

Authority Monitoring Report AMR17

Period Covered: 1st April 2022 to 31st March 2024
Full Council Date: 30 July 2024
Published Date: 06 August 2024

**COUNCIL OF THE
ISLES OF SCILLY**



Contents

Legal and Policy Context for the Authority Monitoring Report	4
Isles of Scilly Planning Framework	5
Housing Delivery Test	6
Isles of Scilly Local Plan: Housing approach	6
Trends in Planning Applications	7
Detailed review of Housing Planning Applications	8
Non-Housing – other developments	14
Local Development Scheme (LDS)	21
Statement of Community Involvement (SCI)	21
Brownfield Land Register	22
Custom and Self-Building Housing Register	22
Schedule of Saved or Superseded Policies	22
Policy Document Profiles	22
Local Plan 2015-2030	23
Statement of Community Involvement	23
Policies Maps	24
Design Guide Supplementary Planning Document (SPD)	24
Biodiversity and Geodiversity Supplementary Planning Document (SPD)	25
Sustainable Energy Strategy Supplementary Planning Document (SPD)	26
Strategic Transport Framework Supplementary Planning Document (SPD)	26
Companion Reports	27

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Legal and Policy Context for the Authority Monitoring Report.

1. The Local Planning Authority is required to produce an Authority Monitoring Report (AMR) as set out in Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012ⁱ. This is the 17th AMR since 2006 and covers the period:

01 April 2022 to 31 March 2024

2. Monitoring of policies enables officers to assess the effectiveness of existing policies and to implement any proposed changes to identified policy shortcomings. Policies also need to be updated or revised where relevant legislation, policies or guidance has changes or been updated.
3. The current system of plan-making is designed to be a continuous process, with the Local Planning Authority regularly preparing, adopting and reviewing Local Development Plan Documents to take account of changing national and local circumstances. Keeping plans up to date is assessed by the AMR, the principal objective of which is to report on:

Housing completions during the monitoring period, including affordable housing and self and custom-built housing

Employment gains and losses during the monitoring period, with a particular emphasis on tourism accommodation considering the 'housing crisis'

Progress of Supplementary Planning Documents, relative to the Local Development Scheme


4. The AMR also provides additional monitoring and delivery information across the following themes for which the Council's partner organisations have responsibility for delivery:

Infrastructure improvements announced, progressed, or completed during the monitoring period

The number of planning applications approved against Environment Agency advice and on projects impacting upon the coastline during the monitoring period

Changes to the historic environment, including changes to any designated heritage assets or the condition of any asset added to the Heritage at Risk Register

5. Supplementary Companion AMR reports are published alongside this main report including (linked below but also at the end of this document):

Updated housing market evidence and 2021 Census Analysis 

Development Management Performance 

Housing and Population Analysis 

6. A third companion report may be published later in the year which could cover the current uncertainties around progress towards the implementation of aspects of the Levelling Up and Regeneration Act (LURA)ⁱⁱ as a result of a new Government on both Local Plan and related policies, and wider development control guidance.

Isles of Scilly Planning Framework

7. The [Isles of Scilly Local Plan \(2015-2030\)](#)ⁱⁱⁱ was adopted on 25th March 2021. The latest [Local Development Scheme \(LDS2024\)](#)^{iv} was adopted on 22nd February 2024. This sets out key steps towards reviewing the Local Plan and Supplementary Planning Documents (SPD).
8. Since the last AMR (AMR16) the progress has been made on the proposed Conservation Area Appraisal, which is intended to be adopted as a Supplementary Planning Document (SPD). Officers intend to consult on this in the Autumn of 2024 with a view to adoption in the summer of 2025, when the

Conservation Area is 50 years old! We have also reviewed and adopted our Statement of Community Involvement (SCI) (June 2024).

Housing Delivery Test

9. In 2018 the government introduced a Housing Delivery Test (HDT) as part of the National Planning Policy Framework (NPPF). The HDT is an annual measurement of housing delivery against the number of homes that are required. It should be noted that the current government proposals are for the HDT to be scrapped where a local planning authority has a plan less than 5 years old^v.
10. The methodology for calculating the HDT measurement, currently, is set out in the Housing Delivery Test Measurement Rule Book^{vi}. The Department of Levelling Up, Housing and Communities (DLUHC) publish the HDT result for each local planning authority in England annually in November, or as soon as possible thereafter. For the Isles of Scilly there is no HDT measure, as there is no 'target' to deliver a set number of new homes and the base calculation relies on household projections which have been negative for the Isles of Scilly.
11. There is therefore no HDT measurement for the Isles of Scilly that requires the preparation of an action plan to consider the root causes of any under delivery or need to identify actions to help increase housing delivery in future years.

Isles of Scilly Local Plan: Housing approach

12. It is important, however, for the Local Planning Authority to continue to support development proposals as they come forward that seek to address local housing issues, where there is no other adverse harm identified. The Inspector required the local plan to support the delivery of no more than 105 homes before it is reviewed. This was principally to ensure any harmful or adverse consequences of permitting a higher number of homes can be fully considered through an Environmental Impact Assessment (EIA) and Habitat Regulations Assessment (HRA) process before any irreversible (and otherwise avoidable) harm takes place.
13. As noted above, the delivery rate of new affordable homes is small and reflects the difficulties of the geographical remoteness and scale of the Isles of Scilly, relative to the mainland of the United Kingdom, resulting in a significant logistical and financial constraint. This, together with the limited availability of land for local housing development, results in very small-scale delivery of homes to meet local housing needs. The root causes of housing delivery are clearly understood in this respect.
14. The islands do not have the requisite economies of scale on which to apply for significant grant funding. Of all the sites put forward in the Strategic Housing Land Availability Assessment (SHLAA) in 2016, which included a total of 23 sites on St Mary's and a total of 4 on Tresco, only 8 sites were allocated for housing in the plan. These are all on St Mary's, as shown below.

H1 Former Secondary School Site, Carn Thomas, Hugh Town

H2 Former Primary School Site, Carn Thomas, Hugh Town

H3 West of Old Town Road, Old Town

H4 Land to North East of Ennor Close, Old Town

H5 Land to South of Launceston Close, Old Town

H6 Land to South East of Ennor Close, Old Town

H7 Land to East of Ennor Close, Old Town

H8 Land at Sandy Banks, Porthmellon, Hugh Town

15. Out of these sites, only 1 has been the subject of a successful [outline] planning application, site H3 in Old Town. This has been progressed through the Council's Housing Enabling Team as a self-build scheme of 12 homes. As of April 2024, the Reserved Matters application, which is limited to the issue of *appearance* has been submitted. Once approved the self-builders will be able to progress with the construction of their homes.

