	RESULT
	77% YES 23% NO

If it were possible to limit the number of new second homes / holiday lets, would you support this?	RESULT
	81% YES 19% NO
If it were possible to convert some second homes / holiday lets / hotels into affordable houses or full time residences, would you support this?	RESULT
	87% YES 13% NO

The final question concerned respondents' attitude to The Roseland Plan:			
Very Negative	Slightly Negative	Slightly Positive	Very Positive
2%	8%	47%	42%

Details of the analysis were circulated to the community in the Chairman's Third Letter (www.roselandplan.org/letters-to-the-community.html).

STAGE 3 - DEVELOPING THE DRAFT PLAN (Mar 2014 - July 2014)

Following on from, and using the results of the questionnaires, the following work was carried out with our partners to develop the draft plan for comment:

- **Discussions with Cornwall Council Planning, Housing, Renewables and Sustainability experts** helped develop Policy Options etc.
- **Discussions with the AONB unit** helped develop Policy Options etc.
- **Discussions with Planning Aid England consultants** helped develop Policy Options.
- **Discussions with, and support from, Cornwall Council Environmental Service and the AONB Unit** identified the possibility of our Local landscape Character Assessment project and provided invaluable leadership and help for this.
- **We identified the Plan Vision, Objectives and Policy Options.** The Steering group formally approved these at a meeting on 21 May 2014.
- **We discussed the emerging Draft Plan with the Parishes to ensure 'buy in'.**
- **A fourth Letter from the Chairman was delivered to all households on the Roseland, explaining the draft Vision and Objectives for The Roseland Plan.** A copy of the Vision and Objectives is given in **Appendix A6.**
- **We held an Exhibition** in mid-June to consult on the **Draft Plan and Local Landscape Character Assessment.** 57 people attended, providing 22 completed Landscape Value forms and 17 Comment forms.

PHASE 4 - FINAL CONSULTATION UNDER REGULATION 14 AND SUBMISSION (July 2014-Dec 2014)

- **Following the exhibitions, the Consultation Draft and associated documents were finalised.**
- **A fifth letter from the Chairman was sent to all households on the Roseland announcing the Consultation period** (3rd August to 14th September 2014).
- A letter to Stakeholders and Statutory Consultees was also used to announce the consultation. A list of Statutory Consultees is given in **Appendix A7.**
- **A pre-submission public consultation (under Regulation 14) was held between the 3rd August - 14th September.**
- **A Roseland Plan Stand was used at Summer Events** during the consultation period to publicise the consultation further, to gather more contact details and let the community know 'where we are'.
- **A one week Exhibition** was held during the consultation period (25-31 August 2014) to give the community a chance to ask detailed questions about the Draft. There were 94 attendees.

5. FINALISING THE PLAN

Following the public exhibition and formal pre-submission consultation on the Neighbourhood Plan, the main issues remaining were as follows:

KEY ISSUES FOR THE ROSELAND PLAN RAISED BY THE PUBLIC CONSULTATION

The main issues raised are summarised below:

- Policy wording – comments suggesting minor wording changes to the form of policies and to standardise terms used.

- Anti-nuclear power/missiles policy should be added;
- Renewables – comments range from seeking to encourage sensitive renewables to restricting new turbines;
- Full time principal residency requirement – Comments range from support for restricting holiday units to concern that the policy would be a breach of EU law and not enforceable;
- Major development in the AONB - Concern expressed for the potential for major development in the AONB;
- Design - Need to ensure that design guidance is appropriate to the Roseland;
- Restrictive policies - Concerns were also raised by a small number of respondents that some policies were too restrictive in their scope and could be contrary to the ethos of the NPPF. This included policies requiring housing schemes to be affordable led, size restrictions on replacement dwellings and the imposition of settlement boundaries. Concern was expressed regarding a lack of reference to the presumption in favour of sustainable development;
- Housing mix – no guidance is provided on housing size requirements. This should encourage provision of smaller units to allow downsizing;
- Likely Significant Effect – concerns raised by Natural England about the likelihood of increasing recreational use of Special Area of Conservation and concern about exceptions policy for housing having an impact on the character of the AONB;
- Phone masts - There should be a policy to deal with phone masts (locations) as well as turbines and other tall structures.

HOW HAVE THE ISSUES AND CONCERNS BEEN CONSIDERED AND RESPONDED TO?

A total of 62 responses were submitted in respect of the Regulation 14 draft of the Plan, 49 from individuals and 13 from Stakeholder businesses and organisations. A summary of the key issues (and how they were responded to and the Plan altered) is given below, but a full table of comments can be found in **Appendix A8**).

Policy wording:

A number of comments had made suggestions about how policies could be improved through small alterations to ensure clarity of purpose and to standardise wording, eg, permitted, allowed etc. These comments were considered in turn as set out in **Appendix A8**. The majority of the changes were very minor in nature and have been made to improve the Plan.

