

RESTORMEL BOROUGH COUNCIL

Local Plan 2001 – 2011
(Reprint incorporating Secretary of State's Saved Policies Changes)

Written Statement

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CHAPTER ONE INTRODUCTION AND BACKGROUND

COVERAGE

1.1 This Local Plan covers the period 1991 - 2011 (approximately 10 years after the date of adoption). It replaces all the previous statutory local plans covering the Borough except for plans for minerals and waste disposal which are a County Council responsibility. It also provides local plan coverage for the first time for other parts of the Borough. The local plans which this Boroughwide Plan replaces are:

- St Austell Local Plan (Adopted 1984)
- Central Restormel Local Plan (Adopted 1987)
- Newquay Area Local Plan (Draft published 1991)
- Countryside Local Plan (Adopted 1985 - Restormel Part only)

1.2 Over the years, the Borough Council has agreed numerous informal policies (Supplementary Planning Guidance or SPG). These have been incorporated in this plan where appropriate (see Appendix J in the Background Papers document for a list of extract SPG).

1.3 The 1991 Town and Country Planning Act requires all District and Borough Councils to provide a Local Plan for the whole of their administrative area. The area of the Borough is shown in Fig 1.

PURPOSE

1.4 The Plan is intended to:

- Interpret Government Guidance, the policies of the County Structure Plan (SP) at a local level.
- Put forward policies and proposals relating to local issues not considered in the Structure Plan (SP).
- Form a basis for the initiation of development projects.
- Form a detailed basis for development control and urban and countryside conservation measures.
- Provide a basis for co-ordinating public and private expenditure.
- Bring local planning issues before the public and enable their views to be expressed.
- Set out such policies and proposals as are appropriate to a Local Plan which are relevant to the objectives and resource commitments of the Borough Council.

The Council's vision for Restormel, as set out in the Corporate Plan, is as follows: ***"In partnership with the Community, create choices and opportunities to improve the Quality of Life for all"***

In pursuit of this vision the key priorities are as follows:

- Regenerating disadvantaged communities and tackling social exclusion caused by poverty and disability***
- Securing economic growth and stability and creating employment opportunities***
- Achieving housing opportunities for all its residents (that are safe , secure and affordable)***
- Reducing levels of crime and fear of crime***
- Ensuring opportunities for the development of skills***
- Protecting and enhancing the local environment and heritage for current and future generations***
- Encouraging and facilitating the constructive use of leisure time.***

Whilst the Restormel Local Plan predates the Council's Corporate Plan, wherever possible, opportunities have been taken to ensure that the Local Plan is consistent with the emerging corporate vision.

PHILOSOPHY

1.5 As early as 1986 the National Development Control Forum's guidelines for the handling of planning applications, which were welcomed by the government stated:- ***"Local and Structure Planning policies and proposals are the cornerstone of the development control system. Development control is essentially policy based. Without policy, the authority, the applicant and the public are operating in a vacuum."***

1.6 Since then, the Development Plan*, has been gradually increasing in status and importance through the 1980's, culminating in 1991 with an amendment to the 1990 Town and Country Planning Act which created a presumption in favour of the Development Plan.

* Defined as the Structure Plan, Statutory Local Plans and any remaining old style town maps covering an area.

In 1991 Parliament underlined the role of development plans in providing guidance, incentive and control by amending the Town and Country Planning Act 1990 (the 1990 Act) to require development control decisions to accord with the development plan unless material considerations indicate otherwise. The development plan therefore provides the main component in the plan-led planning system, which the Secretary of State is promoting.

Planning Policy Guidance Note 12 (*PPG 12).

1.7 This presumption clearly follows on from and buttresses various statements made by ministers in speeches and statements in previous PPGs and Circulars issued since the mid 1980s. Development Plans have thus become potentially more powerful tools. With power goes responsibility. This in turn will put more pressure on the plan making process. A development plan should not promise more than it can deliver. It should be capable of being used, not remain on the shelf covered in dust, but not be abused by being misapplied.

1.8 The difficulties inherent in this process need to be briefly spelt out. The plan needs to take account of government guidance. This is set out in Planning Policy Guidance notes (PPGs) and circulars. Government advice is that plans should take account of wider environmental issues such as global warming and energy conservation (*PPG 12 Chapter 4). Plan policies should be tested against environmental criteria. At the same time plans need to be realistic and contain only matters capable of being dealt with over the next ten years or so (*PPG 12 paras 5.1 and 5.12). In addition of course, what is in a plan represents only a small fraction of what exists and what is already committed. Any change brought about by the plan will be gradual.

1.9 Plans should:

- be comprehensive but should be concise and succinct (*PPG 12 para 5.3).
- take local views about change on board, but also have a broader strategic perspective (*PPG 12 paras 3.7, 4.10, 5.4, 7.3 and elsewhere).
- provide for homes and jobs but not allow the environment in its widest sense to be harmed.

In short, plans should promote sustainable development, that is:

“Development that meets the needs of the present without compromising the ability of future generations to meet their own needs” - Our Common Future P43

The axiom *“think global, act local”* thus should be applied in development plans.

1.10 Now, the development plan process has always been a process of balancing development needs against the needs to conserve the environment and has always attempted to balance local's wishes against wider considerations. The term *public interest* has been used to focus this process. This term however is of limited value as it cannot be defined sufficiently. There can be said to be no public interest as such, only a collection of private interests, some explicit, some implicit. These are held by individuals and by organisations and in turn such individuals and groups may express a different interest depending on the particular role they are performing (the classic example being the person as a car driver and as a pedestrian).

1.11 Consequently this development plan will reflect the Borough Council's views as to the balance that should exist between these different interests.

1.12 Clearly, there is scope for debate. Some may argue the balance is wrong. Some may argue that some issues have not been addressed at all. This is why the process requires consultation to be undertaken in two stages, followed if necessary by a public inquiry.

1.13 Clearly, society and the environment are dynamic and changes in attitudes, in patterns of power and in the environment will continue in the future as they have done in the past. This plan therefore also needs to be dynamic and allow for unforeseen changes and opportunities whilst retaining elements of long term strategy. Again we have the contradictions. Plans should enable consistent decisions to be made against a firm policy background. On the other hand, plans should be flexible enough to respond to changing demands and opportunities. Without careful consideration, the whole plan process and the newly established presumption in favour of the Development Plan could be negated.

1.14 A practically attainable balance is required between a very broad brush plan which is meaningless and a very detailed cast iron plan which cracks as soon as it is used. This plan attempts to strike that balance for the community.

CHARACTERISTICS OF RESTORMEL

1.15 Restormel as an Administrative District was created from the 1974 Local Government re-organisation, however, although of relatively modern creation, the Borough does have many geographical features and characteristics that contribute to the identity of the area.

1.16 Physically the district is bounded by rivers on two sides, the Fowey River to the east and the Fal and Gannel Rivers to the west. Both the north and south coasts have important tourist locations in areas important for their attractive landscapes. Inland the area is dominated by the China Clay industry which occupies the Hensbarrow Downs and which is almost entirely within Restormel. Elsewhere a variety of important landscapes exist ranging from lowland heaths such as the Goss Moor area to the exposed St Breock Downs. Incised into these main landscape areas are a number of attractive and important river valleys flowing north and south including the Luxulyan Valley and the Fowey Valley which enters the sea in a spectacular ria.

1.17 The industries of the district are very much determined by these geographical characteristics; fishing and tourism along the coast whilst inland the China Clay industry carries forward the long traditions of mining in Cornwall, the clay stream has replaced tin streaming. Likewise the settlement pattern has developed in response to these physical and economic characteristics as well as a reflection of the Celtic culture of Cornwall.

1.18 Dispersed hamlets and mining villages are common, however St Austell and Newquay have grown into the two major towns. St Austell as the centre of the China Clay industry and Newquay as a major tourist centre. Elsewhere, historic towns from the Medieval period such as Grampond, Fowey, Lostwithiel and St Columb Major continue to fulfil important roles in the life of the community as well as providing four of the districts most impressive Conservation areas.

1.19 Restormel, like all areas is undergoing change and it is managing this change that creates the need for an up-to-date Local Plan that seeks to protect the heritage of the area and provide a framework for regeneration and renewal. The population of the district has been growing from just over 78,000 in 1981 to about 90,500 by 1997. Economic change has also taken place; traditional employment such as that in agricultural and china clay has declined, and new employment opportunities have been slow to develop, resulting in above average unemployment, particularly severe in some areas. With wages below average, consequential social problems can develop and the need to provide affordable housing and allocate sites for new employment opportunities are key themes in this plan.

KEY ISSUES

1.20 The basic starting point for this plan is the concept of sustainable development. The plan sets out an environmental framework into which the perceived development needs of the area are slotted.

1.21 In order to understand this approach it is necessary to understand what is meant by the term "sustainable development" and how the concept can be applied in a practical way in this Local Plan. It will become clear that actions at a local level in the context of a local plan need to be supported by actions and policies at County and National level to be fully effective.

1.22 The current support for the concept, particularly at government level is tied to a scientific understanding of the consequences for the global environment of carrying on business as usual, that is the belief that global warming due to energy consumption and other environmental consequences of behaviour will have major adverse effects on the world economy and directly and indirectly on wealth and health.

1.23 Clearly, however, there has always been a moral rather than a scientific justification for sustainable development. The idea that the world has finite resources and that we should all think about what effects our actions now will have on future generations. The view that we are part of the world and should work in co-operation with natural systems rather than seek to dominate them using science and technology. These approaches have a long pedigree which relates back to the philosophical and spiritual origins of what is called town and country planning.

1.24 In this plan, we are therefore concerned in the first instance to ensure that the plan does not promote changes which have the potential to irrevocably harm the resource base of the area.

1.25 The key areas are:

- The Social and Economic dimension - how environmental problems and solutions are interdependent with those of poverty, health, consumption, population and, largely outside the local government arena, trade and debt.
- Conservation and Management of Resources for Development - how physical resources including land, sea/water, energy and wastes need to be managed to ensure sustainable development.
- Strengthening the role of major social groups, including disadvantaged ones, in working towards sustainable development.

- Means of implementation - including funding and role of government at different levels and non governmental activity.

1.26 A useful way of understanding sustainable development and taking the concept forward into practical policy initiatives is through the concept of environmental stock. Figure 2 shows a list of environmental stock criteria together with examples of how positive action can improve sustainability. Criteria 1 to 6 deal with critical global issues concerned with atmospheric and climate stability and the conservation of biodiversity. From the viewpoint of land use planning the major responsibility for positive action lies in reducing the need to travel and protecting biodiversity. Criteria 7 to 10 relate to natural resources such as air, water, land quality and minerals. Criteria 11 to 15 focus on Local Environmental quality and the stock of natural and man made assets that add to the local quality of life. Using the concept of environmental stock it is possible to measure the impact of policies upon the environment. An Environmental appraisal of the Local Plan was published to accompany the Draft Local Plan and is discussed further in Chapter 2.

Environmental Stock Criteria

General Criteria	Indicators of Positive Impact
Global Sustainability	
<ul style="list-style-type: none"> • primarily concerned with atmospheric and climate stability and with the conservation of biodiversity 	
1. TRANSPORT ENERGY: EFFICIENCY - TRIPS	<ul style="list-style-type: none"> • reducing trip length • reducing the number of motorised trips
2. TRANSPORT ENERGY: EFFICIENCY – MODES	<ul style="list-style-type: none"> • increasing public transport share • increasing attraction of walking and cycling
3. BUILT ENVIRONMENT ENERGY: EFFICIENCY	<ul style="list-style-type: none"> • reducing heat loss from buildings • reducing capital energy requirements • increasing CHP potential
4. RENEWABLE ENERGY POTENTIAL:	<ul style="list-style-type: none"> • safeguarding wind, water, wave and biomass potential • increasing direct solar gain
5. RATE OF CO ₂ "FIXING"	<ul style="list-style-type: none"> • increasing tree cover especially broad leaved woodland
6. WILDLIFE HABITATS	<ul style="list-style-type: none"> • safeguarding designated sites (e.g. SSSI's) • increasing general wildlife potential (e.g. corridors)
Natural Resources	
<ul style="list-style-type: none"> • husbanding of natural resources concerned with appropriate use and where necessary, appropriate protection of our resources of air, water, the land and its minerals 	
7. AIR QUALITY	<ul style="list-style-type: none"> • reducing levels of pollutants (CO₂, SO₂, NO₂, O₃, Pb, HN₄ etc.)
8. WATER CONSERVATION AND QUALITY	<ul style="list-style-type: none"> • maintaining ground water and river levels • safeguarding water supply purity
9. LAND AND SOIL QUALITY	<ul style="list-style-type: none"> • safeguarding soil quality and soil retention • reducing contamination/dereliction • safeguarding good quality agricultural land
10. MINERALS CONSERVATION	<ul style="list-style-type: none"> • reduce consumption of fossil fuels and minerals
Local Environmental Quality	
<ul style="list-style-type: none"> • conservation of local environmental quality concerned with the protection and enhancement (and sometimes retrieval) of local environmental features and systems ranging from landscape and open land to cultural heritage. 	
11. LANDSCAPE AND OPEN LAND	<ul style="list-style-type: none"> • enhancing designated areas (NP's, AONB's etc.) • enhancing general landscape quality • retaining countryside/open land

12. URBAN ENVIRONMENT “LIVEABILITY”	<ul style="list-style-type: none"> • enhancing townscape quality • increasing safety and sense of security • improving aural and olfactory environment
13. CULTURAL HERITAGE	<ul style="list-style-type: none"> • safeguarding listed buildings and CA’s • safeguarding archaeological/geological value
14. PUBLIC ACCESS OPEN SPACE	<ul style="list-style-type: none"> • increasing/maintaining quality and availability in urban and rural areas
15. BUILDING QUALITY	<ul style="list-style-type: none"> • maintaining/improving the maintenance and continuous renewal of buildings

1.27 The object of sustainable development is to minimise the environmental impact so that the carrying capacity of the environment is not exceeded. As can be seen from the table, the most critical of these impacts operate at the global level and it is only at an international level that such impacts can be measured. This plan does not attempt to measure a local carrying capacity as there is a danger that this can raise local concerns above those of global ones. Questions regarding the amount of development are set by the national, regional and county planning framework and environmental accountability for such decisions rests at those levels.

1.28 Although it is recognised that the planning system has an important role to play in promoting sustainable development, many of the criteria identified in Figure 2 are affected by other areas of public policy, the activities of local companies and the decisions of us all as individuals. This need for an holistic approach to caring for the environment was recognised at the Earth Summit at Rio in 1992 with the adoption of Agenda 21. This included a requirement for local authorities to undertake Local Agenda 21 initiatives to act as fora for community involvement and comprehensive environmental action. Restormel Borough Council supports this initiative and published an LA21 Environmental Strategy entitled ‘Taking Stock’ in 2000.

1.29 As highlighted above, the Local Plan plays an important, but not the only role in the move to sustainability. Much of what can be achieved at a local level is dependent on national initiatives. Indeed, in some cases, local action without complementary national initiatives would be impossible or counter productive.

1.30 This plan concentrates on practical policy initiatives which can be implemented without changes in national law and budgets and which are likely to be acceptable to the relevant Government Department.

1.31 Many facets of the current problems of towns and villages cannot be solved through the devising of planning policies and acting on them. The plan must therefore also be seen as having a persuasive role, a role which encourages other authorities, businesses, voluntary groups and individuals to come together to solve these problems.