Trends in Planning Applications

16. Due to the small scale of the Isles of Scilly, both geographically and in terms of population size, it is not always obvious to spot the trends in planning applications. This 2-year monitoring period does present an opportunity to review a larger dataset and as such allows a review of applications from for the Plan period to date, from 2015 to 2024, while highlighting the two-year period covered by this AMR.
17. There are several policy requirements put in place in the Local Plan that to seek to alleviate, in the long-term, some of the housing pressures experienced on the islands. These include:

Restrictions on open market housing (LC1)

Constraints on the size of new housing (LC3)

Staff accommodation (LC4)

Allocations of land, assessed as suitable for housing (LC6)

Applications on Windfall Sites (LC7)

Enlargements of existing homes and replacement dwellings (LC8)

Encouragement for the re-use of buildings for residential purpose (SS3)

18. The following section highlights recent planning permissions and progress on allocated sites for housing.

Detailed review of Housing Planning Applications

Applications for S106 Dwellings (LC1)

19. Since 2015 there have been a total of 32 new Section 106 (s106) (or locally restricted) homes approved, of which 20 were on windfall sites and 12 on a site allocated for housing. That equates to 31% of the 105 homes identified as required over the plan period.

Size of New Homes (LC3)

20. New homes have come forward on one of the sites allocated for housing or as windfall sites. The majority coming forward under the latter. All new homes are constrained in size to conform to the Nationally Described Space Standards (NDSS). Policy LC3 also sets maximum standards to ensure housing remains affordable in the long-term. All 12 homes approved in outline, under Policy LC6 (shown in Table 3) meet the national minimum gross internal floor space standards for the size of property. Similarly, all the homes approved under Policy LC7 (shown in Table 4) have, where approved since 2021, been within the national minimum and the policy maximum, with one exception. The further subdivision of one of the Holy Vale conversions was slightly below the national minimum.

Applications for Staff Accommodation (LC4)

21. Since 2017 there has seen a steady number of applications for staff accommodation, with the biggest rise occurring since 2021. Over the plan period (2015-to date) there have been a total of 20 planning applications which have permitted a total of 44 units of staff accommodation. It should be noted that due to some of these replacing sub-standard units, the true number equates to a net gain of 26 new units of staff accommodation. Table 1, below, shows that during this 2-year AMR period there have at total of 7 planning applications submitted which has resulted in a net gain of **7 new units of staff accommodation** across the islands. These are small seasonal units of accommodation. It should be noted that where the application has not resulted in the net gain of new staff accommodation units, it has not been counted. For example, a scheme for a new build staff block on Tresco results the creation of 11 new en-suite staff rooms, it does not result in any net gain of new accommodation (P/23/105/FUL).

Year	Reference	Location/Site Address	Island	Approved Development	# Units
2017	P/18/004	Carn Vean, Pelistry Lane	St Mary's	Erection of staff/family annex accommodation	1
2017	P/17/080	Adams Fish and Chips	St Martin's	Erection of a new dwelling for staff accommodation, to include 3 ensuite bedrooms	3
2018	P/18/036	Peninnis Farm	St Mary's	Retrospective application for planning permission for the creation of a self-contained unit of staff accommodation.	1
2019	P/19/060	St Martins Vineyard	St Martin's	Erection of a staff dwelling with associated landscaping at St Martin's Vineyard.	1
2021	P/21/039	Castle Farm Workshop	St Mary's	Conversion of workshop to create a 1-bedroom live work unit for staff.	1
2021	P/21/020	Palace Row	Tresco	Construction of 3 single storey terraces consisting of 8 no. staff accommodation units.	4
2021	P/21/102	South of Lower Town Barns	St Martin's	Construction of one shepherd's hut.	1
2021	P/21/086	Island Fish	Bryher	Construction of staff accommodation.	1
2021	P/21/105	Conamara farm	St Martin's	Construction of staff shepherd's hut.	1
2021	P/21/107	Star Castle Hotel	St Mary's	Additional Staff Accommodation block.	3
2022	P/22/008	Island Fish	Bryher	Seasonal staff pod.	1
2022	P/21/045	Lawrences Brow	St Martin's	Seasonal staff unit.	1
2022	P/22/073	Behind Par Beach Higher Town	St Martin's	Mixed use staff and holiday let	1
2022	P/22/079	Island Fish	Bryher	Seasonal staff pod	1
2022	P/22/084	Longstone Lodge	St Mary's	Seasonal staff unit	2
2023	P/23/103	Signal Rock, Higher Town	St Martin's	Seasonal Staff Unit	1
2023	P/23/105	Bottom Staff Annex	Tresco	House in Multiple Occupation comprising 11 en-suite rooms (replacing 18 substandard rooms)	-7

2024	P/24/005	Turks Head	St Agnes	One additional staff room	1
2024	P/24/015	Bryher Campsite	Bryher	One additional seasonal staff shepherd's hut	1
Total					26

Table 1 Applications approved for Staff Accommodation over the plan period (current monitoring period decisions, highlighted)

22. There has been a shift in the types of development for Staff Accommodation. Specifically, the trend seems to be towards more seasonal short-term pods/shepherds' huts. This trend could be subject to review of the policy within the current Local Plan.

Applications for Sites Allocated for Housing (LC6)

23. As noted above there were 8 sites allocated on St Mary's, specifically for housing. Out of those 8 sites, one was granted planning permission, in outline, in 2021 (P/21/002/OUT). Once an outline application has been granted, there are three years in which to submit the Reserved Matters (due 14/04/2024) before the outline planning permission lapses.

Site No	Description	Site Owner	Commentary
H3	Land to the north of Old Town, on west side of Old Town Road	Originally DoC (leased to Ennor Castle Farm) purchased by the Council 2021 and now transferred to Cornwall Community Land Trust.	<p>24/03/2022: Infrastructure works being progressed by the Council to facilitate development and to transfer the site to Cornwall Community Land Trust. Working towards a variation of condition to enable a S106 to be entered into by CCLT for all 12 homes instead of each plot owner having a single S106.</p> <p>05/01/2022: Application for archaeological WSI submitted and trial trenching undertaken, P/22/002/DISCON.</p> <p>09/06/2022: Application do discharge other conditions made, P/22/038/DISCON</p> <p>16/04/2024: Reserved Matters application submitted, P/24/027/RM.</p>

Table 2 Allocated sites for housing that have come forward to date.