Anti-nuclear power/missiles policy should be added:

These comments were made largely as a result of discussions nationally about the likely replacement location for nuclear weapons facilities should Scotland become independent. This matter has subsequently been resolved; however, the potential siting of nuclear facilities falls under the definition of 'excluded development' under paragraph 61k of the Town and Country Planning Act 1990 (as amended) and, therefore, cannot be controlled by the Neighbourhood Plan.

Renewables:

These comments range from seeking to encourage sensitive renewables to restricting new turbines. The approach of the Neighbourhood Plan is considered to be appropriate and seeks to encourage sensitive siting and design of renewable installations and also reduce energy usage.

Full time principal residency requirement:

Comments range from support for restricting holiday units, to concern that the policy would be a breach of EU law and not enforceable. Whilst Cornwall Council and others have raised concerns about enforceability and legality of the proposed policy, attention is drawn to the Examiner's comments in respect

of the Lyn Plan (Lynton and Lynmouth NP), where these concerns were dismissed. There is considerable community support for this proposed measure.

Major development in the AONB:

Concern has been expressed about the potential for major development in the AONB. This concern has been addressed through the inclusion in the supporting text of the definition of major development used in the Tamar Valley AONB Management Plan which has been tested at appeal. This approach is supported by Policy 23 (Natural Environment) of the Submission Cornwall Local Plan and the NPPF.

Design:

The need to ensure that design guidance is appropriate to the Roseland is keenly felt in the Plan area. The Neighbourhood Plan Steering Group is working on the delivery of a Roseland-specific Design Guide. Interim guidance utilises the Carrick District Design Guide.

Restrictive policies:

Concerns were raised that some policies were too restrictive in their scope and could be contrary to the ethos of the NPPF. This included policies requiring housing schemes to be affordable-led, size restrictions on replacement dwellings and the imposition of settlement boundaries. Concern was expressed regarding a lack of reference to the presumption in favour of sustainable development.

Policy development in the Neighbourhood Plan has been driven by concerns raised by the community during consultation regarding the creation of ‘supersize’ properties that restrict the ability of local people to access housing stock. The pressing need for housing on the Roseland is for affordable units and new housing should be affordable-led to ensure that as much Affordable Housing as possible can be provided for local people. The use of the term affordable-led recognises that the viability of schemes to provide affordable units without cross-subsidy will need to be considered to ensure deliverability. The replacement dwelling policy does not seek to prevent redevelopment, but it does seek to prevent undue impact on neighbouring properties and the character of the area. Settlement boundaries are not specifically mentioned in the NPPF and have not been included in the draft Cornwall Local Plan, but this does not mean that they should not be considered if it represents the best way to focus development in the Neighbourhood Plan area. The settlement boundaries used in the current Carrick District Wide Local Plan have been reviewed and expanded where necessary. The housing requirement of the Roseland area does not, in any case, warrant the significant expansion of the settlements.

The Roseland Plan is based on the presumption in favour of sustainable development detailed in the NPPF and aims through positively prepared policies to promote appropriate development for the area.

Housing mix:

Some comments suggested that no guidance is provided on housing size requirements and that this should be included to encourage provision of smaller units to allow downsizing. Policy 6 of the Local Plan requires a mix of house size, type and tenure to address identified needs. The Roseland Plan Steering Group will continue to monitor need alongside Cornwall Council to provide information on the needs of the area for housing of different sizes.

Likely Significant Effect:

Concerns were raised by Natural England about the potential likelihood of increasing recreational use of the Special Area of Conservation and concerns about exceptions policy for housing having a major impact on the character of the AONB. These were both considered in combination with Cornwall Council and additions to policy LA4 and CV5 were inserted to restrict the creation of new water access to the Fal and Helford SAC, thereby reducing the likely significant effect. A policy proposing exception sites was removed from the Plan in favour of an exceptions policy in the current Carrick District-Wide Local Plan (1998) that

will be replaced by the Cornwall Local Plan policy. This has satisfied Natural England's concerns regarding the possible environmental impacts of the Plan.

Phone masts:

There was some concern that there should be a policy to deal with phone masts (locations) as well as turbines and other tall structures. This is covered adequately by paragraphs 42-46 of the NPPF and it was not considered necessary to repeat that guidance.

FINAL DRAFTING OF THE PLAN

Following consideration of these issues and discussion by the Steering Group and Cornwall Council's Planning Officers, revisions were made to the Consultation Draft to produce the Final Version of the Plan. The revisions made to the Plan originated in the Assessment of Responses to Consultation (**Appendix A8**). This is also available at: www.roselandplan.org/consultation-responses-and-assessment.html, where a 'colour text' version of the Plan, indicating the changes made, is available.