1.32 The key issues addressed by this plan in the context of the framework set out above are:

- Future scale and location of development.
- The need to provide an integrated policy framework for conservation of landscapes, features and habitats of heritage importance.
- Promotion of energy conservation through planning policies.
- Ways of providing affordable housing and access housing through the planning system.
- Controls on developments particularly housing in unsuitable locations (e.g. defining village and town boundaries in the context of the nature of rural development in the Borough).
- The need for policies/proposals for diversifying the local economy/promoting jobs/locations for industrial and commercial development. Mixed use policies/proposals.
- Using the plan to clarify planning obligations.
- The need to promote the tourist industry in ways which boost income and extend the season.
- The need to protect the coast and countryside; minimise the loss of the best and most versatile agricultural land and be positive about coastal planning.
- Taking account of Environment Agency/South West Water embargoes and requirements for water supply, drainage, sewerage, flooding controls, and conservation while retaining a positive attitude to desirable development.
- The need for policies/proposals for enhancement/ improvement, particularly in Newquay and St Austell town centres, in older housing areas, and on industrial estates.
- The need to address future likely traffic growth and possible ways of dealing with these, including measures aimed at reducing the need to travel.
- The need to define the boundaries of certain areas and types of site referred to in the Structure Plan in order to provide a basis for development control, namely:
 - i) Areas of Great Landscape Value
 - ii) Areas of Great Scientific Value

- iii) Areas of Great Historic Value
- iv) Heritage Coast
- v) Urban areas/countryside/rural areas/outside towns and villages/built up areas/in towns and villages/on the edge of towns and villages/divorced from the built-up area of towns/adjoining a town or village/in settlements
- vi) Urban open spaces
- vii) Town centre/town centre shopping areas/prime frontages/outside town centres/adjoining town centre shopping area
- viii) The setting of a town or village.
- The need to look at the question of public access to the countryside and informal recreation, including the need to retain and provide additional urban open spaces.
- The need to look at the formal recreation needs of the area and links with Borough recreation strategy.
- The need to encourage better design.

PLAN STRATEGY

1.33 The issues set out above need to be dealt with in the context of a strategy. Policies set out in the plan need not only to be properly related to each other, avoiding gaps and duplication and to policies in the Structure Plan and Government Guidance but need to be seen to be as such; connections and relationships should as far as is practical be explicit rather than implicit. This plan strategy has a topic and a geographical focus which follows from the starting point of the Plan, set out in paragraphs 1.13 and following in particular the key areas relating to Local Agenda 21 set out in paragraph 1.18. A schematic diagram showing these relationships is set out in figure 3 to this section and the geographical strategy is illustrated on figure 4.

GEOGRAPHIC STRATEGY

1.34 The Plan addresses the issues raised in the previous section with the following geographical strategy.

1. New Housing development and employment development is directed primarily to Newquay and St Austell and also to a number of key rural towns and villages, namely: St Dennis, St Blazey, St Columb, IndianQueens/Fraddon/St Columb Road, Roche, Fowey, Lostwithiel and Mevagissey

This focus for development is aimed in the long term at a balance between homes and jobs and a consequent greater choice over transport mode which will reduce the need to travel.

This focus is tempered by commitments to housing and employment land in certain areas and by environmental constraints which severely limit development potential in Fowey, Lostwithiel and Mevagissey.

2. Outside St Austell, Newquay and other key towns and villages development is restricted to:
 - i) villages with some services that act as a rural focus
 - ii) rural development on farms by way of diversification
 - iii) re-use of existing buildings

Figure 3



Scene setting Policies	Policy 1	Policy 2
Key Policies	6, 8, 10, 11	3, 4, 7, 9, 52, 70
Environmental	12, 18, 71, 72, 73	
Social	74	

Economic	13, 14, 14A, 15, 16 30 87, 89, 90, 91, 92 93, 97 24, 25 29, 30 31 – 33 19 – 22 28 29 36 – 41 42, 45, 46, 47, 48 77, 79, 80, 81 59 – 61 66, 67 101 107 110 – 112 113	17, 34 43, 44 53 – 56 56, 58, 68, 69 75, 76 78, 83 – 86 88, 94 – 99 100, 102 – 105
	Proposals in Parts 2, 3 and 4	Proposals in Parts 2, 3 and 4

It is considered vital in Restormel, not to impose without adjustment, the sustainable development principles that might work in a large town or city.

More than half the Borough population live outside St Austell and Newquay in towns and villages of under 3000 population and there is a strong traditional focus on more dispersed settlement patterns than the Anglo-Saxon stereotype. It is also the case that the maintenance of a healthy rural economy is consistent with government policy. The Plan cannot and does not therefore undermine such local character but refocuses new development away from such patterns so that over the plan period, a more sustainable population and employment distribution will emerge.

3. The countryside of the Borough is a vital asset both in environmental and economic terms consequently, the Plan emphasises the need to protect the countryside and in particular preserve and enhance the beauty of the coastal Areas of Outstanding Natural Beauty which are of National Importance.

4. The Plan recognises the importance of the economic and social relationships between larger towns and villages and their rural hinterland. The Plan also focuses employment and housing developments in areas with existing or potential rail access and which have direct access to the primary road network. In a rural area this is seen as vital if car travel is ever to be reduced. The Borough is lucky in having a rail link between the two main urban areas as well as the London to Penzance main line. The diversion of this link so that it runs direct from St Austell to Newquay would be the most vital transport infrastructure measure over the plan period for ensuring the effectiveness of the Plan strategy

5. The relationship between key towns and villages and the countryside is also addressed by the Plan’s focus on priorities for green links using river corridors both for access and for wildlife. This network of links provides a clear set of priorities, which will benefit residents, tourists, countryside management and nature conservation. Measures resulting from this framework will also help reduce car use by providing more opportunities for cycling within and between key settlements.

6. The issue of service provision is also extremely important. As well as focusing development on areas with services the plan tries to ensure that services in settlements are not unnecessarily lost. Loss of services in rural settlements and over-centralisation means a less sustainable travel pattern.

TOPIC STRATEGY

The Plan also addresses the issues raised in the previous section with the following topic strategy.

1. New development has to take account of the environmental assets which it might affect and mitigate effects through design.

Because the environment of the Borough is such a vital asset, preserving and enhancing the natural beauty of areas such as the Area of Outstanding Natural Beauty (AONB) is not sufficient. New developments have to respect the character of their surroundings and avoid harm to features, landscapes and habitats of heritage importance wherever practicable.

2. New housing development has to help provide for affordable housing.

The affordability gap is extremely high in Restormel and there is potentially a large need for housing for those who cannot afford to purchase on the open market.

3. New development is encouraged to try and reduce energy consumption by layout and design.

Such measures will contribute towards the mitigation of global environmental problems through reduction in CO₂ emissions. This complements measures to reduce travel needs.

HOW THIS PLAN IS SET OUT

1.35 Clearly, a Local Plan for the whole Borough is bound to be complex. In order to make this Plan as clear as possible it is broken down in five parts as follows:

Part 1 - Strategic Policies:

Chapter One - sets out the philosophy behind the Plan and the strategy to address the key issues.

Chapter Two - describes how the operation of the Plan will be checked and the Plan kept up to date (monitoring and review).

Chapters Three to Twelve - contain all the strategic policies that will be applied on a Borough wide basis, set out by topic, as well as proposals which are not specific to a particular Town or Parish.

Chapter Three - contains General Strategic Policies that applies to all kinds of development. The subsequent chapters deal with the following topic areas:

Chapter Four - Energy Policies

Chapter Five - Environment and Conservation

Chapter Six - Accessible Environments

Chapter Seven – Employment

Chapter Eight – Housing

Chapter Nine – Transport

Chapter Ten- Recreation

Chapter Eleven - Community Services

Chapter Twelve - Utility Services

Part 2 - Policies for the St Austell area including the parishes of St Blaise and Tywardreath.

Part 3 - Policies for the Newquay area including the parishes of Colan and Crantock.

Part 4 - Policies for all the other parishes, set out by parish.

1.36 Parts 1 to 4 of the Plan contain a place and subject index which will enable relevant material to be tracked down relatively easily. Each town or parish is given an introduction containing some background information and setting out the main issues for that area. For each town or parish, the policies are presented by topic. The explanation and justification for each policy follows the policy.

INTERPRETATION

1.37 Plan policies should not be read and interpreted in isolation. Many policies in different sections of the Plan will be relevant to development proposals. The balance of judgement in reaching a decision on a proposal will be dependent on an interpretation of which policies are more important than others in each particular case. The strategy key at the end of the paragraph illustrates the broad policy hierarchy. It is still possible for exceptions to be permitted to policies if other material considerations are considered sufficient.

CONSULTATION

1.38 This Plan has to go through a number of stages before it can be adopted. Extensive consultation was carried out at the draft plan stage, between January and May 1994. Details of these consultation arrangements and the responses received were set out in a separate Publicity and Consultation statement.

1.39 Copies of the deposit draft plan were sent to all the Parish and Town Councils for their consideration. A large number of other organisations were also consulted. Additional publicity was provided by press and radio and a Local Plan newsletter.

1.40 This deposit draft Plan was approved for deposit on 19th December, 1994. It was published on the 10th March, 1995, for formal objections and representations to be made over an eight week period finishing on 5th May, 1995. The Inquiry into the objections into the Local Plan was held between June 1996 and January 1997, The Council received the Inspectors Report in September 1998. Modifications to the Plan were published in November 1999 and further Modifications in February 2001. The Council resolved to adopt the Plan on the 6th August 2001.

Note: *Since the Local Plan was first drawn up many of the PPGs have been amended and therefore some of the quotes are now out of date.

CHAPTER TWO MONITORING AND RESOURCES

2.1 A plan is only effective if it is relevant. Over the fifteen year period covered by this Plan, circumstances may well change. The success or failure of particular policies and proposals may lead to pressures for these to be strengthened, changed or abandoned. It is important that this is recognised at the outset and a clear intent to monitor and review, stated. It is also clear that this Plan has been prepared under a climate of increasing competition for resources and ever tightening restrictions of public expenditure. The Council will need to put some resources into making sure this Plan works. For example, expenditure on economic development, environmental improvements, housing, leisure facilities and parking will take place in the context of this Plan. The vast majority of monies for investment will however need to come from the private sector. The Council will use its best endeavours to encourage and attract resources from other bodies such as Government Departments, the Regional Development Agency, the Countryside Agency, Housing Associations and through use of Government schemes, volunteers, and fresh joint initiatives. This approach is particularly important in the areas least likely to receive private investment such as affordable housing, conservation works, archaeological survey and recording, countryside access work, rural transport and in some cases small workshops. There is also considered to be long term potential in attracting private sponsorship for some of the initiatives identified in this Plan. Because of the importance of resources to the success of the Plan, it is crucial to emphasise at the outset that the Council will positively seek the resources required. The purpose of the Plan is to stimulate and co-ordinate action on the ground, not to be a volume of largely ignored papers.

2.2 The Restormel Local Plan will be monitored on an annual basis with the publication of a monitoring report. Table 1 sets out a list of headline indicators, cross referred to the Plan strategy and Local Plan targets as appropriate.

2.3 The Council has resolved that it will undertake an early review of the Restormel Local Plan, starting in 2002. This will enable the Local Plan to be rolled forward to 2016, “shadowing” the roll forward of the County Structure Plan and taking into account urban capacity work for the Borough and the implication of the Eden Project. The Council will produce an Issues Paper for this review.

ENVIRONMENTAL APPRAISAL

2.4 Planning Policy Guidance Note 12: Development Plans and Regional Planning Guidance requires an Environmental Appraisal to be undertaken of all Development Plans. The Background Papers document which was published to accompany the Draft Local Plan contained a policy by policy appraisal of all the policies within the Restormel Local Plan using a Policy Impact Matrix as recommended by the Government’s Good Practice Guide. This analysis indicated the broad likely impact of the Local Plan policies against the environmental stock criteria discussed in Chapter 1 (see paragraph 1.10 and figure 1). Thus the policies were appraised in relation to their impact on global sustainability criteria, natural resources and local environmentally quality. The initial appraisal was undertaken in house at the deposit stage of the Local Plan.

2.5 The Council considers that this analysis, which however cannot be considered definitive, suggests a good performance of the Plan against the environmental objectives highlighted in Chapter 1. Not all policies score ideally in environmental terms and where such policies are included they are likely to reflect the recognition of over-riding economic and social objectives of the Council. Even so, such objectives may be justifiable in terms of sustainable development when the concept is applied in its broadest definition as outlined in the key issues in Chapter 1.

2. MONITORING AND RESOURCES

CONTEXT			INDICATOR	TARGETS	NOTES
GEOGRAPHIC STRATEGY	TOPIC STRATEGY	STRATEGIC & GENERAL POLICIES			
1, 2		1,3	Amount and type of development within the key towns & villages.	Plan focuses 95% of new housing to the key towns and villages	To be assessed through monitoring Development Control.
	3	6	Quality of New design.	Key local plan issue – no formal target	Methodology to be determined.
	3	8,71	Average densities of new housing development.	Plan densities calculated at average of 32 per ha. Anticipate higher as a result of PPG 3.	Housing Land Availability Survey
1,4		1,9,81,82 & others	Overall Traffic volumes by mode.	LTP seeks to achieve peak flows in main towns in 2011 no higher than 1997 levels.	From Local Transport Plan Monitoring
		10	Number of renewable energy developments.	No formal target.	Via monitoring D.C.
3		13	Number of Major developments within the AONB.	National guidance anticipates that such occurrences will be rare.	Via monitoring D.C.
3	1	14A,15,16, 23	Impact of new developments on Nature Conservation sites.	Plan provides high level of protection.	Via monitoring D.C.
3	1	24,25,26,27	Impact of new developments on archaeological sites.	Plan provides high level of protection.	Via monitoring D.C.
3		28	Amount & types of new development within the Coastal Zone.	Plan provides high level of protection.	Via monitoring D.C.
	1	31,33	Impacts of new developments on Listed Buildings and Conservation Areas.	Plan provides high level of protection.	Via monitoring D.C. Exact methodology to be determined.
		42 – 49	Percentage of new developments accessible to the disabled.	Key local plan issue – no formal target	Housing via Land Availability Survey
1		52,53,54,55	Number of new employment sites developed.	Plan allocates 54 ha of new employment land.	Employment Land Survey.
6		56,57,58	Gains/losses	Key local plan issue –	Survey required

2. MONITORING AND RESOURCES

			of shops in town and district centres.	no formal target	+D.C. monitoring
3	1	66	Loss of best and most versatile agricultural land.	No formal target.	Via monitoring D.C.
		70	Overall levels of new housing provided.	Plan allows for max of 10130 houses during plan period.	Housing Land Availability Survey
1		71	Number of new dwellings on previously developed land.	RPG target of 60%. Local targets to be determined.	Housing Land Availability Survey
		71,72	Amount of windfall housing developments approved.	Plan allows for 1703 windfall houses.	Housing Land Availability Survey
	2	74,75	Amount of affordable housing provided.	Target of 2500.	Housing Land Availability Survey
			Variety, type and mix of new housing provided.	No formal target.	Housing Land Availability Survey
	3	79	Levels of parking provision in new developments	Max standards set out in policy 79.	Via monitoring D.C.
5,6		87,88,89,92	Levels of open space provision compared with NPFA & other standards.	NPFA formal OS standard of 2.4 ha per 000. Informal guideline of .4.	Via survey and monitoring D.C.
5		81,93,94,95,98	Miles of new cycle routes/leisure trails provided.	No specific target as plan includes areas of serch.	Via monitoring D.C.
6		100,101,103,104,105,106,107,108	Gain/losses of cultural and, community facilities in town and villages.	Key local plan issue – no formal target	Survey required +D.C. monitoring
		110,113,114	Amount and type of new developments within areas at risk from flooding.	Key local plan issue – no formal target	Via monitoring D.C.

**CHAPTER THREE
GENERAL POLICIES**

PLAN STRATEGY POLICIES

Policy 1

New developments will contribute to the sustainable development of the Borough by being concentrated primarily in the St Austell/St Blaise urban area, the main centre for employment and services, and also in the Newquay urban area. In the rural areas the main local service centres are Fowey, Indian Queens/Fraddon/St Columb Road, Lostwithiel, Mevagissey, Roche, St Columb, St Dennis and St Stephen. Such development as may occur in these rural centres will be of a size and type appropriate to the needs of the locality, its environmental constraints and its potential for reducing the number and length of journeys, especially by car, and of being well served by public transport.