24. Out of the remaining 7 sites, one is being progressed by social housing provider Live West. This will be captured in next year's AMR.

Applications on Windfall Sites (LC7)

25. The local plan, whilst it sought to provide certainty as to where new housing would come forward, does recognise that windfall sites have historically contributed significantly to the delivery of new housing on the islands, even when sites have previously been allocated. Most applications are one-off self-build in nature, not developers.
26. For example, from 2015 to March 2024 the Council have permitted 20 local need homes, all of which have been on sites not allocated for housing. **10 of these were granted in this 2-year monitoring period.** Out of the total 20

current permissions granted around 16 of are either complete, well underway or have commenced as of March 2024. Windfall housing schemes currently account for the greatest source of new homes on the island.

Submitted Year	Planning Reference	Location/Address	Number of Units	Date Decision Issued
2015	P/15/030/FUL	Land at Westward Farm	1	30/06/2016
	P/15/107/FUL	Land at Peninnis Farm	1	18/05/2016
2016	P/16/056/ROV	Pine Trees	1	21/01/2017
2017	P/17/083/FUL	Land at Colossus, Pilots Retreat	1	05/06/2018
	P/17/093/FUL	Land at Beachfield House, Porthloo	1	13/01/2022
2018	P/18/081/FUL	Implement Shed, Holy Vale	1	05/07/2019
2019	P/19/063/FUL	Rear of The Rope Walk, Porthloo	1	26/07/2021
2020	P/20/054/FUL	Buzza Garage, Porthcressa	1	19/02/2021
2021	P/21/095/COU	April Cottage	2	18/12/2021
	P/21/074/FUL	Holy Vale Farmhouse Outbuildings	1	13/12/2023
	P/21/101/FUL	Longstone Bungalow	1	21/02/2023
2022	P/22/004/FUL	Sea View, McFarlands Down	1	02/12/2022
	P/22/005/FUL	Sea View, McFarlands Down	1	02/12/2022
2022	P/22/012/FUL	Hillside Farm Barn, Bryher	1	22/06/2023
	P/22/029/FUL	Land Adjacent to White Cottage, Porthloo	1	05/12/2022
2023	P/23/001/COU	The Chandlery, Thorofare, Hugh Town	1	02/08/2023
	P/23/003/COU	Water Meadow Barn, Old Town	1	22/06/2023
	P/23/037/COU	Beverly Hills, Pilots Retreat	1	27/09/2023
	P/23/100/COU	Sylina, McFarlands Down	1	12/04/2024
Total			20	

Table 3: Windfall housing granted over plan period (those granted during this AMR monitoring period highlighted)

Applications for replacement dwellings (LC8)

27. As above, until the current local plan was adopted, there was no specific restriction on the size of a replacement dwelling. Policy LC8 restricts any replacement to be no larger than the Nationally Described Space Standards (NDSS) or the size of the original dwelling (if already above the space standards, whichever is the larger). Over the local plan period a total of x4 homes have been approved as replacement dwellings. During this AMR monitoring period **2 replacement dwellings have been approved**. Whilst one aligns with the NDSS and the maximum set out in Policy LC8, the second approval was for a category 3 home for a disabled person.

Ref	Address	Description	Percentage Above NDSS	Commentary
P/18/039/FUL	Charlie's Cottage Buzza Road Hugh Town	Demolition of existing dwelling and construction of replacement dwelling.	No change	No change
P/22/006/FUL	Sea View Mcfarland's Down St Mary's	Construction of new dwelling and associated infrastructure.	3% above the minimum	Within Policy max limit of 30% above the minimum.

P/23/004/FUL	Penold, Church Road	Demolition of existing semi-detached house and replacement with a new dwelling.	106% in total	Already approved as an extension and accepted justification. The proposal changed to a replacement dwelling.
P/23/033/FUL	Cootamundra, McFarlands Down	Replacement of dwelling	100% above	Above Space standards but 3-bed Category 3 Accessible home for disabled person

Table 4 Applications approved for replacement dwellings over the plan period (current period highlighted)

Applications for extensions for existing homes (LC8)

28. Until the Local Plan was adopted in 2021, there was no specific policy restriction on extending an existing home or on the resulting extension where this resulted in the creation of self-contained lettable accommodation. From 2021, Policy LC8 does now restrict homes to be enlarged (1) where this where the purpose of the extension is to create self-contained holiday accommodation and (2) where the resulting extensions exceeds the Nationally Described Space Standards by more than 30%. Since 2021 (post-adoption) there has been **1 application submitted to create self-contained holiday lets** within the roof space of a single dwelling. This decision **was refused** and later challenged through the Appeals Process, where the decision to refuse, as of April 2023, was upheld.
29. Since adoption of the Local Plan in 2021 there have been 50 householder applications submitted. Policy LC8 has, therefore, applied to those applications submitted since March 2021, particularly where the proposal results in an extension. Over this period only **1 application has been rejected because of exceeding the requirements of complying with the maximum space standards.**
30. In response to this policy householder extensions have either been within the maximum set out, or adequate justification has been provided as to why a larger home has been approved. A total of **7 properties have been permitted to exceed the space standards**, these are shown in table 10 below. The reasons include a property already exceeding the space standards to begin with the extensions resulting in an aesthetic or energy efficiency improvement or, where the property was not already more than the maximum space standards, adequate justification was provided in support of the larger home. Over the 2-year monitoring period a total of 24 householder applications were submitted. Whilst one of the householder applications was recommended for refusal because of excessive and inadequately justified increases on scale, it was approved at Full Council. This application was subject to a further application to enlarge it even more and it is this later amended scheme that was refused, by virtue of conflict with Policy LC8.

Ref	Property	Proposal	Percentage above NDSS	Commentary
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P/22/016/HH	Samson House, Porthloo, St Mary's	Dormer window on rear elevation.	32% above	Marginal conflict of policy requirement accepted on basis of creating usable head height within upper floors without enlarging footprint of the property.
P/21/108/FUL	Valhalla, Abbey Road, Tresco	Demolition of lean-to extension, construction of new single storey extension, installation of new dormer windows.	43% above	Justification as to succession management of Tresco Estate and the applicant downsizing, accepted as justification for exceeding the 30% policy requirement.
P/21/046/HH	The Moorings, Old Grimsby, Tresco	Lean-to extension of existing dwelling.	33% above	Marginal conflict of policy requirement accepted following a reduction in size.
P/21/038/HH	Penold, Church Road, St Mary's	Alterations, extension, and improvements.	Property already 97% above as existing with the modifications considered resulting in a further increase of 9% (106% in total)	Justification to make aesthetic improvements and sustainability improvements on a very prominent home, to the benefit of the character of the conservation area was considered acceptable for exceeding the 30% policy requirement.
P/20/102/HH	Reculver, 4 Lower Strand St Mary's	Removal of existing rear extensions, new rear extension and new rear dormer window.	Property already 32% above as existing with the modifications considered resulting in a further 16% above (48% in total)	Justification to make aesthetic improvements and sustainability improvements in a prominent location, to the benefit of the character of the conservation area was considered acceptable for exceeding the 30% policy requirement.
P/22/039/HH	Dolphin House, Dolphin Town Tresco	Internal alterations to main house, enlargement of existing south eastern wing, construction of single storey link and alterations to outbuildings.	Property already more than 95% above the minimum	The property already exceeded the space standards and the proposal resulted in a reduction overall due to the removal of the roof space accommodation.
P/23/046/HH	Bishop View, Porthloo Lane St Mary's	Removal of hipped roof and construction of new roof incorporating first floor accommodation and internal alterations.	66% above the minimum	The property had already been enlarged and the justification was not considered adequate. Officers recommended refusal on this basis, but the proposal was allowed at Full Council.

Table 5: Applications approved for household extensions since 2021 where extensions resulted in a larger home (above the 30% limit of Policy LC8)

Applications for the re-use of existing buildings for residential (SS3)

31. Over the 2-year monitoring period there were a total of 6 applications, delivering 6 staff units, approved for a conversion from non-residential buildings into residential uses, subject to occupancy restrictions. One of these units was for specific business use, on a seasonal basis and was conditioned as such and 5 units were approved with S106s.

Ref	Property	Proposal	Units	Decision Date	Notes
P/21/074/FUL	Holy Vale Farmhouse Outbuilding, St Mary's	Conversion of rear outbuilding from one dwelling (as approved by partially implemented planning permission P/16/060) into two dwellings to create an additional local need dwelling.	1	13/12/2023	S106

P/22/012/COU	Hillside Farm Barn, Bryher	Conversion of existing agricultural building into a residential unit, adding to existing ancillary residential accommodation within the same building.	1	22/06/2023	S106
P/23/001/COU	The Chandlery, Thorofare, St Mary's	Change of use of first floor to create one bedroom flat including alterations to fenestration and replacement of existing timber windows and doors	1	02/08/2023	S106
P/23/003/COU	Water Meadow Barn, Old Town St Mary's	Change of use of workshop to residential dwelling with alterations to the south elevation including new external doors and replacement rooflights.	1	22/06/2023	S106
P/23/100/COU	Workshop, Sylina, McFarlands Down St Mary's	Change of use of workshop to local needs dwelling	1	12/04/2024	S106
P/23/103/COU	Signal Rock, Higher Town St Martins	Conversion of an existing residential store barn into seasonal staff accommodation studio apartment and the creation of an opening in the adjacent boundary wall to provide access and new PV solar panels to existing flat roof of main house	1	02/02/2024	Seasonal Staff Use Condition
Total			7		

Table 6 Applications approved for conversion from non-residential to residential accommodation during the period.

Non-Housing – other developments

Applications for Tourism Accommodation (WC5)

32. Since 2015 there have been a total 18 applications for holiday let accommodation. Excluding conversions from guesthouses (and one application to replace 7 canvas pods with timber pods) there have been 26 new units of Holiday Let accommodation approved, but a net increase of 23.
33. As with the above noted rise in 'pods' for staff accommodation, there has also been an increase in pods or shepherds' huts for seasonal holiday let use. On St Martin's there are 6 Shepherds Huts for holiday let use. On St Mary's there is 1 single Shepherds Hut and 2 Pods, all of which self-catering holiday let use. On Bryher, 1 Pod in connection with Island Fish. This has been permitted for interim seasonal staff use, whilst long term accommodation is constructed, and holiday let use once that use is no longer required. In 2024 two shepherds' huts were also approved as part of Bryher campsite. On St Agnes there are now two shepherds' huts for short-term holiday let use in connection with Downs Farm.

Reference	Address	Island	Proposal	Net Gain/loss
P/15/045/FUL	Borough Farm, Tresco	Tresco	Application for the demolition of two existing holiday chalets and replacement with one dwelling	-1
P/15/031/FUL	Westward Farm, St Agnes	St Agnes	Construction of 2 no. single storey timber clad holiday lets	2
P/16/091/FUL	Sandy Lane Farm	St Martin's	Erection of 2 person shepherds hut for use as holiday accommodation.	1

P/16/130/COU	Watermill Lodge, St Mary's	St Mary's	provision of mobile shepherd's hut for 2 visitors and new access on Northern boundary	1
P/18/013/FUL	Packing Shed, Lower Town, St Martin's	St Martin's	Refurbishment, repair and partial conversion of existing building to create self-contained holiday accommodation	1
P/18/046/COU	Sylina, McFarlands Down, St Mary's	St Mary's	Change of use from Guesthouse to Self-contained holiday unit and owners' accommodation	1
P/19/059/COU	St Martin's Vineyard, Higher Town, St Martin's	St Martin's	Erection of x2 Shepherds huts for holiday let use	2
P/20/048/FUL	Men-a-Vaur, Church Road, St Mary's	St Mary's	Construction of a new accessible dwelling for holiday letting purposes.	1
P/20/075/FUL	Carn Friars Farm, St Mary's	St Mary's	Conversion of redundant barn to holiday let/winter farm staff quarters	1
P/20/090/FUL	Tregarthen's Hotel, St Mary's	St Mary's	Construction of 5 micro lodges	5
P/21/023/COU	Parting Carn Farm, St Mary's	St Mary's	Siting of two self-contained glamping pods for visitor accommodation.	2
P/21/018/COU	Blockhouse Cottages, Tresco	Tresco	Demolition of existing row of cottages, construction of new replacement two storey 5/6-bedroom dwelling	1
P/21/075/COU	Land to south of Lower Town, Barns St Martin's	St Martin's	Siting of two holiday letting shepherds' huts.	2
P/21/099/COU	Land to south of Lower Town, Barns St Martin's	St Martin's	Siting of one holiday letting shepherds' huts.	1
P/22/008/COU	Land at Norrad Bryher	Bryher	Siting of one Pod	1
P/23/008/COU	Bell Rock Hotel, Church Road, St Mary's	St Mary's	loss of 3 serviced bedrooms, creation of one self-contained suite	-2
P/23/101/COU	Downs Farm, St Agnes	St Agnes	Two Shepherd's Huts	2
P/24/015/FUL	Bryher Campsite	Bryher	Two Shepherds Huts	2
Total (net gain)				23