Policy 2

The following benefits will be taken into account in planning decisions:

- (A) Use of layout and design to help conserve energy (see Policy 8).**
- (B) Mixed use development (see Policies 71, 50, SA13, N17, N18).**
- (C) Development which meet the needs of disadvantaged groups by providing affordable general or special needs housing (see Policies 72, 73, 74, 75, 44).**
- (D) Developments which provide jobs or training opportunities (Policies 52, 53, 55, 56).**
- (E) Developments which enhance the vitality and viability of St Austell or Newquay Town Centre or ensure the retention of services and facilities in the key settlements listed in Policy 1.**
- (F) Developments which retain and/or enhance landscapes, features or habitats of heritage importance (see Policies 11 - 35).**
- (G) Developments which open up public access to urban space and the countryside (Policies 93, 94, 95, 96, 99, SA30, N27).**
- (H) Developments which create new footpath and cycle links between residential areas, employment areas, recreation areas, town centres and the countryside (see Policies 81, SA29, N27).**
- (I) Developments which include the refurbishment or regeneration of unused buildings and areas (see Policies 53, 39, 40).**
- (J) Developments which pay close attention to design (see Policies 6, 31, 50).**

3.1 Policies 1 and 2 are scene setting policies which highlight the principles of sustainable development which form the plan strategy. Policy 1 identifies the major towns and key villages of the district. These are the settlements with the widest range of facilities such as shops and employment opportunities as well as the best public transport provision. *PPG 13 paragraph 1.8 on transport states that development plans should:

“promote development within urban areas, at locations highly accessible by means other than the private car; locate major generators of travel demand in existing centres which are highly accessible by other means other than the private car; strengthen existing local centres - in both urban areas - which offer a range of everyday community, shopping and employment opportunities, and aim to protect and enhance their viability and vitality”.

3.2 Similarly the Regional Planning Guidance for the South West (RPG 10) states that :

" development plans should provide for the bulk of new development in the regions cities and larger towns and to discourage scattered development in the countryside" (paragraph 3.7). Looking at development outside the main urban areas, the guidance suggests that "provision will continue to be needed in such towns and villages and should be provided for in ways which respect the existing environment of settlements. Development plans need to identify those settlements which are most suitable for accommodating growth particularly those which act as service centres for a wider surrounding area, which are well connected to larger towns and cities by public transport routes or which have potential for a substantial degree of self containment" (paragraph 3.22)

3.3 Whilst Policy 1 discusses the question where, Policy 2 sets the scene for what type of development the plan seeks to encourage and forms a checklist of sustainable development criteria which reflect the objectives of the Local Plan. The policy acts as a pointer to more detailed policies contained elsewhere in the Plan.

DEVELOPMENT ENVELOPES

Policy 3

The towns and villages listed in this policy will have a development envelope as defined on the proposals map.

The towns and villages are:

Bugle (Inset 24)	Roche (Inset 23)
Charlestown (Inset 3)	St Austell (Inset 1)
Crantock (Inset 6)	St Blazey (Inset 4)
Fowey (Inset 9)	St Columb Major (Inset 17)
Foxhole (Inset 31)	St Columb Road (Inset 18)
Fraddon (Inset 18)	St Dennis (Inset 26)
Gorran Haven (Inset 11)	St Mawgan (Inset 19)
Grampond (Inset 13)	St Stephen (Inset 27)
Indian Queens (Inset 18)	Stenalees (Inset 24)
Lostwithiel (Inset 10)	Stepaside/Hillside (Inset 27)
Luxulyan (Inset 22)	Sticker (Inset 16)
Mevagissey/Portmellon (Inset 14)	Summercourt (Inset 20)
Nanpean (Inset 30)	Trenance/Mawgan Porth (Inset 21)
Newquay (Inset 5)	Treviscoe (Inset 28)
Par (Inset 4)	Trewoon (Inset 15)
Penwithick (Inset 25)	Tywardreath (Inset 4)
Polgooth (Inset 12)	Whitmoor (Inset 29)
Quintrell Downs (Inset 8)	

Development within the development envelopes will be considered acceptable in principle provided it will not harm the rural character of villages and subject always to the more particular policies and proposals in this plan.

(2) Land outside the development envelopes is the countryside of the Borough which will be safeguarded for its beauty, the diversity of its landscape, the wealth of its natural resources and its ecological agricultural and recreational value. Development which will harm the countryside will not be permitted.

COMPREHENSIVE DEVELOPMENT

Policy 4

The Council will seek the comprehensive development of the following areas in line with the particular policies and proposals set out in this plan.

Newquay Growth Area (*See Policies, N7, N98, N10, N11, N15, N17, N18, N24A, N25, N26, N27, N34, N35*)

Land off Fore Street/Bugle Road, Roche (*See Policies, R45, R46, R51, R52, R56, R57*)

Land off Par Lane, St Blaise (*See Policies, SA45, SA46, SA50, SA51*) **Land off Trenowah Road, St Austell** (*See Policies, SA7, SA35, SA25, SA27, SA2*).

3.4 The development envelope is a fundamental policy instrument in this Plan. It is a line or lines which generally enclose existing and proposed developments in St Austell, Newquay and the main villages. It represents, in most cases, the recognisable boundary of St Austell, Newquay or the particular village, where there is a discernible change in the general character of land from being built-up to being open. Its purpose is to prevent development spreading in an uncontrolled manner into attractive countryside and generally open land for example, through the ribbon development of housing along main roads, development of open coast or the increase in density of development in areas of low density of development; and in other small hamlets and settlements, and to ensure that the growth of St Austell, Newquay and the villages is properly planned in relation to the provision of services and existing facilities and energy conservation. The development envelope also reinforces the Borough Council's approach to the provision of by-passes ensuring that the land between them and existing settlements does not carry any greater presumption in favour of development than any other land in the countryside. It supports at local plan level the aims and policies of the Structure Plan (SP) to conserve the countryside by directing most developments to sites within and adjoining the main towns and villages (see SP policies). This strategy is also consistent with this Plan's objectives and policies relating to energy.

3.5 Other policies in this Plan allow for certain developments in the countryside and in some cases key sites outside development envelopes are proposed for development. Such policies and allocations take account of Policy 3(2).

3.6 The developments which the plan permits, subject to 3(2) and other more specific environmental safeguards are all directly related to the maintenance of the rural economy:

- agricultural workers dwellings (Policies 68 and 69)
- farm diversification proposals (Policy 67)

- re-use of existing buildings (Policy 34)
- sport/recreation facilities and open spaces (Policies 88, 99 and 100)

3.7 The development envelope also has a secondary, but important purpose, and that is to clarify the meaning of the various terms used in the SP policies relating to town and countryside as set out in issue 13 in para 1.23 of this Plan.

In this Plan, land within the development envelopes is treated as consistent with SP phrases:

- “built up areas”, “urban areas”, “in towns and villages”, “in settlements”.

Land outside the development envelopes is treated as consistent with the phrases:

- “on the edge of towns and villages”, “adjoining a town or village”, “countryside”, “rural areas”, “outside towns and villages” and “divorced from the built up area of towns”.

The Local Plan thus makes it clear which SP policies apply where in the Plan area.

3.8 Policy 4 provides the framework for dealing with some of the larger areas proposed for development, where the amount and type of development are specified and constraints set out, but the exact distribution of uses is not defined. This approach has been adopted for a number of reasons. The first is that such an approach gives more flexibility to landowners and developers in judging how best to develop a major area. Secondly, it has enabled this plan to be prepared in a more timely way with the refinement of land uses taking place as the Plan progressed towards adoption. This approach was adopted in the draft Newquay Area Local Plan where subsequent work has now enabled the proposed growth area to be refined in this Plan. Detailed policies for these areas are set out in Parts 2, 3 and 4 of the Plan as cross referred to in the Policy. In addition there will be other key strategic and general policies which will be of relevance in considering development proposals, in particular policies 80, 81, 82 and 114.

3.9 In some cases it may be appropriate, perhaps because of pressures for development or in relation to a Conservation Area or other sensitive areas or subjects, to provide more detailed planning and design guidance. The government accepts in *PPG 12 para 3.17 that SPG can be necessary and helpful. Such guidance will be consistent with this Plan and where appropriate incorporated into the Plan through the modification process.

3.10 The presumption in favour of the development plan which is referred to in Chapter 1 does not mean that the Plan is set in tablets of stone. Indeed, flexibility is built into the Plan in the way many policies are worded. It is of course necessary to demonstrate that strong contrary planning grounds exist to justify a proposal which conflicts with this Plan. Not all issues and potential developments can be foreseen. Thus even where a policy does not contain a reference to what might or might not “normally” be permitted, other material considerations may indicate otherwise.

3.11 In order to achieve the sustainability objectives of the Plan set out in Policies 1 and 2 the plan focuses over 95% of new housing development to Newquay, St Austell and the larger towns and villages with a wide range of facilities and access to public transport links. The long term potential of the towns and villages to benefit from rail is seen as important. Even if in the short term use is minimal, it is considered desirable to keep options open. The villages with development envelopes are not therefore synonymous with significant amounts of development.

3.12 Within the development envelopes other plan policies may restrict development, particularly those designed to prevent loss of employment and open spaces and to protect areas of character from over development and those relating to conservation areas and areas of local architectural and historic interest.

3.13 In generally conforming with Structure Plan Policy H9 this Plan tries to ensure that no new development occurs in villages without local facilities, local employment opportunities and public transport links and that development is restricted in towns and villages in environmentally sensitive areas. Even in the key settlements listed in Policy 1 the two in the AONB namely Fowey and Mevagissey have no greenfield sites proposed for development.

3.14 Structure Plan Policy H9 is seen as guidance, which among other factors, has helped to formulate the strategy and proposals for housing development in this Plan. Once this Plan is adopted it is not considered that H9 could be used to justify additional development in villages or to promote development in villages where this Plan proposed little or no new housing.

RELATIONSHIP BETWEEN THE LOCAL PLAN AND THE MINERALS LOCAL PLAN

3.15 The strategic framework for minerals planning in Restormel is provided by the Cornwall Structure Plan. With respect to the planning of non minerals development the crucial policy is MQ4 which seeks to safeguard the minerals resource through a presumption against non minerals development which would lead to the sterilisation of the reserves or would not be compatible with mineral or associated workings.

3.16 The Minerals Local Plan also produced by the County Council provides the Local Planning framework for minerals related development.

3.17 Within the China Clay area the Minerals Plan defines the consultation area as those parts outside of Island Settlement Boundaries or within Buffer Zones. Island Settlement Boundaries were first designated in the 1950's and define areas to be protected from Mineral development. They should not be confused with the Development Envelopes proposed in this plan as they perform different functions, the former seeking to avoid conflict between Mineral and other development, the latter defining the village boundary in respect of this Local Plans policies. In this respect their roles can be seen as complementary.

3.18 The Buffer Zones are intended, as the name suggests to form a Buffer between the clay industry and the built up area of the villages and seek to define broader areas than the linear boundary which the Island Settlement boundaries provide. Policy SACC12 of the Minerals Plan seeks to protect the Buffer Zones from both Mineral and other development. The Borough Council supports the principle of Buffer Zones and to ensure a comprehensive approach to planning for the area care has been taken where possible to avoid conflicts when allocating land for development within this plan. Nevertheless responsibility for non-minerals development within the clay areas lies with the District Council who will seek amendment to the Buffer Zones should any future review indicate a need for additional development. Maps of the Minerals Consultation Area Island Settlement Boundaries and Buffer Zones are however set out for information in the Background Papers document which accompanies this plan.

DEVELOPMENT AND DESIGN PRINCIPLES

Policy 6

New developments will be required to:

(1) Harmonise with their surroundings by:

- (A) Not protruding above prominent ridges or skylines.**
- (B) Taking account of changes in level or slope.**
- (C) Not expanding out of any natural valley or depression which confines present development.**
- (D) Not intruding into prominent views into, out of or across any town, village or areas of countryside.**
- (E) Not intruding into the setting of any prominent building or significant landmark.**
- (F) Not harming the setting or character, or leading to a possible coalescence of towns and villages.**

Exceptions to (A) and (D) will be allowed where conformity is impossible for operational reasons and no alternative locations for the development exist.

(2) Create an interesting, attractive environment by:

- (A) respecting the character and identity of their surroundings through their design and materials.**
- (B) Providing for adequate landscaping which retains as many as possible existing trees, hedgerows and woods and other natural features which contribute to the character of the area as possible.**

Landscaping for major developments should be undertaken prior to or at the same time as construction work. Landscaping, particularly in open countryside, should be an integral part of a development rather than a decorative afterthought. Landscaping features should reflect the balance of species and features in the surrounding area and on the site already, and should concentrate on indigenous trees, shrubs and other plants.

3.19 This policy is a general one to which all development proposals should have regard. It makes clear to potential developers that their proposals need to be carefully thought through with due attention to detail, even where the principle of development is clearly acceptable. All the criteria will not apply to all developments, but they should be seen as a checklist of good design principles. Further guidance on Design principles is contained in the Cornwall Design Guide which has been adopted as Supplementary Planning Guidance.

3.20 Policy 6(1) deals with the development in the context of the wider landscape, and prominent landscape features such as churches. This part of the Policy also recognises the importance of the settings of towns and villages and the need to avoid development which would erode the individual identity of settlements through coalescence. Policy 6(2) focuses down onto the development site itself and its relationship with its surroundings and in particular existing buildings through the use of appropriate design and materials. The need for landscaping for major developments is also covered and such proposals should similarly be appropriate to their surrounds in choice of species.

3.21 Central to the objective of this policy is respect for local distinctiveness and landscape character in Cornwall. This is discussed in the section of Chapter 5 on landscape and details are set out in Background Papers document.

3.22 Where more specific policy guidance is considered necessary, this is covered by additional policies in the appropriate sections of the Plan.

3.23 In cases where it is considered appropriate to grant planning consent, the Local Planning Authority will impose conditions and/or negotiate Section 106 or other agreements to ensure that the provisions of Policy 6 are implemented.

3.24 For many developments an Environmental Assessment will be required. This is covered by separate legislation which contains criteria for deciding when an Environmental Assessment is necessary.

DEVELOPMENT AND COMMUNITY BENEFITS

Policy 7

Where it is considered that certain infrastructure is made necessary by a proposed development, then consent may be withheld until such time as the required infrastructure is provided, or the provision of such infrastructure may be made the subject of a planning consent condition or negotiated as part of an agreement under S106 of the Town and Country Planning Act 1990 or an equivalent unilateral undertaking.

3.25 The provision of sewerage facilities is covered by Chapter 12. There may from time to time be proposals for which other infrastructure such as drainage, water supply, transport, schools, open space and other social facilities, is not sufficient or may not be sufficient in the future. It is considered appropriate in such circumstances to delay the development until such facilities as are considered to be required are provided by other agencies, or make the provision of such facilities the subject of a planning condition or Section 106 agreement as appropriate.

3.26 Detailed policies relating to some of these areas are set out in the relevant chapters. In some cases, requirements for specific sites are set out in line with government guidance in PPG 12. In many cases, the nature and/or scale of development may be such that provision of relevant facilities and infrastructure may not be practical or desirable on the site in question and financial contributions to provision elsewhere might be more appropriate. This will be particularly appropriate where incremental housing development is creating long term pressures on schools and worsening the environment for non car transport, particularly pedestrians.

3.27 The Council will at all times operate this policy in ways consistent with the policies and objectives of this Plan.

3.28 The Council will use this policy and apply the specific policies in this Plan to ensure that community benefits are reasonably related to the proposed development.

3.29 The Council recognises that in many cases not all of the community benefits, that may be necessary in an area, can be provided through a particular development or are reasonably related to it and will take a pragmatic view, based on plan priorities, as to which community benefits should be emphasised.

CHAPTER FOUR ENERGY

INTRODUCTION

4.1 The key areas relating to energy and sustainability are:

- Reducing the need to travel by encouraging energy efficient land use
- Seeking a shift from the car to public transport.
- Seeking a shift to non-fossil fuel sources.
- Ensuring that new and existing developments minimise energy consumption.

4.2 These are dependent largely on Central Government policy towards, for example, a carbon tax and road/rail investment criteria. Planning Policy can, however, have some influence on this.