Table 7: Applications approved for new Holiday let units over the Plan Period (current monitoring period highlighted)

34. A total of 18 pods/huts and 5 micro lodges equates to 23 units. The island with the most is St Martin's with a total of 7 Shepherds Huts. There are 2 shepherds huts on St Agnes, 2 huts on Bryher and 2 huts and 1 Shepherds Hut and 5 Micro Lodges on St Mary's.
35. When combined with staff accommodation proposals there has been a further 8 pods/Shepherds huts. The Local Plan review may take a view if a fresh policy approach is needed if this broader trend continues.

Applications for Infrastructure improvements (SS5)

36. Since 2014 there has been an ongoing project, re-branded as Adaptive Scilly in 2020, which has sought to secure improvements to sea defences around the islands, in accordance with the Shoreline Management Plan and considering rising sea levels. This work is about adapting to the inevitable impacts of a changing climate. These improvements are designed to protect both homes and businesses as well as vital infrastructure, such as ground water and roads. Three applications were submitted and approved during this period for consideration. These includes works on Bryher, St Agnes and St Martins.

Ref	Location	Development	Approved
P/22/077/FUL	Three sites across St Agnes	Application for the installation of geobags at Periglis to replace the core of existing dunes, wrapped in geotextile and covered with excavated material and to stabilise the dune crest with geomat to encourage re-vegetation. Installation of rock bags at Porth Coose to heighten the existing protection, backed by earth bund and installing rock armour at the bottom of the existing sea wall at Porth Killier.	20/06/2023
P/22/078/FUL	Lower Town Beach, St Martins	Raising of the existing dune at the eastern end of Porth Hellick Bank to match the existing dune profile, new vehicular access ramp through the new section of dune onto the beach. Formalising beach access track at southern end.	21/04/2023
P/23/095/FUL	Green Bay, Bryher	Installation of 75 m long geobag core added to existing cobble embankment and tied with geotextile.	29/02/2024

Table 8: Applications approved during the monitoring period for infrastructure works.

Applications where we consulted the Environment Agency (SS7)

37. The Local Planning Authority consult the Environment Agency (EA) on applications, in accordance with the EA's standing advice. During the period, a total of 3 objections have been raised with respect to development on land susceptible to flooding, without a supporting). This is out of the 14 applications that the Local Planning Authority carried out a consultation with the EA. In all cases, once a Flood Risk Assessment (FRA) was undertaken and submitted, addressing flood risk issues, objections were lifted, and the applications were approved. This list excludes any applications that were eventually withdrawn.

Ref	Location	Proposal	Initial EA Response	Decision
P/22/051/COU	Stoneyard, Moorwell Lane, St Mary's	Temporary Change of use of land to site accommodation pods for construction contractors	Initial Objection lifted once a satisfactory Flood Risk Assessment had been carried out.	Approved
P/22/029/FUL	Land adjacent to White Cottage, Porthloo	Erection of a Dwelling	Initial Objection lifted once a satisfactory Flood Risk Assessment had been carried out.	Approved
P/22/033/COU	Town Hall, St Mary's	Change of use of Town Hall to Museum and Cultural Centre	No objection	Approved
P/22/052/COU	Treboeth, Buzza Street, St Mary's	Conversion of guesthouse to self-catering suites with staff accommodation	No objection	Approved

P/22/073/FUL	Land at Par Beach, Higher Town St Martins	Change of use from agricultural land to glamping pod/shepherds hut for holiday rental and emergency staff quarters for "Adams Fish & Chips" restaurant.	No objection	Approved
P/22/077/FUL	Various sites across St Agnes	St Agnes Coastal Defences	Initial objection but lifted once coastal squeeze issues were addressed	Approved
P/22/078/FUL	Lower Town Beach, St Martin's	Coastal defence works.	No objection	Approved
P/23/001/COU	The Chandlery, Thorofare, St Mary's	Change of use of roof space to self-contained dwelling	No objection	Approved
P/23/008/COU	Bell Rock Hotel, St Mary's	Change of use of building	No objection	Approved
P/23/010/FUL	Richard Hand Haulage, Porthmellon Industrial Estate	Porch Extension	No objection	Approved
P/23/042/HH	St Eia, Hugh Street, St Mary's	Conservatory and other alterations	No Response	Approved
P/23/047/COU	Town Hall, St Mary's	Change of use of Town Hall to Museum and Cultural Centre	No objection	Approved
P/23/095/FUL	Green Bay, Bryher	Coastal Defence works	No objection	Approved
P/23/107/COU	Trench Lane, Old Town St Mary's	Change of use of shed to dog grooming business	No objection	Approved

Table 9: Applications approved in Flood Zone 3 were a consultation with the Environment Agency (EA) during this monitoring period.

Applications where we consulted Historic England: Historic Environment (OE7)

38. The local planning authority are statutorily required to consult Historic England (works to any Grade II* or Grade I listed buildings or any demolition or partial demolition of any grade Listed Building. We also consult Historic England (HE) if a proposed development has the potential to affect the setting of a Schedule Monument.
39. Over the 2-year monitoring period, we consulted HE on 11 different applications (7 for 2022 applications and 4 for 2023 applications). Out of these applications they held a 'holding objection' to the proposed coastal defence works at Green Bay Bryher. Following clarification this objection was formally lifted.