4.3 The Plan policies in this section and elsewhere address these issues by:

- taking into account the benefits of energy efficient design
- allocating land and controlling development so that new uses are near to existing or potential public transport links
- encouraging appropriate mixing of uses to help reduce journeys.
- ensuring development is largely in or on the edges of the main towns and villages to maximise potential for non car use to access services, jobs, homes, etc.
- backing up policies which reject dispersed and isolated development on energy consumption grounds (e.g. housing and tourism developments).
- proposing developments around existing railway stations and halts.
- encouraging provision of new halts on rail networks and supporting the St Austell to Newquay rail link.
- supporting higher density developments, particularly in town centres to reduce energy consumption, prevent unnecessary expansion into the countryside, help preserve in town open spaces and complement policies to reduce distances between services, homes, jobs, etc.
- supporting non-fossil fuel energy production (largely wind and bio-mass).
- planning the two town centres of St Austell and Newquay to favour pedestrian and cycle movement and discourage car use.
- supporting and proposing traffic calming measures in residential areas, town centres and through villages.
- supporting and proposing bus priority measures.

ENERGY DEMANDS AND BUILDINGS

Policy 8

The benefits of the following measures to conserve energy will be taken into account in planning decisions:

- (1) Using a layout and disposition of buildings on a site which maximises passive solar gain.**
- (2) Incorporating design features which assist with 8(1).**
- (3) Using landscaping to create appropriate shelter.**
- (4) Utilising the most energy efficient densities.**
- (5) Using active energy conservation technology including combined heat and power.**

4.4 Energy efficiency has now been incorporated into Part 2 of the Building Regulations and the Government sees this legislation as the main vehicle for implementing energy efficiency in the built environment. Nevertheless the measures required to produce more energy efficient building will often have development implications and this is recognised in PPG 12 paragraph 6.16. Policy 8 above sets out the Planning Authority's stance towards such measures and is intended to provide a complementary framework for those measures which are the subject of Development Control decisions as well as Building Regulations.

4.5 Within this context the Council supports the concept of "lifetime homes" (see also policies on affordable housing and accessible environments) which is based on the lifetime use of a building and the environmental benefits over such a timetable in balancing energy advantage against cost.

4.6 Clauses 8(1), (3) and (4) of the above Policy focus on what can be done with layout and site characteristics. The most straight forward way of improving energy efficiency is to ensure that new dwellings and other buildings receive maximum sunlight to appropriately designed windows. Clause 8(2) is seen as complementary to this type of approach.

4.7 Such development would take advantage of south facing slopes to maximise passive solar gain. However, a variety of options exist, developments on north facing slopes can be made energy efficient by the use of increased

insulation. Higher densities can also be used which by increasing the number of shared walls reduce heat loss. The traditional terraced house can be energy efficient. In this type of development higher densities would provide other benefits, especially in central locations in reducing the need to travel as well as reducing the take up of greenfield sites. Higher densities may not be compatible with those developments which seek to maximise passive solar gain. Clause 8(4) therefore supports the most appropriate density for each development.

4.8 Clause 8(3) focuses on the use of shelter, both within a site layout which can reduce wind speeds and consequently heat loss from buildings, as well as providing nature conservation, open space and aesthetic benefits.

4.9 Active solar energy conservation measures such as heat recovery, state of the art boilers and solar panels have less implications for development control although for instance the use of solar panels can have a significant impact on design, which may be controversial in sensitive areas.

4.10 Clause 8(5) also encourages combined heat and power (CHP), a technology which cuts energy bills, boosts energy efficiency, reduces carbon dioxide emissions and improves the environment. CHP works best where there is a large population close by, as heat loss is not economic over distances above about one mile. Such systems would be ideal for Newquay and St Austell and on a smaller scale for meeting the energy needs of industrial estates. CHP developments may be appropriate in conjunction with renewable energy generation proposals supported through Policy 10.

4.11 As has been illustrated above, not all of the above methods of increasing energy efficiency are compatible and in practice it has been found most cost effective to opt for one particular approach i.e. maximising passive solar gain, or increased insulation or active energy conservation. Combinations have been found to be much more expensive with only marginal gains in efficiency.

4.12 From a practical viewpoint the best approach is to tailor the design solution to the characteristics of the site and type of development proposed. Considerable scope for imaginative solutions and the creation of partnerships to co-ordinate development are likely if the best is to be made of available opportunities.

ENERGY DEMANDS AND TRANSPORT

Policy 9

(1) Proposals for developments which will generate large volumes of private car traffic will not be permitted if they are located in areas away from the key towns and villages listed in Policy 1 and public transport networks.
(2) Proposals for development which will ensure close links with established public transport networks or which incorporate appropriate proposals for new public transport links and which will only generate largely local private car movements will be permitted.
(3) When considering proposals for development in the defined Town Centres and in other areas closely related to major public transport networks, the Council will seek through negotiation to restrain levels of car parking in order to reduce potential increases in private car movements in the town centre or in the relevant area and reduce congestion. Such negotiations could include arrangements to provide parking off site and/or to help provide public transport, cycling or walking facilities near to the development.

4.13 This policy attempts to reduce in a small way the generation of private car movements by controls on the location of new development. These controls are not considered to be particularly onerous. Policy 9(1) is complementary to other policies in this Plan and the Structure Plan that restrict development in the countryside and direct major developments to the towns and key settlements. Policy 9(2) is slightly more radical in that the policy tries to distinguish between local and other lengthier car journeys. In this context, local means within that parish or town area. Clearly, traffic or other surveys may be required to support proposals.

4.14 Structure Plan Policy TRAN 6 identifies St Austell and Newquay as larger urban areas where parking policy needs to complement traffic management measures. Policy 9(3) will make a gradual contribution to reducing town centre traffic congestion and car usage and hence energy consumption and enable complementary traffic management measures to operate more effectively (see Chapter 9, paragraphs 9.24 and following) as well as promoting a shift in transport modes for other major developments.

4.15 Detailed transport policies for Cornwall are set out in the Cornwall Local Transport Plan (LTP) produced by the County Council. The LTP includes a programme of transportation studies for the major urban areas in the County. The objectives of these studies will be to develop packages of measures for towns to encourage walking, cycling and the use of public transport. The provision of park and ride proposals linked to complementary prioritisation of short stay car parking in the town centres will be key factors in any such strategy. In applying Policy 9(3) to development proposals the Council will consider how best developers can contribute to these emerging strategies.

4.16 Town Centre parking solutions are in any case likely to be difficult to achieve due in part, to existing intensity of land uses, small land holdings and high land values. The cost of creating new or intensifying existing car parks will be

high, particularly if multi-storey provision is the solution and a higher level of contribution from town centre developments may be appropriate if the Council undertake to make such provision. It should be noted that estimates of current costs of multi-storey car parking provision is in excess of £6000 per space in addition to land costs. The average land take for surface car parking is some 25 square metres per space which includes access and turning areas. This gives an approximate capacity of 175 cars per acre so land values will be an important factor in setting payment levels which will be regularly reviewed.

4.17 Short stay town centre shoppers' car parks are likely, therefore, to be the most difficult to provide but also of the greatest benefit to the commercial life of the centre and greatest numbers of car users due to the short term parking requirement and ability to double up to provide for evening entertainment and overnight residential uses in the area. The principal difficulty is making such provision close enough to the shopping areas to be attractive and with either existing or newly created direct pedestrian routes to the shopping areas. The creation or enhancement of direct route-ways could make some existing or potential car parking facilities of greater use to the town centre car user. The management of existing facilities can also increase shoppers car parks by displacing the long term parking for visitors and in town workers and providing for them in locations removed from the town centre, possibly linked by shuttle bus services (park and ride).

ENERGY SUPPLY

Policy 10

(1) In determining renewable energy proposals the Council will have regard to their benefits, including the reduction of CO₂ emissions.

(2) Proposals for renewable energy generation schemes such as wind, water and wave power, Biomass, Biogas, and energy produced from waste, will be permitted, unless they would cause demonstrable harm to designated or protected landscapes, habitats, features of heritage importance, Area of Outstanding Natural Beauty, Area of Great Landscape Value and the countryside in general.

(3) All renewable energy proposals will need to be capable of being constructed, operated and serviced without harm to the amenity of nearby habitations.

4.18 Policy 10 supports the sensitive implementation of renewable energy proposals in line with the plans energy conservation objectives. Renewable energy can often only be exploited where the resource is available and occasional conflicts with other interests are unavoidable. This policy contains criteria to allow balanced decisions to be made. Clearly the provisions of Chapter 5 will also be relevant to renewable energy proposals. Government guidance on Renewable Energy is contained in *PPG22 which notes that "Renewable Energy sources offer the hope of increasing diversity and security of supply, and of reducing harmful emissions to the environment" (paragraph 3). In respect of land use the Government's general aims are;

- (a) to ensure that society needs for energy are satisfied, consistent with protecting the local and global environment;
- (b) to ensure that any environmental damage or loss of amenity caused by energy supply and ancillary activities is minimised; and
- (c) to prevent unnecessary sterilisation of energy resources.

4.19 The PPG notes that "the Government's policy for developing renewable energy sources must be weighed carefully with its continuing commitment to policies for protecting the environment. It will always be important that a particular proposal should cause the minimal harm to the countryside or the coast" and that particular care should be taken in assessing proposals for developing renewable energy projects in AONB and Sites of Scientific Interest (SSSI) and areas of archaeological and historic importance.

4.20 A recent analysis in 1993 on renewable energy in Cornwall was undertaken by Terence O' Rourke as part of a Tripartite study with the County Council, Districts and ETSU. This provides a comprehensive review of the available resource in Cornwall together with a strategic policy framework which has been fed into the Structure Plan and this Local Plan.

4.21 Currently, the most successful renewable energy source has been wind power with several wind farms up and running in Cornwall. By nature of their site requirements, wind farms need windy, generally prominent location which are often valued for scenic reasons.

4.22 Proposals for wind generation will also need to be assessed in relation to noise, and radio disturbance as well as factors such as access.

4.23 Particular attention will also need to be paid to the need for parking and visitor facilities with such novel developments. Such factors may in some cases possibly be part of an argument to reject a proposal or there may be a need to rule out such access by condition or agreement because of the likely effects on areas of heritage importance.

4.24 Provision for removal of plant if a project ceases operation will be required at the consent stage.

- 4.25 A full environmental assessment may not be required. This will depend on the nature and scale of any proposal.
- 4.26 Although most wind farms will connect to the national grid, some degree of local self-sufficiency is at least theoretically possible for the Borough using windpower and other energy sources. Given that there are about 34,000 households in the Borough and one wind turbine can supply about 250 households, only 34 turbines would be needed to meet 20% of residential power needs on average and save emissions of about 23,000 tons of CO₂ a year. Groups of houses can be built which are net energy exporters. Locally produced power may also be more cost effective than imported power.
- 4.27 Renewable or recycled resources can be used successfully to generate power or provide heat directly. Apart from using wind, other possible local sources are hydro-electric power, waste, either through direct incineration or production of fuel pellets and on a smaller scale, bio-gas, that is methane from animal waste and bio-mass. The latter could be linked to other initiatives such as large scale composting and adaptation of sewage works. Animal waste can also be used for direct heating. Land fill gas will not have a role in the Borough due to lack of sites. Bio-mass energy means, in basic terms, burning renewable crops.
- 4.28 In the Borough a recent proposals for bio-mass power station burning coppiced willow has been granted permission although now seems unlikely to be implemented as it failed to get approval under the Non- Fossil Fuel Obligation procedures .
- 4.29 A growing bio-mass process is likely to be the use of straw following the banning of field burning. Straw is being successfully used for direct heating and could be used for energy generation.
- 4.30 The harnessing of water power has historically played an important role in Cornwall being used to power mills, and for pumping water and lifting in mines and clay pits with considerable ingenuity. By today's standards these constitute very small schemes. Recent studies suggest that there is no large scale hydro resource within the south west although some small scale scheme potential has been identified within the Borough. A small turbine at Pontsmill near St Blazey produces 0.2mw of power.
- 4.31 Wave power works on the principle of extracting energy from the motion of waves. Three classifications of wave energy devices can be identified; Shoreline, nearshore and offshore devices. Shoreline devices would obviously fall within the jurisdiction of the planning authority, although all types would probably require onshore infrastructure.
- 4.32 The development of tidal barrage technology is not new, the sites of former tide mills can still be located in Cornwall. In the modern instance much larger schemes normally involving the construction of a barrage across a whole estuary are proposed. The SWEB report "Renewable Energy Resources" in the SWEB Area identifies Fowey as the only potential tidal resource in Restormel. Such a development would have complications for shipping as well as nature conservation impacts through alterations to the tidal regime. However the Council will support both wave and tidal initiatives subject to any resultant environmental impacts being acceptable.
- 4.33 Proposals for renewable energy generation may require an Environmental Assessment.

CHAPTER FIVE ENVIRONMENT AND CONSERVATION

INTRODUCTION

5.1 One of the main aims of this Plan is to conserve and enhance the physical and natural environment of the area. If the area is to remain attractive as a place in which to live or visit, maintenance of the quality of the surroundings is vital. In certain situations, special measures are required to achieve this. Not all of these are measures appropriate to a local plan, for example details of specific countryside management initiatives, or grants for improvements to street frontages. At the very least, this Plan can provide a positive and sensitive environmental framework for development and advocate certain desirable approaches and initiatives which could follow on from the Plan.

5.2 Energy conservation is covered in the previous section.

5.3 This section considers the subject of heritage and formulates policies of two kinds:

- those that seek to protect heritage features through existing legislation, for example by preventing inappropriate development.
- those that promote positive and caring management of heritage features by seeking the support of landowners, managers, farmers, local councils, statutory bodies, developers, etc. in conjunction with practical public initiatives and advice.

5.4 In order to have heritage policies it is necessary to have some idea of what is meant by the term. The term is used to encompass the conservation and enhancement of landscape, buildings, nature and archaeological remains - elements that society values for aesthetic, scientific and cultural reasons. The Plan stresses the inter-relationships between these elements which cannot in practice be isolated from each other or human activity.

5.5 The policies reflect the conservation ethic adopted by the Government's Countryside Review Committee in 1979 state that:

"Conservation should embrace acceptance of necessary change but at the same time, seek to manage and direct the change in such a way as to minimise adverse effects and, as far as possible, to preserve vital areas, elements and features"

5.6 The policies in this section are broken down for convenience into nine parts dealing with:

- general policies
- landscape
- nature conservation and earth science
- archaeology
- the coastline
- historic parks and gardens
- building conservation
- town cramming
- pollution, dereliction and recycling

GENERAL GOVERNMENT POLICY

5.7 Recent years have seen increasing importance attached by the Government to the conservation of the environment and the important role planning policies have to play in this respect. Government advice is set out in general terms in relation to specific subjects in numerous Planning Policy Guidance Notes (PPGs) and circulars. These changes in Policy reflect the Government's commitment to sustainable development with its implications for protecting biodiversity and the need to pass on to future generations the best of today's environment.

5.8 Reflecting this increased importance attributed to conservation issues, the Planning and Compensation Act 1991 sets a statutory duty on Local Planning Authorities to include policies in their development plans in respect of the conservation of the natural beauty and amenity of the land. This duty strengthens that originally set out in the Wildlife and Countryside Act.

GENERAL POLICIES

STRUCTURE PLAN

5.9 The County Structure Plan places key importance on protecting the Conservation assets of the County which it defines as "those aspects of the built and natural environment valued both for themselves and as a vital part of our quality of life, sense of place and distinctiveness". These can be equated with the concept of environmental stock referred to in this Plan. The Structure Plan goes on to say that "Cornwall's diverse and rich character is a strength, a bedrock, upon which loyalty and the desire to live and work here have been and should continue to be built. Land use

planning in Cornwall should be based on a firm commitment to development which concerns and sustains our conservation assets.”

PROTECTING THE BOROUGH'S HERITAGE

Policy 11

The Council will seek to conserve and enhance the landscapes, features and habitats of heritage importance within the Borough.

Policy 12

(1) Proposals for interpretation and educational facilities which support greater awareness and incorporate positive management of landscapes, features and habitats of heritage importance will be permitted.

(2) Where appropriate, opportunities will be taken to make conditions and enter into agreements relating to their conservation and proper management.

5.10 Key to the implementation of sustainable development is the concept of 'environmental stock' which can be applied to the most important aspects of the environment which need to be protected from insensitive development. Policy 11 sets out the Borough Council's key objective of this chapter of protecting these landscapes, features and habitats of heritage importance within the district. The detailed policies which follow in this chapter recognise the relative importance of such designations from the nationally important down to local sites and areas. An appropriate level of protection is provided for each.

5.11 All the landscape areas, habitats and many of the features (where practical) are identified on the proposals map. The following policies will also apply to any new designations which are identified during the plan period.

5.12 Policy 12 is intended to be complementary to Policy 11 in supporting development proposals which will increase awareness of the Borough's heritage.

5.13 The Council will take a positive approach to conservation. Landowners and tenants will be made aware of the nature of the heritage landscape, features and habitats on their land or relating to their building and will be encouraged to take an interest or expand their interest in its management with conservation objectives in mind.

5.14 When resources permit, the Council will support initiatives directed towards the purchase or lease of land, the giving of grants and the provision of expert advice and assistance where it is considered desirable on grounds of conservation and/or enhancement of heritage landscape features or habitats or to encourage public access; for example the creation of Local Nature Reserves.

5.15 In some instances such initiatives will, if possible, be managed jointly with other public bodies and will be directed in the medium term towards reliance on private approaches and contributions from other bodies.

5.16 Section 89 of the National Parks and Access to the Countryside Act 1949 and Section 17 of the Ancient Monuments and Archaeological Areas Act 1979 can be used successfully to create management agreements without any money necessarily being involved. Many landowners are keen to make a positive contribution to conservation, given suitable advice and assistance. Public resources are required not so much for the payment of compensation as for the skills and expertise which can be used in this way. Resources for conservation can also be obtained through private sponsors. This approach has not been used in a significant way in the Borough up until now.

5.17 The changing nature of agriculture and Government support mechanisms is also creating novel and welcome opportunities to help conservation. For example, the Farm and Woodland scheme, and the creation of Environmentally Sensitive Areas (ESA) contribute to countryside conservation and enhancement. The Council will promote and support such schemes within the Borough.

5.18 In addition to the designated sites and areas identified in this plan, there is value to much of the countryside and town environment beyond those special areas. In towns for example, open spaces may be valuable for recreation and amenity purposes more than for conservation reasons, although nature and landscape conservation should not be dismissed in urban areas (see Nature Conservation Section). The fact that a site or area is not identified as being of heritage importance in this plan does not mean that land has no importance. Small and seemingly nondescript pieces of open land are often important to local people. They are an integral part of the meaning of the area in people's minds. They are part of the local community's inheritance. Policy 3, which designates development envelopes, seeks to protect the countryside from uncontrolled development whilst Policy 18 within the nature conservation section protects areas of habitat in the wider countryside.

LANDSCAPE**NATIONAL POLICY**

5.19 Cornwall has some of the most beautiful and important landscape in the British Isles, created by the interaction of geology, natural processes and the influence of man over sometimes thousands of years. Protection of landscape is generally by designation of areas, but it is increasingly being recognised that the maintenance of landscape needs also to be considered in relation to economic and social processes and that therefore, appropriate management is important. Neither should the need to protect and enhance non-designated areas be ignored. *PPG 7 The Countryside and the Rural Economy states in para 2.14 that “the countryside should be safeguarded for its own sake.....” The priority now is to find new ways of enriching the quality of the whole countryside.

5.20 The Government funded body for designating landscape areas and advising on Policy is the Countryside Agency. In Restormel, the AONBs are the Fowey Valley and the coastline between Porthpean and St Michael Caerhays. In its 1991 policy statement on AONBs, the Countryside Commission states “Along with National Parks, AONBs contain the finest countryside in England and Wales”. Protection of AONB is through Planning Policies. Government advice in *PPG 7 states that “in general policies and development control decisions affecting AONBs should favour conservation of the natural beauty of the landscape.”

COUNTY POLICY

5.21 The Cornwall Structure Plan includes the following policies in respect of landscape protection:

ENV.1 seeks to protect the landscape character of the coast and countryside of the county with priority given to the conservation and enhancement of AONBs but importance given to the character of the Areas of Great Landscape Value (AGLV) and the undeveloped coast. The Policy also requires consideration to be given to the potential cumulative impact of development, taking account of existing developments or other proposals in the locality.

Proposal ENV A designates Areas of Great Landscape Value.

AREA OF OUTSTANDING NATURAL BEAUTY AND THE HERITAGE COAST**Policy 13**

Within the Area of Outstanding Natural Beauty and Heritage Coast priority will be given to the preservation and enhancement of natural beauty. Development will not be permitted that would conflict with this objective.

5.22 The AONB represents the most important landscape area in the District. *PPG 7 states that policies for AONBs should favour conservation of the natural beauty of the landscape. Although it is considered appropriate to have regard to economic and social considerations, the PPG goes on to say that it would normally be inconsistent with the aims of designation to permit the siting of major industrial or commercial development in these areas. Only proven national interest and a lack of alternative sites can justify an exception. In assessing the level of harm which developments cause to AONBs, the Council will pay particular attention to the materials proposed and how the development will respect the character of the area.

5.23 Heritage Coasts are not statutory designations although they are identified by local authorities in consultation with the Countryside Commission. As with AONBs with which they often overlap, the emphasis is on conservation, protection and enhancement but with additional objectives of facilitating their enjoyment, appropriate management and taking account of the needs of local communities. Policies 12, 18 and others in the Plan will support these objectives.

AREAS OF GREAT LANDSCAPE VALUE**Policy 14**

(1) Developments will not be permitted that would cause harm to the landscape, features and characteristics of Areas of Great Landscape Value.

(2) The following parts of the plan area are proposed as Areas of Great Landscape Value:

(1) Boconnoc (Part of area around Lostwithiel)

(2) Watergate & Lanherne

(3) Helman Tor & Luxulyan Valley

(4) Perranporth & Holywell (part of area at Pentire Point, Crantock Beach and along the Gannel)

(5) Camel & Allen Valleys (part of area at Rosenannon Downs)

(6) The Fal Valley (part of area around Trenowth and Grampound)

5.24 The above areas have all been identified in the Cornwall Structure Plan although the detailed boundaries are defined in this Plan. The boundaries have been defined taking into account work undertaken by the County Council as

part of the Structure Plan review as well as analysis undertaken by the Borough Council particularly in response to comments on the Draft version of the Restormel Plan. As a result of these processes some new areas have been identified and some deleted. The new areas included are the Fal Valley to the south of Grampound, some minor additions in the Crantock area and adjacent to the Luxulyan Valley. Denzil Down has now been deleted however Rosenannon Downs are included as an extension to an enlarged Camel and Ellen Valleys area.

5.25 These areas have an attractive landscape where the Council considers special controls should exist. Policy 14 recognises that these areas represent landscapes which are of countywide importance and seeks to protect them from inappropriate development. The Council will support measures to enhance the special qualities of these landscapes.

LANDSCAPE CHARACTER

5.26 Planning policies have traditionally focused on the quality of landscapes, identifying those of national and local importance with consequent requirements for care to be taken in making development control decisions. This concern has often been expressed in terms of developments being required to reflect the character of landscapes although often this intrinsic character has been less well researched in favour of issues of quality.

5.27 A recent study of the landscapes of Cornwall has been undertaken by the Countryside Commission in association with the County Council, Districts and English Heritage. This publication "Cornwall, A Landscape Assessment 1994" covers the whole of Cornwall, not simply those areas which are designated. The object has been to identify landscape character areas and develop guidelines to protect the distinctive appearance and ecology of them.

5.28 In Restormel the following landscape character areas have been identified:

- 1 Central Cornwall - north facing
- 2 Central Cornwall - south facing
- 3 North Coast Group - Tourism/Newquay
- 4 St Austell Group - China Clay Mining
- 5 St Austell Group - Luxulyan Valley and St Austell Bay
- 6 St Austell Group Goss and Red Moor
- 7 St Breock Downs and Bodmin
- 8 Fowey Ria

A summary of each of these areas together with the suggested guidelines is included in the Background Papers document which accompanies this Plan.

NATURE CONSERVATION

NATIONAL POLICY

5.29 The Government underlined its commitment to nature conservation in the White Paper "This Common Inheritance". Subsequently the Planning and Compensation Act 1991 included a requirement for local plans to include policies in respect of the conservation of the natural beauty and the amenity of the land as well as the improvement of the physical environment. The most recent government advice is contained in Planning Policy Guidance note 9: Nature Conservation.

5.30 In paragraph 3 it states that:

"One of the essential tasks for Government, local authorities, and all public agencies concerned with the use of land and natural resources, is to make adequate provision for development and economic growth whilst ensuring effective conservation of wildlife and natural features as an important element of a clean and healthy natural environment. The conservation of nature is important. Attractive environments, where attention is given to nature conservation, are essential to social and economic well-being. With careful planning and control, conservation and development can be compatible."

5.31 The PPG notes the importance of the statutory protected sites such as SSSIs but in paragraph 14 states:

"Our natural wildlife heritage is not confined to the various statutorily designated sites but is found throughout the countryside and in many urban and coastal areas."

5.32 The PPG adds in paragraph 15:

"Statutory and non statutory sites, together with countryside features which provide wildlife corridors, links or stepping stones from one habitat to another, all help to form a network necessary to ensure the maintenance of the current range and diversity of our flora, fauna, geological and landform features and the survival of important species. In some areas the maintenance of traditional agricultural practices is important for nature conservation objectives. Sensitive landscaping and planting, the creation, maintenance and management of landscape features important to wildlife, and the skilled adaptation of derelict areas can provide extended habitats."

5.33 To achieve these aims the Government considers that Nature Conservation objectives should be taken into account in all activities which affect rural and coastal land use, and in urban areas where there is wildlife of local importance (para 19). Therefore local plans should:

“Identify relevant international, national and local nature conservation interests. They should ensure that the protection and enhancement of those interests is properly provided for in development and land-use policies, and place particular emphasis on the strength of protection afforded to international designations. Plans should offer reasonable certainty to developers, landowners and residents alike about the weight that will be given to nature conservation interests in reaching planning decisions. Plans should be concerned not only with designated areas but also with other land of conservation value and the possible provision of new habitats.” (para 24).

5.34 Local authorities can and have made a major contribution to conservation policy making and implementation, often in unison with conservation groups. Common measures include:

- information bases (e.g. of sites of nature conservation value)
- specialist advisers
- developing awareness of the need to take conservation into account in all local authority departments
- byelaws
- Tree Preservation Orders (TPOs)
- nature conservation strategies
- creation of new habitats
- local nature reserves
- increasing public awareness
- management agreements.

REGIONAL PLANNING GUIDANCE

5.35 The Borough Council’s approach and policies set out below are consistent with regional guidance (RPG 10) published July 1994. Para 4.17 states that:

“Plans should seek to support sites of nature conservation interest by promoting the conservation of features important to wildlife, such as hedgerows and river banks, to prevent sites from becoming isolated.”

CORNWALL STRUCTURE PLAN

5.36 The Structure Plan policies in respect of nature conservation are policies ENV5, proposals ENVD, ENV6 and ENV7.

5.37 Chapter 3 of the Countryside Local Plan, covers Nature Conservation. Policies in that Plan cover protection of National Nature Reserves (NNRs) and SSSIs (Policy 6), Areas of Great Scientific Value (AGSV) (Proposal C) and protection of shoreline and coastal waters (Policy 7).

5.38 The Restormel Local Plan will replace the Countryside Local Plan in respect of conservation policies for the Restormel area.

THE BOROUGH COUNCIL APPROACH

5.39 The Council’s aims and objectives for nature conservation are incorporated within the introduction of this Chapter of the Plan Policy 11 and 12 sets out the Council’s overall objectives of appropriate protection and positive management of nature conservation interests. The following policies provide for specific sites and nature conservation concerns.

POLICIES

Policy 14A
The River Camel Candidate Special Area of Conservation will be protected. No development will be allowed which would adversely affect the integrity of the site or which would conflict with its conservation objectives.

5.40 The Camel and its Tributary Valley has been recently designated as an SSSI and also confirmed as a Candidate Special Area of Conservation (SAC) for consideration by the European Union. Government Guidance requires that Candidate SACs are protected as if they are already designated and this Policy is intended to provide an appropriate level of protection recognising the sites potential international importance.

NATURE CONSERVATION SITES

5.41 SSSIs, AGSVs and SINCS are identified in the Town and Parish Chapters and on the proposals map.

SITES OF SPECIAL SCIENTIFIC INTEREST

Policy 15

Developments will not be permitted that would cause harm to the ecology, features or characteristics of Sites of Scientific Interest or National Nature Reserves.

5.42 SSSIs are statutory nature conservation sites notified under the Wildlife and Countryside Act 1981 (as amended) in recognition of their special biological (flora and fauna) and/or geological interest. They are selected according to rigorous and published guidelines. Together they comprise a nationally important series of areas representing all that is best in the country's natural heritage. They are key parts of the characteristic natural areas that make up our countryside and they depend on the general health of that countryside. Notification indicates to policy makers, decision makers and developers the importance of the site and provides various forms of statutory protection. Specifically in relation to the planning process maintenance of the nature conservation value and integrity of these sites becomes a crucial responsibility of local planning authorities on behalf of society. Once lost the special wildlife and natural features of many areas are difficult or impossible to restore or re-create. There is seldom any substitute for established habitats or the careful stewardship of the natural heritage within the SSSI series. Loss or damage to earth science or biological SSSIs must be avoided if we are nationally, locally and individually to help fulfil our roles as responsible stewards of an environment to be inherited by future generations.

5.43 *PPG 9 states that development proposals which affect SSSIs must be subject to special scrutiny although planning authorities should not refuse permission if development can be subject to conditions that will prevent damaging impact on wildlife habitats or important physical features or if other material factors are sufficient to override natural conservation considerations.

5.44 In Restormel Borough the SSSI interest is concentrated on two main themes. A number of geological SSSIs mainly in the Clay Country help explain the formation, evolution and characteristics of the St Austell Granite and treasure-china clay. There are few counties where knowledge and exploitation of geology is so closely linked to economic and cultural development. The other group of sites are centred around the large and impressive Goss and Tregoss Moor SSSI, much of which is managed by English Nature as the Goss Moor National Nature Reserve (NNR). These sites of heath, mire and scrub whilst not agriculturally productive, are massively productive of the wildlife of Cornwall and represent the remnants of a once much larger resource. Along with ancient woodlands and parts of the coast these represent the jewels in the crown of Restormel's assets and the Borough Council is committed to making its contribution to their conservation.

5.45 English Nature are in the process of defining consultation areas around SSSIs to reflect the concern that damage to the sites can be caused by developments outside of them. This is particularly important in Restormel where many nature conservation sites are of a wetland nature sensitive to changes in the hydrological system or to pollution from outside. Policy 15 will apply to such developments if appropriate. Similar considerations will apply to Policy 16 below which protects Sites of Importance for Nature Conservation (SINCs).

SITES OF IMPORTANCE FOR NATURE CONSERVATION

Policy 16

Developments will not be permitted that would cause harm to the ecology, features or characteristics of Sites of Importance for Nature Conservation or Local Nature Reserves unless the benefits of the development outweigh the harm.

5.46 The SINCs have been identified in consultation with the Cornwall Wildlife Trust. The significance of the SINCs is recognised by English Nature. These sites are identified as the prime areas of nature conservation significance in Cornwall and are considered to be of at least county importance. They cover approximately 15% of Cornwall's land area. All biological SSSIs are contained within their boundaries and approximately one third of the SINCs are designated also as SSSIs. Sites range from small ancient woodlands and meadows to extensive heathland and wetland complexes but all provide vital reservoirs for a large proportion of Cornwall's natural flora and fauna. The SINCs have been selected from the total nature conservation asset base of the County in the light of knowledge gained from systematic and extensive countryside habitat and species surveys and by the application of nationally recognised site assessment criteria. Six primary attributes were selected for attention: naturalness, size, diversity, fragility, rarity and typicalness. Four other attributes namely recorded history, the position in the ecological/geographical unit, potential value and intrinsic appeal were considered secondary. The SINCs are proposed in the town parish chapters as they are generally confined to one area.