Ref	Location	Proposal	Reason for Consultation	HE Comments	Decision
P/22/023/ROV	Tregarthens, St Mary's	Variation of condition 2 of approved Micro-lodges to revise the design of the approved units.	Affecting the setting of Scheduled Monument/Listed Buildings	Did not object	Approved
P/22/033/COU and P/22/034/LBC	Town Hall, St Mary's	Change of use of a Grade 2 listed Town Hall & Museum to Museum & Cultural Centre	Partial demolition of a Grade II Listed building	Did not object	Approved

P/22/039/HH and P/22/040/LBC	Dolphin House, Tresco	Internal alterations to main house, enlargement of existing south eastern wing, construction of single storey link and alterations to outbuildings.	Partial demolition of a Grade II Listed building	Did not object	Approved
P/22/069/HH	Birds Corner, Trench Lane	Demolition of existing conservatory and construction of new sun room in the same location.	Affecting setting of a Scheduled Monument	Did not object – did highlight a mapping error with the WWII Pill Box and confirmed the nature of the monument, and its relationship to the application site, means that the proposed development would not cause harm within its setting.	Approved
P/22/076/FUL	Coastal Defences on Bryher	Five sites across Bryher	Affecting setting of scheduled monuments	Objection	Application withdrawn
P/22/077/FUL	Coastal Defences on St Agnes	Three sites across St Agnes	Affecting setting of scheduled monuments	No Objection	Approved
P/23/047/COU and P/23/048/LBC	Town Hall, St Mary's	Revised Scheme Change of use of a Grade 2 listed Town Hall & Museum to Museum & Cultural Centre	Partial demolition of a Grade II Listed building	No objection	Approved
P/23/053/DIS CON	St Agnes Coastal Defences (Porth Killier specifically)	A Watching Brief condition was required for works at Porth Killier	Works affect the setting of a Schedule Monument	No objection	Discharged
P/23/064/LBC	Wingletang The Parade St Mary's	Internal and external works	Partial demolition of interior Grade II Listed Building	No objection	Approved
P/23/095/FUL	Green Bay, Bryher	Coastal Defence works	Affecting setting of a Scheduled Monument	Initial clarification sought but No objection	Approved

Table 10: Applications approved where a consultation with Historic England (HE) was required during this monitoring period.

Historic Environment Generally

40. There are 128 listed buildings on the Isles of Scilly. During the 2-year monitoring period no buildings have changed grading and no listed entries have been removed from or added to the National Heritage List for England (NHLE).
41. There are 238 Scheduled Monuments on the Isles of Scilly with no changes in terms of monuments added or removed from the NHLE during the period.

42. As of 2023 there are 41 entries on the Heritage at Risk Register. Since the local plan was adopted there has been a steady increase in the number of entries on the Heritage at Risk Register, with the biggest changes seen on St Mary's.

Island	2021	2022	2023
Samson	1	1	1
St Mary's	7	10	14
Bryher	8	8	8
St Agnes	4	4	4
St Martins	7	7	7
Tresco	6	6	6
Total	33	36	41

Table 11: 2021 - 2023 No of Heritage at Risk Entries per island

43. Although the other islands have a relative stable figure there are small changes to note with some entries being removed and others being added.

2023	Removed	Newly Added	Continued Decline	Stable
Samson	0	0	1	0
St Mary's	0	3	9	2
Bryher	1	1	6	1
St Agnes	1	1	1	2
St Martins	0	0	7	0
Tresco	0	0	4	2

Table 12: 2023 Changes to the Heritage at Risk Register by Island

44. In 2023 a further 5 monuments were added to the at-risk list, for the reasons shown in table 18 below. Two entries were removed after an adequate period of being stable.

Monument/Structure Added	Risk Reason
Post-medieval watch house and coastguard lookout on Watch Hill, Bryher	Scrub/Tree Growth
19 th Century Gig shed to the north east of Porth Askin, St Agnes	Coastal Erosion
Civil War Breastwork and battery to the east of Carn Nore, St Mary's	Coastal Erosion
Post-medieval smugglers cache at Porth Mellon, St Mary's	Coastal Erosion
Various monuments on Carn Morval Downs, St Mary's	Coastal Erosion
Removed	
A prehistoric linear boundary feature, just off the south east coast, Bryher	
Prehistoric entrance graves and two round cairns on the clapper of works on Gugh, St Agnes	

Table 13: 2023 Added and Removed entries from the Heritage at Risk Register 2023

45. During the period 2016-2018 and again in 2021-2023 the Council received funding from Historic England to work with consultants on archaeological monitoring, particularly the above Heritage Assets in addition to commenting on development proposals. Both contracts were with Cornwall Archaeological Unit.
46. Since June 2023, without Historic England funding, Officers have been monitoring the cost of securing important archaeological input on planning applications. This is so a reasonable budget, to help inform development

proposals, can be set in future years to ensure development does not result in the loss of below-ground archaeological remains.

47. From June 2023 to the end of March 2024 a total of £2,500 has been spent on getting archaeological advice on 10 development proposals including discharging conditions and pre-application advice. A similar model is being progressed to obtain experienced conservation officer advice in relation to assessing listed buildings.

Ref	Location	Proposal	Reason for Consultation	Archaeological Comments	Decision
P/23/047/COU	Town Hall, St Mary's	Change of use to Museum and Cultural Centre	Affecting setting of scheduled monuments	No WSI condition recommended	Application approved
P/23/053/DISCON	St Agnes Coastal Defences (Porth Killier specifically)	A Watching Brief condition was required for works at Porth Killier	Works affect the setting of a Schedule Monument	WSI submitted was acceptable	Discharged
P/23/060/COU	Land to the north of Old Town Cemetery	Cemetery Extension	Potential for below ground archaeological remains	WSI condition as part of site preparation required	Application approved
P/23/063/COU	Wingletang, The Parade St Mary's	Internal and external works	Partial demolition of interior Grade II Listed Building	No building recording or WSI required	Approved
P/23/095/FUL	Green Bay, Bryher	Coastal Defence works	Affecting setting of a Scheduled Monument	A WSI Condition required	Approved
P/23/101/COU	Downs Farm, St Agnes	Two shepherds' huts	Potential for below ground archaeological remains	No WSI condition required	Approved
P/23/105/FUL	Bottom Staff Annex, Tresco	Replacement of Staff Accommodation	Potential for below ground archaeological remains	No WSI condition required	Approved
P/24/006/FUL	St Mary's Hospital, St Mary's	Extension of Hospital for an Integrated Health and Social Care facility	Potential for below ground archaeological remains	A WSI condition required	Approved
P/24/009/FUL	Lunnon Farm, St Mary's	New Agricultural building	Potential for below ground archaeological remains	No WSI condition required	Approved
P/24/011/FUL	Land at Pungies Lane, St Mary's	10 new local need dwellings	Potential for below ground archaeological remains	A WSI condition required	Pending
P/24/019/COU	Circus Field, St Mary's	Temporary Change of use of land for contractor compound	Affecting setting of Scheduled Monument	Measures to protect the Scheduled Monument found to be acceptable	Pending

Table 14: 2023 Applications with the LPA have sought external archaeological advice during the period.