5.47 These sites are all numbered and shown on the proposals map along with the SSSIs in the Plan area. The Background Papers document which accompanies the Plan contains a list of all these sites and sets out a brief ecological evaluation. A full atlas of the site is available in the Planning Department offices.

5.48 Development proposals likely to affect SINC's will be assessed in line with Policy 16, which recognises that they represent nature conservation assets of countywide importance and seeks to protect them from inappropriate development unless it is suitably mitigated or the benefits of the development outweigh the harm.

AREAS OF GREAT SCIENTIFIC VALUE

5.49 The AGSVs were first defined in the Cornwall Countryside Local Plan. As such, these sites are intended to perform three functions. Firstly to act as buffer zones around the most important and sensitive nature conservation sites. Secondly to provide links between protected sites which will facilitate the movement of wildlife. Thirdly to emphasise areas where resources for nature conservation management and enhancement of wildlife should be concentrated. As such, the sites can be seen as identifying strategic core resource areas complimentary to the conservation corridors policy which seeks to promote specific links between nature conservation sites. The AGSV will be protected as priority areas under Policy 18.

CONSERVATION CORRIDORS

Policy 17

Conservation Corridors linking sites of Nature Conservation Value are proposed as follows:

(A) Along the River Gannel linking the following Sites of Importance for Nature Conservation; Pentire Point West and the Warren, The Gannel, Lukes Shop, and Halvenna Woods and Ennis Barton (with extensions to Fraddon).

(B) Along the Chapel Valley, Newquay Growth Area.

(C) Along the Porth River linking the following Sites of Importance for Nature Conservation; St Columb Minor Marsh and Porth Reservoir and Firhill Woods.

(D) Along the river valleys to the east of Mawgan Porth linking the following Sites of Importance for Nature Conservation; Mawgan Porth, Carnanton and Nanskeval Woods, Retallack and Rosevanion Quarry, Trevithick, Tregonetha Downs and Tresaddern Farm. Also Mawgan Porth, Denzell Downs and Rosedinnick.

(E) Along the tributaries of the Camel River linking the following Sites of Importance for Nature Conservation; Rosenannon Downs and Valley, Rosenannon Woods, Withiel Wood and Brynn Moor.

(F) Along the Fal Valley and its tributaries linking the following Sites of Importance for Nature Conservation; Trevilvas Woods, Trevan Woods, Trenowth Wood and the Goss and Tregoss Moors via Terras, St Stephen, also Trenowth Wood, Bodinnick Wood and Lanjeth Heath (with an extension to Tregargus).

(G) Along the river valley to the north of Caerhays Castle linking the following Sites of Importance for Nature Conservation; Caerhays Estate Woodland, St Ewe Valley and Trench Creek Valley also St Ewe Valley with Paramoor Wood and Homer Downs Plantation and also St Ewe Valley with Temple Trelavean and Horse Moor Woods.

(H) Linking the Galowras Hill Valley Sites of Importance for Nature Conservation with the coast at Portmellon.

(I) Along the valley linking Temple Trelavean and Horse Moor Woods with Mevagissey.

(J) Along the Pentewan Valley linking the following Sites of Importance for Nature Conservation; Hay Wood, St Austell Valley Woodlands with Temple, Trelavean and Horse Moor Woods with an extension along the south of St Austell to Charlestown and the valley to Polgooth and Trewoon.

(K) Between St Austell and the Burngullow Common and Gover Valley Site of Importance for Nature Conservation.

(L) Along the Luxulyan Valley linking the following Sites of Importance for Nature Conservation; Par Marsh, Bodelva Moor Ponds, North Hill Woods, Rosenay Valley Wood, Red Moor and Breney and Charkmoor.

(M) Along the Treemill Valley linking the following Sites of Importance for Nature Conservation; Par Marsh and Carruggatt Woods.

(N) Between Par and Fowey linking the following Sites of Importance for Nature Conservation; Polmear Marsh, Pinnock Wood, Polkerris to South Ground Cliffs and Pont Pill and Hall Walk.

(O) Along the Fowey Valley linking the following Sites of Importance for Nature Conservation; Pont Pill and Hall Walk, Colvithick Wood, Hay Point, Lantyan, Woodgate and Penquite Woods, Lanhydrock, Chark Moor and Pelyn Woods.

The Conservation Corridors are priority areas for the protection of features identified in Policy 18.

5.50 The Conservation Corridors, although not designated conservation sites themselves, provide important links between designated sites. These allow the migration of wildlife, and as most are river corridors play an important role in the hydrological cycle. The corridors contain many features and small areas of habitat which will be protected under Policy 18. They are not intended to act as a blanket restriction on development but to highlight important areas of the wider countryside outside of designated SSSIs and SINC's. The Conservation Corridors perform a secondary function in identifying areas where enhancement of the nature conservation value should be considered. The Council will pursue initiatives to complete these "missing links". Schemes such as the Countryside Stewardship programme, now administered by Department for the Environment, Food and Rural Affairs (DEFRA) offer opportunities for such enhancement projects, particularly as a response to changes in agriculture. Policy 20 will also be appropriate in certain circumstances.

5.51 River corridors are often scenically attractive and the Plan also identifies many of these corridors as areas where increased public access will be promoted. In this respect, policies for creating long distance and circular walks contained in the Recreation section will also be relevant. Initiatives such as Countryside Stewardship can contribute to providing public access in such areas. However, where possible conflict between the interests of nature conservation and that of public access are likely to develop, the Council is of the opinion that priority should be given to nature conservation.

5.52 Initiatives within the corridors for enhancement or access will be through voluntary agreements. Those corridors which include areas within the China Clay Area are not intended to conflict with the operations of the industry but can assist the process of restoration when working has been completed.

5.53 The importance of wildlife corridors in urban areas is also recognised as important. Past development has often ignored the importance of river corridors in urban areas and only limited examples of urban Conservation Corridors have been identified in the Plan. Policy 18 below will apply to such corridors.

5.54 Specific proposals for river corridors related to new development are incorporated within the Town and Parish Chapters.

5.55 What is appropriate in terms of enhancement will clearly depend on each individual case. The replanting of a hedgerow may be enough in some cases. In others the introduction of new woodland or changing the way areas are managed may be a solution. This Plan is not a management plan. Detailed measures to implement the broad proposals in this Plan will need to be worked up in other ways.

PROTECTING THE WIDER COUNTRYSIDE

Policy 18

Development proposals which would harm the integrity or continuity of the landscape features listed below which are of major importance for fauna and flora will only be permitted if it can be shown that the reasons for the development clearly outweigh the need to retain the features. Management of these features aimed at conserving their wildlife and landscape value will be encouraged generally and particularly by the imposition of conditions on planning permissions, the seeking of planning obligations and by entering management agreements with landowners and developers where appropriate.

List of features:

Hedges

Stone Walls

Linear tree belts/shelter belts

Plantations and small woodlands

Green lanes/drove roads etc.

Larger semi-natural or ancient woodlands

River corridors

Lakes

Reservoirs

Ponds

Wetlands

Coastal cliff, grassland, heathland and woodland mosaics

Roughlands i.e. the heath, mire and scrub complexes that are characteristic of Cornwall

Development proposals within Areas of Great Scientific Value and Conservation Corridors will be required to pay particular regard to the conservation of such features.

5.56 It is increasingly being recognised that to maintain and enhance biodiversity it is important to see the countryside as a whole. The core nature conservation sites such as SSSIs and SINCS do not survive in isolation from the fields, trees, hedgerows and rivers which surround and should properly unite them. Wildlife does not acknowledge boundaries on a local plan proposals map.

5.57 The importance of protecting the wider countryside has been acknowledged in the EC Habitats Directive 1992. Regulation 37 directly transfers the requirements of Article 10 of the Directive to UK Planning Authorities development plans. By this, the Regulations extend the definition of "conservation of the natural beauty and amenity of the land" to also include "encouraging the management of features of the landscape which are of major importance for wild fauna and flora". The revised PPG 9 (1994) reflects this directive (paragraph 16).

5.58 The above policy identifies the many features and habitats in the wider countryside which deserve protection. Careful planning of development proposals can often avoid harming such features; retaining them within the

development proposal or by incorporating mitigating measures which would reinstate the integrity or continuity of the feature.

5.59 Within the Borough, the AGSVs and the Conservation Corridors highlight the areas where the contribution of such features to maintaining links between designated sites is strongest and these areas will represent the priorities for implementing this policy.

5.60 As noted in the EC directive as well as protecting such features, it is also important that they are appropriately managed. Habitat management generally falls outside of the scope of planning control. However, where appropriate, conditions may be imposed on planning permissions or the Council will seek planning obligations to ensure that such features retain their wildlife value. Policy 11 of the Plan similarly will apply where appropriate to designated nature conservation sites.

5.61 The Council will encourage management of such features in general throughout the Borough. The type of management required will vary from site to site depending on its characteristics. The Council will seek advice from English Nature and the Cornwall Wildlife Trust where appropriate.

LOCAL NATURE RESERVES

5.62 The creation of Local Nature Reserves (LNRs) is one example where positive management for an important site can be achieved, and the Council will take a positive approach to managing its own land holdings. Specific proposals for LNRs are contained in the Town and Parish Chapters. Policy 11 lends general support to the creation of interpretation facilities which would include LNRs.

SPECIES PROTECTION

Policy 19

Developments which would have an adverse effect on wildlife species specially protected by law or their habitats will not be granted planning permission unless appropriate mitigation can be achieved.

5.63 This policy seeks to sustain the habitats of protected species which is identified as a material planning consideration in PPG 9 on Nature Conservation. The species most likely to be threatened by development proposal are Badgers and in buildings, Bats and Barn Owls, however other species may well be encountered and a thorough survey is advisable. Proposals for the conversion of buildings such as barns will particularly need to respond to this policy. Considerable expertise exists in incorporating mitigating measures within developments which could include nesting facilities for birds and access to the roof space of a buildings for bats. The Cornwall Wildlife Trust can provide technical expertise on such conservation measures.

NEW HABITATS

Policy 20

Proposals for habitat creation, or proposals which incorporate habitat creation will be permitted and other measures to create habitats will be promoted and supported where there is no conflict with policies for the countryside and the proposed habitat is appropriate to the landscape and habitats of the area concerned. The benefits of creating new habitats in urban areas will particularly be taken account of in decisions.

5.64 Development proposals often provide opportunities for positive habitat creation for example in leisure developments, whilst some proposals to create new habitats for their own sake will require planning permission where, for instance, engineering works to construct water features are proposed. This policy supports such initiatives. Clearly any development proposals will need to be acceptable in the context of the planning guidance given in this Plan, particularly those policies to prevent sporadic development in the countryside. The importance of creating new habitats in urban areas should not be overlooked however, as they can make a positive contribution to the quality of life in towns.

5.65 The concept of sustainable development recognises the importance of bio-diversity and the Council will support habitat creating schemes in general.

5.66 Large scale tree planting may qualify for grant aid from the Forestry Authority. Farmers may also obtain grants for woodland and shelter belt planting from DEFRA.

5.67 Tree planting is clearly not appropriate everywhere and habitats such as heathlands, wetlands and old meadows should be managed in a way that is sympathetic with their conservation. Generally speaking, sites of nature conservation value or archaeological interest should not be planted on, unless part of an appropriate management plan.

5.68 Hedgerows and in particularly, Cornish hedges are a feature of the Borough and this Plan intends that these should be constructed/replanted and extended where appropriate. The Countryside Stewardship scheme provides financial assistance for conservation of hedgerows. Within Cornwall, the County Council operates with the Districts a landscape conservation scheme, which provides help towards tree planting (including orchards) and other conservation projects.

5.69 There is considerable potential for habitat creation within the Borough. Opportunities for instance may develop in the china clay area as part of the industry's landscaping and reclamation proposals.

TREES

Policy 21

Existing Tree Preservation Orders will be monitored and reviewed. The felling of, or surgery to trees protected by orders or conditions on planning permissions (for which the written consent of the Authority is required) will not be permitted unless the work is part of an agreed management plan or in the best interests of long term tree management. Appropriate replacement for felled trees will be required.

5.70 Although sparsely treed in the more exposed areas, Restormel has some notable woodlands, a number of which have been classified as Ancient Woodland by English Nature (that is to say that the site has been continuously covered by woodland since at least 1600). Restormel's Ancient Woodlands include woods along the River Menalhyl near St Mawgan, Kings Wood in the Pentewan Valley and the Milltown/Lantyan and Colvithick Woods along the west bank of the Fowey River. Part of the woodland in the Luxulyan Valley now jointly owned by Restormel Borough and Cornwall County Councils, is also Ancient Woodland.

5.71 Ancient Woodlands are rich habitats for plants and wildlife, as well as being important landscape features. Predominant trees within them are sessile oak, ash, and hazel, however some are in danger of having their integrity damaged by invasive trees and shrubs such as sycamore and rhododendron and through the planting of conifer replacements.

5.72 Outside woodlands, trees are important landscape features along hedgerows, in groups at old mine workings and close to farm buildings. Belts of trees and plantations are also a major component in the Boroughs historic gardens, providing the shelter essential for the successful growth of more delicate ornamental trees and shrubs (see Policies 29 and 30). Trees also form a vital component of the towns and villages.

5.73 Unfortunately, Dutch Elm disease has decimated the tree cover of some areas where elm was formerly dominant, with the Porth Valley near Newquay and Gorran Haven being particularly badly affected.

5.74 The felling of woodland is controlled by the Forestry Authority in exercise of its powers under the Forestry Act 1967. A felling licence is normally required from the Authority. In certain cases, such as in Conservation Areas or in an area covered by a TPO, permission is required from the Local Planning Authority or in the case of a SSSI, English Nature.

5.75 TPOs allow planning authorities to control the felling of trees and woodlands in the interests of amenity although this is only applied to trees in woodlands in exceptional circumstances. It is usually considered that some public benefit should result, so that at least some of the trees should be visible from a road or footpath. Landscape, nature conservation and historic features are considered strong supporting factors.

5.76 The prevention of all felling is not a substitute for sound management. The ideal is the preparation and implementation of a woodland management plan under the guidance of a specialist. Normally, this will qualify for grant aid from the Forestry Authority. Those interested in further details can inspect the TPO register at the Borough Planning Department Offices.

COMMUNITY WOODLANDS

Policy 22

Proposal for Community Woodlands, or proposals which incorporate Community Woodlands will be permitted and other measures to create Community woodlands will be promoted, and supported where there is no conflict with policies for the countryside and the proposed habitat is appropriate to the landscape and habitats of the area concerned. The benefits of creating community Woodlands within and on the edges of the key settlements listed in Policy 1 will particularly be taken account of in decisions.

5.77 Although such matters change regularly, the current grant regime for community woodland coupled with set aside provisions does provide an attractive option for some farmland close to towns. Under the scheme, up to 20% of a new

large woodland can be open space and the area has to be managed in an environmentally sensitive way. Public access and informal recreation is obligatory.

5.78 This kind of scheme could provide a substantial area of landscaping and an improved setting for new major housing or commercial developments. A relatively permanent green area will be created which will help protect certain urban fringe areas from development pressures. Such woodland will also in the long run provide a little help with the problem of global warming and this will be consistent with this Plan's energy policies.

5.79 Details of community woodlands proposed are set out in the relevant chapters. Should the grant regime become unfavourable to such schemes, it will be necessary to provide for these through entering into Section 106 Agreements or accepting equivalent unilateral undertakings from developers.

5.80 Where resources permit, the Council may assist with these projects.

EARTH SCIENCE SITES

Policy 23

Developments will not be permitted that would cause harm to the features or characteristics of Regionally Important Geological/Geomorphological Sites unless the benefits of the development outweigh the harm. In the instance of the loss of a geological exposure the provision of compensatory exposure of features of equivalent value will be taken into account.

5.81 Earth Science sites include features of geological or geomorphological importance. Cornwall, with its mining heritage, is particularly rich in such features and has always attracted the interest of geologists and geomorphologists, as well as producing some notable experts in the field itself.