Historic Environment Records

48. As a result of the [Levelling-up and Regeneration Act 2023](#)¹ the Council of the Isles of Scilly became a responsible authority with respect to statutorily maintaining its own Historic Environment Record. The current [Isles of Scilly Historic Environment Record \(HER\)](#), which is held jointly with Cornwall Council², is maintained on our behalf by Cornwall Council. It is currently being considered whether the arrangement can continue through the revised Delegation Agreement, being reviewed by the Council Chief Executive (currently the delegation agreement delegates to Cornwall Council the Finance, IT and Building Control functions of the Council of the Isles of Scilly). The alternative to this solution is set up and maintain our own HER for the Islands, which would require training and/or recruitment of a Historic Environment Register Officer in order meet this new statutory requirement. An update to this will be captured in next year's AMR.

Local Development Scheme (LDS)

49. Although the review of the current local plan is not due until 2026 (5 years post-adoption), work will now have to progress as the plan is now 3 years into its post-adoption period. The Local Development Scheme was approved in February 2024 to reflect the Governments proposed changes to the Local Plan making process and to update the community on the progress of work relates to the local plan.
50. Work has already commenced with progressing a review of the Conservation Area in terms of identifying character areas and significance with a view to revising the conservation area boundaries and potentially splitting this into island-specific conservation areas. This will allow each island to have a clear character as to what is significant about each individual island. Work is progressing during 2024 with Cornwall Archaeological Unit. As the local planning authority would envisage adopting the Conservation Area work as a supplementary planning document, this will be subject to public consultation and adoption. The adopted [LDS \(LDS2024\)](#)³ is available online.

Statement of Community Involvement (SCI)

51. The current [Statement of Community Involvement \(SCI\)](#)⁴ provides information on how the community can get involved with the preparation of planning policy documents and the determination of planning applications. It also sets out how and when the Council will support local communities in preparing Neighbourhood Plans. A SCI was adopted by the Council in 2015 (with an

¹ <https://www.legislation.gov.uk/ukpga/2023/55/enacted>

² <https://www.cornwall.gov.uk/environment/conservation-and-environment-protection/strategic-historic-environment-service/cornwall-and-isles-of-scilly-historic-environment-record/>

³ <https://www.scilly.gov.uk/planning/planning-policy/local-plan-2015-2030/local-plan-review-timetable>

⁴ https://www.scilly.gov.uk/sites/default/files/document/planning/Statement%20of%20Community%20Involvement%20IoS%20Feb%202018%20Update_1.pdf

interim COVID version in 2020). In June 2024 Members approved a revised and updated SCI. A review of this will need to be undertaken before June 2029.

Brownfield Land Register

52. The Council first published [the Brownfield Land Register](#)⁵ in December 2017 in line with a new duty, through the Housing and Planning Act (2016), which requires local planning authorities to prepare, maintain and publish a register of brownfield land (also known as previously developed land) which the Council has assessed as being potentially suitable for residential development. The current iteration of the Register provides information on brownfield land that is suitable for housing. The Register will then be used to monitor the Government's commitment to the delivery of brownfield sites. The brownfield land register contains **2 entries** and can be read online following the above link.

Custom and Self-Building Housing Register

53. Although the Council do not publish the register, the local planning authority did update its website in 2016 with information about the process and application forms for people to add themselves to the Custom and Self-Building Housing Register. The register is open to individuals and groups who are seeking to acquire serviced plots of land within the Isles of Scilly, as set out in the Self-Building and Custom Housebuilding Act 2015. To date there is a total of **41 individuals and 0 groups (as of April 2024) on the register**.
54. The Council of the Isles of Scilly has a Local Connection Test, which forms Part 1 of the register and all entries on the register are on Part 1, with a local connection, with the no entries (i.e., those without a local connection), on Part 2 of the register. So, there are 41 individuals who meet the Local Connection Test.

Schedule of Saved or Superseded Policies

55. There are not currently any 'saved policies' given the up-to-date status of the 2015-2030 Local Plan, adopted in 2021.
56. Post 2026, if the Local Plan has not been subject to statutory review, then it may be necessary to seek to apply to the Secretary of State for confirmation under Direction that the Local Plan and/or any of its Policies can be 'saved'.

Policy Document Profiles

⁵ <https://www.scilly.gov.uk/planning/brownfield-register>

Local Plan 2015-2030

Document Details	The Local Plan sets out the vision, objectives, and spatial development strategy for the Isles of Scilly District, it includes the scale, type and distribution of development and covers the period 2015-2030 (shorter than the required 20-year period but accepted at examination). The local plan is a single document that includes strategic topic-based planning policies. The plan identifies site allocations for different land uses such as housing, employment, retail and leisure, health, education, open spaces as well as seek to address climate change and protect the natural and built environment.
Geographical Coverage	All of the islands within the Local Authority District Boundary.
Status	Adopted Development Plan Document
Conformity	Government Policy and Regulatory Requirements
Timeframe	2015-2030
Key Milestones	
Consulting statutory bodies on scope of the Sustainability appraisal	Completed 2015
Evidence Gathering	2015-2019
Draft Plan Consultation	Q2 2015/16 (Reg 18) Q1 2018/19 (Reg 18) Q4 2018/19 (Reg 19)
Public Consultation on Pre-Submission	Q2 2019/20
Submission	Q2 2019/20
Examination	Q4 2019/20
Main Modifications Consultation	Q3 2020/21
Adoption	Q4 2020/21
Timetable for Review	See Figure LDS

Statement of Community Involvement

Document Details	Provides information on how the community can become involved with the preparation of planning policy documents and the determination of planning applications.
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Geographical Coverage	All of the islands within the Local Authority District Boundary.
Status	Adopted Statement of Community Involvement
Conformity	Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)
Timeframe	At least once every 5 years
Key Milestones	
First Published	2010
Most Recent Publications	2015 (Review), 2019 (Update), 2020 (COVID Interim), June 2024
Timetable for Review	See LDS At least once every 5 years (i.e., by June 2029)