5.82 Statutory protection for such sites is provided by the SSSI designation under the auspices of English Nature and in this Plan by Policy 15 which protects all SSSIs. In Restormel, these SSSIs are Carn Grey, St Mewan Beacon, Tregargus Quarries, Wheal Martyn, Trelavour Downs, Luxulyan Quarry and Roche Rock. As well as being worthy of protection in their own right these sites often form the focus for education trips for both local schools as well as schools and colleges throughout the United Kingdom together with the many amateur enthusiasts who holiday in the County. As such earth science sites form an important part of our heritage and provide an underdeveloped tourism asset.

5.83 A recent initiative has been the formation of RIGS groups nationally under the leadership of English Nature. RIGS stands for Regionally Important Geological or Geomorphological Sites and is intended to draw attention to and protect sites of local importance which are outside the national statutory protection scheme. The appropriate analogy is with biological SSSIs and SINCS. The importance of RIGS is recognised in PPG 9.

5.84 A Cornwall RIGS group has recently been formed, (who can be contacted through the Cornwall Wildlife Trust) which has started to define sites of local importance. Although there are no rigidly imposed national criteria and procedures in selecting RIGS, some broad themes are becoming widely accepted and used. These themes are the value of the site for education, scientific research and study, and its historical and aesthetic importance. The RIGS in Restormel have been identified on this basis. The Borough Council recognises this important work and the above policy seeks to provide an appropriate level of protection from inappropriate development unless mitigating measures can be incorporated or an overriding need for the development exists. The Council will consult with the RIGS group as part of the planning process. Proposals for the interpretation of all earth science sites will be supported under Policy 12. The Earth Science SSSIs and RIGS are identified in the appropriate Town or Parish Chapters and a description of each site is included in Appendix G of the Background Papers document.

5.85 Some of the earth science sites identified in Restormel are working china clay pits or quarries where the geological exposures have actually been created through the mining taking place. Normal working practices are not incompatible with the designations although clearly it will be important to retain the exposures in any alternative uses if the pit or quarry closes.

5.86 As research continues, it is likely that further RIGS will be identified particularly geomorphological examples. The above policy will apply to any new sites.

ARCHAEOLOGY

INTRODUCTION

5.87 Today's archaeological landscape is the product of human activity over thousands of years. It ranges through settlements and remains of every period, including the camps of early hunter-gatherers dating to before 7,000BC, prehistoric and medieval sites and the remains of 19th and 20th century activities.

5.88 The importance of preservation of archaeological sites and monuments is accepted at national level as set out in Government Circular 8/87 and *PPG 16 (1990).

5.89 Circular 8/87 observed, in para 49 that:

“The great majority of scheduled ancient monuments are archaeological sites or monuments whose importance resides in their buried archaeological deposits as well as any standing remains and they are located frequently in agricultural land in the countryside.”

5.90 The preservation of all manner of archaeological sites and their settings is advocated in paragraph 52.

5.91 Where application is made for planning permission to carry out development which would affect an ancient monument whether scheduled or unscheduled, the desirability of preserving the monument and its setting is of course a material consideration.

5.92 The Planning Policy Guidance Note on Archaeology (*PPG 16) expands on circular 8/87.

para 6

“Archaeological remains should be seen as a finite, and non-renewable resource, in many cases highly fragile and vulnerable to damage and destruction They are part of our sense of national identity and are valuable for both their own sake and for their role in education, leisure and tourism.”

para 14

“..... the key to the future of the great majority of archaeological sites and historic landscapes lies with local authorities, acting within the framework set by central government as well as with the owners of the site themselves. Appropriate planning policies in development plans and their implementation through development control will be especially important”

5.93 All manner of ancient monuments may be further secured in the public interest through acquisition by the Local Authority under Section 11 of the Ancient Monuments and Archaeological Areas Act 1979. Section 17 of this Act permits local authorities to enter into agreements with the occupiers of ancient monuments, or with other interested parties in order to make provision for, amongst other things:

- the maintenance and preservation of the monument and its amenities;
- public access to the monument or land and the provision of facilities and information or other services for the use of the public in that connection

5.94 Following on from *PPG 16, English Heritage have produced guidelines for archaeological policies in Development Plans. This Plan takes these guidelines fully into account. It also takes account of the views expressed when the draft Newquay Plan was published in July 1991 and the consultation responses to the Plan itself.

5.95 National guidance is reflected in the Cornwall Structure Plan where policy ENV2 seeks to prevent development which will adversely affect sites of archaeological importance

5.96 The emerging Replacement Structure Plan similarly reflects the need to protect the historic environment in policies ENV7, ENV8, ENV9 and ENV10.

5.97 Policies 24 - 27 following provide more detailed control over sites of archaeological interest and encourage more positive action to manage sites with archaeological objectives in mind, including the proper identification, protection and investigation of archaeological sites. Detailed policies for specific sites are set out in the relevant area sections of this Plan.

5.98 The dividing line between archaeology and building conservation area/listed building policy is not clear cut and therefore this section needs to be read closely with the Building Conservation section.

AREAS OF GREAT HISTORIC VALUE

Policy 24

(1) Developments will not be permitted that would cause harm to the features and characteristics of Areas of Great Historic Value unless the benefits of the development outweigh the harm.

(2) The following parts of the plan area are identified as Areas of Great Historic Value:

- (1) Pentire Pt West**
- (2) Pentire Pt East**
- (3) Land above Watergate Bay, Trevelgue Head and Lusty Glaze**
- (4) St Breock Downs (Rosenannon)**
- (5) Helman Tor**
- (6) St Stephens Beacon**
- (7) Hensbarrow Downs**
- (8) Gover Valley**
- (9) Goonabarn/Tregargus Valley**
- (10) Trethowel Valley**
- (11) St Dennis Consols and Gothers**
- (12) Carn Grey**
- (13) Treskilling, Lestoon and Tretharrup**
- (14) Bodwen, Higher Menadue and Lower Menadue**
- (15) Trerice Bridge**
- (16) Ressuga Castle**
- (17) Castle-An-Dinas/Belowda/Goss Moor**
- (18) Luxulyan Valley.**

5.99 Areas of Great Historic Value (AGHVs) are areas where there are important groupings of archaeological remains and important remnants of historic landscapes where inter relations between sites can be studied. In recent years the AGHVs have been systematically reviewed with new areas added and some deleted. Areas (1) to (5) were originally defined in the Countryside Local Plan and are transferred to this plan with only minor amendments as a result of a review undertaken for the new Structure Plan.

5.100 A sixth area has been deleted as a result of recommendations from the same review. This area, Dodman Point is not considered to constitute an historic area, but a single archaeological site which will be adequately protected by other policies.

5.101 Sites (6) to (15) were identified by the Cornwall Archaeological Unit (CAU) in its study "The Archaeology of the China Clay Area" and first identified for planning purposes in the Interim Minerals Plan Sites (17) and (18) were recommended for inclusion in the Restormel Local Plan by the CAU at the consultation stage of this plan. Subsequently sites (6) to (15) and (17) and (18) have been identified for inclusion in the new structure plan. Site (16) has been identified separately by the Borough Council.

5.102 The AGHVs cover the whole period of human settlement and consequent impact on the landscape of Cornwall ranging from the Neolithic period up to the twentieth century.

5.103 Areas (1) to (4) identified above are notable for their Bronze Age cemetery remains as well as two cliff castles at Pentire Point and Trevelgue.

5.104 The Helman Tor area (5) contains settlement remains from the Neolithic period and the Iron Age as well as extensive tin streaming remains.

5.105 Areas (6) to (15) within the China Clay area cover the full range of prehistoric and medieval sites as well as industrial remains which chart the more recent history of the area including early china works technology, china stone workings, tin streaming and mining.

5.106 Resugga Castle (16) is the site of a hillfort.

5.107 The Castle-an-Dinas, Belowda, Goss Moor areas covers a multi-period landscape of exceptional diversity with some sites which are the best examples of their type in the County. These include Castle-an-Dinas and St Dennis hillforts, Bronze Age burial mounds, medieval settlements and field systems as well as tin streaming and other mining activities.

5.108 The Luxulyan Valley boasts an industrial past which belies the valley's sylvan appearance today. As a key access route to the Hensbarrow mining area from the port of Par, it is crossed by a complex network of paths,

trackways, leats, tramways and railways as well as containing numerous China Clay dries, quarries and other mining remains.

5.109 The English Heritage discussion papers on Historic Landscape provide for wide ranging definitions which may be confusing in terms of overlaps with other designations. In order to avoid confusion it is considered that archaeology should appear in the definition somewhere, or the current AGLVs should be extended in scope. Historic Archaeological knowledge is a growing area of study and surveys in the future may reveal that in some cases boundaries need to be revised. There may also be other areas which will need to be added.

5.110 Policy 24 recognises that the AGLVs are of countywide importance and seeks to protect them from inappropriate development unless it is suitably mitigated or the benefits of the development outweigh the harm. The Council will support initiatives to interpret these landscapes under Policy 12. Proposals for enhancement will be particularly supported.

ARCHAEOLOGICAL SITES

SCHEDULED ANCIENT MONUMENTS

Policy 25

Development proposals which would damage scheduled ancient monuments or other archaeological remains of national importance or their settings will not be permitted.

LOCAL ARCHAEOLOGICAL SITES

Policy 26

Development proposals which adversely affect locally important archaeological sites held on the county sites and monuments record or identified as a result of a prior archaeological investigation will only be permitted where:

- (1) physical preservation in-situ is not feasible and the importance of the development outweighs the case for preservation of the remains; and**
- (2) satisfactory arrangements are made for the excavation and recording of the remains before or during development.**

ARCHAEOLOGICAL ASSESSMENTS

Policy 27

Where there is evidence to suggest that significant remains may exist on the site of a proposed development the extent and importance of which are unknown, an archaeological assessment will be carried out prior to the granting of planning permission.

5.111 The Local Plan area is rich in archaeological remains, 120 sites are currently considered by the Department of National Heritage to be of National Importance and are protected as Scheduled Ancient Monuments. Works to these require the consent of the Secretary of State at the Department of Culture, Media and Sports in addition to appropriate local planning consent. Advice on such matters, and on archaeology in general should be sought from the Historic Buildings and Monuments Commission for England (English Heritage).

5.112 In addition to the Scheduled Ancient Monuments, a large number of archaeological sites have been identified by the County Sites and Monuments Record (SMR). This record is being continuously updated and enlarged as a result of historical research, fieldwork, aerial photography and substantiated reports from the general public.

5.113 In 1984 the Government acknowledged that the Schedule of Ancient Monuments no longer coincided with the consensus of informed opinion as to the monuments which were of most archaeological and historical interest. The fact that nationally only 2% of known sites and monuments were scheduled was considered to indicate the need for a nation wide review of the archaeological resource. In 1986 the Historic Buildings and Monuments Commission for England began work on the Monuments Protection Programme (MPP) which seeks to review and evaluate existing information (largely drawn from the County Sites and Monuments Records) so that those monuments which are of National Importance can be identified and scheduling or other means of protection can be recommended. Moreover, the MPP will also provide an assessment of monuments which fall outside the definition of being Nationally Important, but can be identified as being of regional or local importance. In general, any sites to which local plan policies apply ought to be identified on the proposals map. The draft English Heritage guidance referred to above suggests this would create difficulties because the general body of information is not static: new sites are continually being discovered and known ones re-assessed. In many cases an exact boundary cannot be defined or would be artificial. The guidance concludes that it is neither necessary or desirable to define all individual important archaeological sites on the proposals map. It is also true that the sheer numbers of sites would in some areas swamp other plan detail.

5.114 The proposals map therefore only shows the current scheduled sites and the AGHV (Policy 24). The full updated SMR will be taken into account in applying the policies in this Plan. The computerisation of the Sites and Monuments record is complete and a list of all the known sites to which policies will apply can be inspected at the Planning Department offices.

5.115 A series of up-to-date constraint maps have been drawn up to assist with the development control process based on the SMR and these maps can be inspected at the Planning Department Offices.

5.116 The Planning Authority supports the Cornwall County Council and its Archaeological Unit in their efforts to record, interpret and preserve the County's historic landscape and has contributed to the costs of providing the new detailed constraint maps.

5.117 Where proposals are submitted affecting a site which has been identified as having archaeological value, the County Archaeological Officer will be involved from the early stages of negotiations with applicants to ensure proper implementation of these policies.

5.118 Policy 27 will enable the Borough Council to make properly informed decisions on proposals which may affect sites of interest. For well researched known sites an assessment will be relatively straightforward and probably based on existing information. For sites with archaeological potential, small scale surveys, trial trenching etc. may be necessary. A geophysical survey can be an important method of evaluating potential sites.

5.119 In some cases, a formal Environmental Assessment under the 1988 regulations may be necessary (Circular 15/88).

5.120 The CAU or the Institute of Field Archaeologists can advise on suitable organisations and consultants to carry out necessary work.

5.121 Policies 25 and 26 sets out the Council's commitment to retaining archaeological sites and preventing development that would harm them.

5.122 The preservation in-situ of important archaeological remains is always to be preferred and this should be the primary objective of all negotiations. If preservation in-situ is not feasible an archaeological excavation for the purpose of preservation by record may be an acceptable alternative. This should always be seen as very much a second best option.

5.123 Where the development is permitted on any site considered to be of potential archaeological value, Policy 26(2) requires the developer to make appropriate and satisfactory arrangements for archaeologists to excavate and record the remains before or during development. This could involve investigation and observation prior to and during the work and the recording of any archaeological deposits, features or finds which might be revealed during the course of the development. The need for such archaeological investigation and recording should not normally cause delay or hindrance to the work of the developer or his contractor but in the complex and important cases developers should build extra time into the development programme.

5.124 Under Policy 12 the Council will support the active management of archaeological sites for educational and tourism purposes. There is an intrinsic cultural value in archaeological sites and the potential contribution of such sites to public understanding can be enhanced through such management. In the long term the preservation of such sites will make good economic sense. The implementation of this policy could be linked in with the policies for open space and footpath networks set out in the recreation section of this Plan and provide through management plans an effective vehicle for integration with other environmental and economic interests (e.g. nature conservation, industrial heritage).

5.125 The Council will set a good example with its own land holdings and where financially possible, promote such management plans and agreements, particularly through joint arrangements and private sponsorship.

HISTORIC SETTLEMENTS

5.126 The nationally accepted definition of a Historic settlement is a town which has achieved Borough status before 1600. In Restormel the following Historic settlements have been identified:

- Fowey
- Grampond
- Lostwithiel
- St Columb Major

5.127 The Local Plan does not contain a separate policy for historic towns. All are protected by the section on Building conservation which together with Policy 20 above will make sure that development proposals take into account Historic Towns status.

5.128 The CAU has recently reviewed the Historic settlements of Cornwall and suggested additional settlements which although not conforming with the National definition above are worthy of recognition for their historic importance. The CAU recommends that these settlements should be designated as Conservation areas. In this plan they have been identified as Areas of Local Architectural or Historic Value. (see paragraph 5.162)

THE COASTLINE

INTRODUCTION

5.129 The latest Government guidance on Coastal Planning is contained in *PPG 20 which replaces circular 12/72. The coastline of Restormel is diverse, reflecting a variety of geological and geomorphological backgrounds with a tapestry of wildlife habitats and historic activities.

5.130 *PPG 20 states that it is the role of the planning system to reconcile development requirements with the need to protect, conserve and where appropriate, improve the landscape, environmental quality, wildlife habitats and recreational opportunities of the coast.

5.131 The Countryside Service, operated by the County Council, in partnership with the Districts and other bodies, provides an important focus for the management and protection of the coast.

5.132 This section which defines a Coastal Zone together with policy which protects the heritage coast and relevant policies in the Recreation Chapter, provide for the strategic planning of the coast. In addition a variety of other general policies will be important in protecting the Borough's heritage. General Policies 3 and 6 as well as policies contained in the sections on nature conservation and archaeology, will all be relevant reflecting the diversity of features of importance. Specific policies and proposals are set out in the area chapters.