Policies Maps

Document Details	The graphical presentation of policies and proposals, on an Ordnance Survey base map.
Geographical Coverage	All of the islands within the Local Authority District Boundary.
Status	Adopted Development Plan Document
Conformity	Local Plan (2015-2030)
Timeframe	In parallel with the Local Plan (i.e., at least once every 5 years)
Key Milestones	
First Published	2021
Timetable for review	See LDS

Design Guide Supplementary Planning Document (SPD)

Document Details	<p>Provides supplementary planning guidance in relation to matters of design and the built environment. The SPD was originally written under the previous 2005 Local Plan but remains relevant under Policy SS2 of the adopted Local Plan (2015-2030).</p> <p>The Isles of Scilly Design Guide was approved by the Council in 2006 to complement the Local Plan and the AONB Management Plan. It offers clear and practical guidance in order to achieve high quality and sustainable design and ensure the special character of Scilly is retained and where possible enhanced.</p>
Geographical Coverage	All of the islands within the Local Authority District Boundary.
Status	Adopted Supplementary Planning Document

Conformity Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012

Timeframe In parallel with the Local Plan

Key Milestones

First Published 2007

Timetable for review See LDS

Biodiversity and Geodiversity Supplementary Planning Document (SPD)

Document Details Provides supplementary planning guidance in relation to matters of biodiversity. The SPD was originally written under the previous 2005 Local Plan but remains relevant under Policy OE2 of the adopted Local Plan (2015-2030).
The Council of the Isles of Scilly collaborated with the Cornwall Wildlife Trust, the Isles of Scilly Wildlife Trust, and Natural England to prepare the document - Biodiversity and Geological Conservation - Planning Good Practice Guidance for the Isles of Scilly. The document is designed to assist those who are submitting and determining planning applications in Scilly to understand how to ensure that biodiversity and, where relevant, geodiversity is protected, conserved, and enhanced as a consequence of development.

Geographical Coverage All of the islands within the Local Authority District Boundary.

Status Adopted Supplementary Planning Document

Conformity Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012

Timeframe In parallel with the Local Plan

Key Milestones

First Published 2008

Timetable for review Non planned at present

Sustainable Energy Strategy Supplementary Planning Document (SPD)

Document Details	<p>Provides supplementary planning guidance in relation to matters of sustainability. The SPD was originally written under the previous 2005 Local Plan but remains relevant under Policy SS1, Policy SS2 and Policy SS8 of the adopted Local Plan (2015-2030).</p> <p>The Council of the Isles of Scilly, with the help of the Cornwall Sustainable Energy Partnership, developed a Sustainable Energy Strategy for the islands. The Isles of Scilly Sustainable Energy Strategy was intended to complement the Local Plan, the AONB Management Plan and the Isles of Scilly Design Guide. It aims to raise awareness concerning the provision and consumption of energy and seeks to promote actions that will improve the energy profile of the Isles of Scilly. The intention is for the Sustainable Energy Strategy to be inspirational, helping to guide private, public, and domestic energy users to consider the benefits of consuming energy in a more sustainable manner. The strategy will help make the islands more self-sufficient and ideally a net exporter of energy. It seeks to reduce local impact on climate change, enhance the quality of life for those people living in fuel-poor homes and improve business performance by minimising the energy resources necessary to deliver an organisation's targets.</p>
Geographical Coverage	All of the islands within the Local Authority District Boundary.
Status	Adopted Supplementary Planning Document
Conformity	<u>Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012</u>
Timeframe	In parallel with the Local Plan
Key Milestones	
First Published	2008
Timetable for review	Non planned at present

Strategic Transport Framework Supplementary Planning Document (SPD)

Document Details	<p>Provides supplementary planning guidance in relation to matters of strategic transport. The SPD was originally written under the previous 2005 Local Plan but remains relevant under Policy SS9 and Policy SS10 of the adopted Local Plan (2015-2030).</p> <p>The Strategic Transport Framework had a long gestation: reflecting the complex and ever-changing transport issues on the islands in relation to both mainland and inter-island connections. It is recognised that there are no easy or obvious solutions that will resolve all of the islands' transport issues, but there are a range of actions and options set out in the Transport Framework which will, if implemented, assist in addressing some of the challenges facing the islands.</p>
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However, the cost of transport provision, and its affordability for users, remains a fundamental issue over which the Council has little control. The inexorable rise of transport costs for both freight and passengers, and the limited nature of services, is having a significant and detrimental impact on the economy and welfare of Isles of Scilly residents. The scope and influence of the Transport Framework is constrained as many of the fundamental issues facing the islands are the result of commercial decisions.

Geographical Coverage All of the islands are within the Local Authority District Boundary.

Status Adopted Supplementary Planning Document

Conformity Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012

Timeframe In parallel with the Local Plan

Key Milestones

First Published 2011

Timetable for review Non planned at present

Companion Reports

Referred to on Page 5 (paragraph 5) are three companion reports (links are embedded) but you these can be read online here:

1. **Companion Report: Census Data Analysis:**
www.scilly.gov.uk/sites/default/files/planning-apps/AMR17%202022-24%20Companion%20Report%20Housing%20Market%20and%20Census%20Data.pdf
2. **Companion Report: Planning Performance:**
<https://www.scilly.gov.uk/sites/default/files/planning-apps/AMR17%202022-24%20Companion%20Report%20Planning%20Performance.pdf>
3. **Companion Report: Housing Market & Population Evidence:**
<https://www.scilly.gov.uk/sites/default/files/planning-apps/AMR17%202022-24%20Companion%20Report%20Housing%20and%20Pop%20evidence.pdf>

ⁱ Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012: <https://www.legislation.gov.uk/ukxi/2012/767/regulation/34>

ⁱⁱ Levelling-up and Regeneration Act 2023: <https://www.legislation.gov.uk/ukpga/2023/55>

ⁱⁱⁱ Isles of Scilly Local Plan (2015-2030): <https://www.scilly.gov.uk/planning/planning-policy/local-plan-2015-2030>

^{iv} Local Development Scheme (LDS2024): <https://www.scilly.gov.uk/planning/planning-policy/local-plan-2015-2030/local-plan-review-timetable-lds>

^v <https://www.gov.uk/government/publications/levelling-up-and-regeneration-further-information/levelling-up-and-regeneration-further-information#wider-improvements-to-planning-procedures>

^{vi} <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book/housing-delivery-test-measurement-rule-book>