THE COASTAL ZONE

Policy 28

Proposals for development within the Coastal Zone identified on the proposals map will only be permitted where:

- a) A coastal location is operationally necessary and no alternative locations exist within a development envelope adjacent to the coast.**
- b) The proposal does not prejudice policies for the conservation of the countryside or introduce an unacceptably intensive use in a generally quiet area.**
- c) The proposal is consistent with Policies 3 and 9.**
- d) The proposal maintains existing or provides new public access to the coast.**

5.133 The designation of a Coastal Zone is increasingly being seen as an important tool for protecting the coastline. *PPG 20 states that undeveloped coast will "seldom be the most appropriate location" for new development. "Few developments require a coastal location. Given both the physical and policy constraints in most parts of the undeveloped coast, it should not be expected to accommodate new development that could be located inland or in existing developed areas."

5.134 The Regional Planning Guidance for the south west (RPG 10) similarly recognises the importance of protecting the coast. As advised in *PPG 20, Local Plans should define Coastal Zones and, within these zones, should not normally provide for development which does not require a coastal location. Where there is an identifiable need for development on the coast, plans should identify areas where such development would be generally acceptable, with priority being given to redevelopment or re-use of land on the developed coast. Sensitive areas of coastline can be protected by providing for tourism and recreation development in other locations with capacity to absorb them.

5.135 In line with this guidance the Restormel Local Plan identifies a Coastal Zone. The zone does not include the AONB, where existing policy guidance is considered sufficient protection, neither does it include areas covered by the development envelopes of settlements. In the main the Coastal Zone includes the inter tidal zone, cliffs, estuaries and areas of adjacent land linked to the coast in landscape and nature conservation terms.

5.136 Policy 28 will permit development within the Coastal Zone only where a coastal location is operationally necessary. In practice all such developments should be preferably located within a development envelope adjacent to the coast. Where this is not possible a location close to a key settlement with a development envelope will be required by clause (c) which cross refers to the Plan's locational policies. The types of development which would require a coastal location will be very limited with access to the sea being a prime operational factor. Clause (b) cross refers to the policies in the plan regarding conservation. Much of the Coastal Zone is covered by SINC designations and local landscape designations.

5.137 *PPG 20 highlights the importance of maintaining and providing public access to the coast. Clause (d) will apply to all developments permitted within the Coastal Zone.

HISTORIC PARKS AND GARDENS

5.138 The contribution made to our landscape by historic parks and gardens is increasingly being recognised. Parks and gardens are part of the man-made heritage of the countryside and in some respects can be of archaeological interest. There will also clearly be an overlap with nature conservation policy, particularly in some of the more extensive landscaped parks.

5.139 The definition of what constitutes a park or garden of historic interest is complex. Basically these are parks, gardens, designed grounds, designed ornamental landscapes and places of recreation which illustrate the history of parks and gardens, etc; or illustrate the art of gardening and ornamental landscaping, or they are associated with a particular designer or illustrative of a particular style. Generally, it is agreed that history in this respect pre-dates 1939.

HISTORIC PARKS AND GARDENS OF NATIONAL IMPORTANCE

Policy 29

(1) Historic Parks and Gardens of National Importance will be preserved and development proposals which would harm them will not be permitted.

Historic Park/Gardens of National Importance:

- (A) Caerhays**
- (B) Heligan**
- (C) Menabilly**
- (D) Tregrehan**

5.140 In 1987 English Heritage published a register of parks and gardens of special historic interest with gradings analogous to those used for listed buildings. Three sites in the Borough were listed and graded as follows to reflect their importance compared with gardens and parks in England as a whole. The three sites chosen were Caerhays Castle (II*), Menabilly (II) and Tregrehan (II*). In 1992 Heligan (II) was added to the list.

5.141 Historic parks and gardens can be broadly divided into three categories:

- Early formal garden remains (Elizabethan-Georgian).
- Landscape Parks and Gardens (1740 - 1824).
- Landscape, Woodland and formal Gardens (post 1824).

5.142 Every garden is unique and the above categories only outline the broad characteristics which form the basis for greater study. In addition such sites will often reflect a long history of occupation which will see a wealth of archaeological, historical and botanical features worthy of conservation. Such sites may therefore, be protected by a variety of designations such as TPOs, listing of buildings and AONB, etc. The national list of historic parks and gardens does not confer any statutory protection, however, *PPG 15 states that local planning authorities should protect recognised parks and gardens in preparing development plans and determining planning applications.

5.143 Policy 29 is intended to protect nationally important historic parks and gardens from insensitive development. Interpretation facilities will be supported under Policy 12. The Council will, in addition encourage management initiatives appropriate to the intrinsic features of the parkland or garden.

5.144 The nationally important Lanhydrock Gardens are situated on the Borough boundary and, although the Gardens are within the North Cornwall District area, the Council will apply the Local Plan policies to any development likely to affect the setting of the Gardens.

LOCAL HISTORIC PARKS AND GARDENS

Policy 30

Proposals for development affecting the following Historic Parks and Gardens of Local Importance should have regard to the conservation of the character of the park/garden.

Historic Parks/Gardens of Local Importance:

- (A) Castle - Lostwithiel
- (B) Prideaux House
- (C) Trewhiddle
- (D) Garlenick
- (E) Restormel Castle/Manor
- (F) Trewan - St Columb
- (G) Carnanton - St Mawgan
- (H) Fowey Hall
- (I) Menacuddle
- (J) Nanswhyden - St Columb
- (K) Pelyn
- (L) Penans - St Creed
- (M) Place - Fowey
- (N) Polcarne - St Austell
- (O) Porthpean House
- (P) Trenythron House
- (Q) Trenarren
- (R) Duporth
- (S) Penrice
- (T) Kilmarth

5.145 As well as the nationally important gardens the plan also identifies historic parks and gardens of local importance. The majority of these have been identified from advice provided from the Cornwall Gardens Trust, which was formed in 1988 to preserve and restore gardens of historic value, and who are in the process of identifying gardens of historic interest.

5.146 Extensive research is still needed to assess the appropriate boundaries of the gardens listed here and to define their history and characteristics. The list does not include gardens which have been largely overtaken by development such as Trevarrick.

5.147 There are, however, probably other gardens of interest not on this list. Views on the nature and extent of the gardens identified in Policy 30 will clearly be of great help in reviewing this Plan. The Council will apply Policy 30 to any other gardens that can be shown to be of local importance.

BUILDING CONSERVATION**INTRODUCTION**

5.148 The conservation of buildings, the spaces between them, and their relationship with the landscape, are all part of the wider conservation framework of this Plan. Finding new uses for buildings must take into account their listed status, and any relevant industrial or other archaeological investigations. These issues need to be considered together when reading the Plan.

5.149 National policy guidance relating to building conservation is set out in *PPG 15. Paragraph 2.8 in particular explains that local plans should contain policies and proposals for maintaining and enhancing conservation areas and controlling development in them.

5.150 The key structure plan policy on building conservation is Policy ENV3 which covers Listed Buildings, Conservation Areas and Historic Settlements.

POLICIES

CONSERVATION AREAS

Policy 31

(1) Development including redevelopment in Conservation Areas will only be permitted where it preserves or enhances the character and appearance of such areas.

(2) Demolition or partial demolition of buildings in a Conservation Area will only be permitted where a building is beyond repair or it would not harm the character or appearance of the area.

5.151 There are fourteen Conservation Areas in the Borough: and they are listed together with their dates of designation below. Conservation area studies have been produced for St Columb Major, St Mawgan and Crantock. These identify the features which contribute to the special character of the area and suggest policies and proposals for preserving or enhancing their character. Where still relevant such policies and proposals have been incorporated in the Town and Parish chapters of this Plan.

5.152 The Conservation Areas in their order of designation are:

Charlestown	1967 (Extended 1990)
Fowey	1967 (Extended 1981)
St Austell	1968 (Extended 1976)
Lostwithiel	1969
Gorran Haven	1972
St Columb Minor	1972
Mevagissey	1973
Grampound	1974
Tywardreath	1974
St Columb Major	1976
Crantock	1976
St Mawgan	1976
Polkerris	1976
Pentewan	1977

5.153 *PPG 15 recognises that areas appropriate for designation as Conservation Areas will be found in almost every town and many villages. It is the character of the areas rather than the individual buildings that the 1990 Act seeks to preserve or enhance. The emphasis is on control, rather than preservation, in order to allow the area to remain alive and prosperous but at the same time to ensure that any new development respects its special architectural and visual quality. The Government attaches great importance to those designations which represent a shift of emphasis from negative control to positive planning. It is now recognised that mere preservation and the complete prohibition of new development, or redevelopment, may result in areas of decay and stagnation. The purpose of this policy is therefore to positively express the statutory requirement.

5.154 The fact that neither the 1990 Act nor *PPG 15 provide a definition of a Conservation Area, in the same degree of detail as that for listed buildings, gives local authorities a considerable degree of freedom to develop their own policies for their designation and enhancement. This is one of the few areas in the planning system where a Local Authority can develop an individual policy approach, provided that it conforms with the principles contained within the Act. If not developed carefully, however, this could present a problem in that when looked at nationally or regionally there could be obvious differences between neighbouring authorities in both the type of area designated and the matter in which the question of enhancement is handled. Although minor differences are part and parcel of a democratic system, extreme variations could be disadvantageous.

5.155 The definition of "character" and "enhance" could be interpreted differently when related to developments affecting Conservation Areas. The traditional view is that new buildings should be sympathetic in design and materials when considered in relation to the specific character of the traditional architecture of their setting.

5.156 *PPG 15 makes it quite clear that new development can take place within a Conservation Area provided that it accords with its special architectural, historic and visual qualities. There will be a number of unlisted buildings within a Conservation Area which have an important function in creating the character of the area, e.g. closing a view or acting as a foil to a listed building. In such cases it will require a very high quality building to preserve or enhance the character. There will be, however, also many buildings of a much lower quality, or those which do not fit in with the general character of the area, where it will be much easier to provide a replacement building which preserves and endeavours to enhance its character. While control over the demolition of buildings in Conservation Areas is obviously essential, properly planned development and redevelopment is equally necessary in order to maintain the viability and vitality which are so important to their future character.

5.157 Occasionally, a new design in Conservation Areas can be an enhancement by virtue of the contrast created between the existing architectural pattern and the new scheme. Areas now designated as Conservation Areas have

evolved over many hundreds of years with the introduction of new, and often contrasting buildings, which are now recognised as being of architectural interest, enlivening the area by illuminating the contrast of material styles. Where such contrasting genuinely enhances the locality such development can be welcomed. Giving an appropriate role to the enhancement criterion will ensure a more flexible appropriate assessment of any proposal in a Conservation Area. This will allow development to take place that avoids duplication or replication or a mixture of historical styles or pastiche, and provides a delicate balance to be achieved between the old and new.

5.158 Local character encapsulates not only scale, form, colour and texture but also smell, taste, sound and the seasonal variation of a Conservation Area, leading to security and an understanding of its status.

5.159 Detailed policies and proposals for individual conservation areas are set out in the relevant Town and Parish Chapters. Local policy statements setting out the architectural and historic character will be drawn up for each of the Authority's 14 Conservation Areas in due course.

AREAS OF LOCAL ARCHITECTURAL AND HISTORIC VALUE

Policy 32

Proposals for development within the Local Areas of Architectural and Historic Value should have particular regard to the conservation of local character.

5.160 There are many areas in the Borough which, while not necessarily of the quality meriting Conservation Area status, do have a character that is worthy of maintaining and enhancing. These areas are covered by the above policy and in some cases by Policy 35 which relates to the "non-cramming" provisions of PPG 3 and the need to retain urban open space. Some of these areas may be of such a quality as to be a high priority for future conservation and designation and the Council is instituting a separate exercise to examine and appraise this potential. Clearly, Policy 6 is of general application and policies relating to design are applicable. An analogy can be made with the Government's approach to nature conservation where the same policy attitudes need to be addressed in the countryside as a whole and in locally important areas not just in relation to nationally based designations.

5.161 The proposed areas of local value relate to Conservation Areas in the same way that SINC's relate to SSSIs. In some cases it will be appropriate for them to be put forward as Conservation areas following additional research and assessment. Likewise there will be, as time progresses, additional buildings considered suitable for listing.

5.162 The Areas of Local Architectural or Historic Value proposed in this Plan are:

- 1 St Austell (extension to existing Conservation Area)
- 2 Newquay
- 3 Crantock (extension to existing Conservation Area)
- 4 St Wenn
- 5 Tregonetha
- 6 St Dennis
- 7 Lanlivery
- 8 Luxulyan
- 9 Carthew
- 10 St Stephen
- 11 Coombe
- 12 St Ewe
- 13 Portholland
- 14 Gorran Churchtown
- 15 Nanpean
- 16 Rosenannon
- 17 Roche
- 18 Golant

5.163 Areas 1 to 14 were identified by the Borough Council from survey work undertaken for the Local Plan. Areas 15-18 have been proposed following a review of the historic settlements of the County undertaken by the CAU. This review identified settlements which, although not conforming to the national definition of an Historic Town, nevertheless represent aspects of the distinctive history and character of the county. Included in this category are Ports and Harbours, many of them of Medieval date which represent the legacy of Cornish fishing, maritime industries and trade, and those settlements which emerged with the industrial revolution, most of which are of recent foundations, but which nevertheless exhibit the vernacular tradition in their architecture and the use of strictly local building materials. In addition to the areas 15-18 proposed above the CAU review also endorsed the importance of Luxulyan, St Stephen, St Dennis and Lanlivery, which had been previously identified by the Borough. The Areas of Local Architectural or Historic Value are proposed in the relevant Town or Parish Chapters.

LISTED BUILDINGS

Policy 33

Development which conflicts with the preservation or enhancement of listed buildings, their settings and features will not be permitted.

5.164 Listed Buildings are judged according to a set of national criteria approved by the Government's Inspectors in the Historic Buildings and Monuments Commission (better known as English Heritage). They are responsible for seeing that the standards are applied nationally in the course of the survey of the buildings and for supervision of the listing fieldwork. Very broadly, the following types of buildings (including other structures) are eligible for listing:

- All buildings built before 1700 which survive in anything like their original condition.
- Most buildings from 1700 to 1840, although selection is necessary.
- Between 1840 and 1924; only buildings of definite quality and character the selection of which is designed to include the works of principal architects.
- Post 1924: The recognition of the importance of more recent buildings, particularly those of the Modern Movement has seen examples of inter and post war listings. St Austell Library for instance has recently been listed after a review of Cornish examples.

5.165 In choosing buildings particular attention is paid to:

- Special value within certain types, either for architectural or planning reasons or as illustrating social economic history (e.g. industrial buildings, railway stations, schools, hospitals, theatres, town halls, markets, exchanges and almshouses).
- Technological innovation or virtuosity (e.g. prefabrication, cast iron or the early use of concrete).
- Association with well-known persons or events.
- Group value as in examples of town planning (e.g. squares, terraces or model villages).

5.166 The buildings are classified in grades to show their relative importance. This does not, however, mean that a Grade I building is more preservable than a Grade II, since the grading was originally intended for grant allocation purposes only. The classification is as follows:

- Grade I These are listed buildings of exceptional interest (only about 2% of listed buildings are in this grade).
- Grade II* These are particularly important buildings or more than special interest (some 4%).
- Grade II These are buildings of special interest which warrant every effort being made to secure their preservation.

5.167 A listed building must not be demolished, extended or altered in any way that affects its character without having been granted listed building consent, in addition to any planning permission required. There is a presumption in favour of preserving listed buildings and consent for their partial or total demolition is rarely given and then only in exceptional circumstances.

5.168 The Council has to be satisfied that every effort has been made to continue the present use of the building or to find a suitable alternative location. Alterations or new uses are likely to devalue the special architectural or historic interest of the building and the Council has to be satisfied that the works proposed are necessary. Every effort should be made to enhance or conserve the special character.

Policy 34

(1) The following policies will apply to the change of use of buildings.

(2) Within the development envelopes defined in Policy 3 proposals will be permitted.

(3) Outside the development envelopes defined in Policy 3, proposals including those for community uses will be permitted subject to the following criteria:

(A) Where a community use is proposed, no suitable site or building can be found within a village.

(B) The form, bulk and general design of the building is in keeping with its surroundings and the proposal does not prejudice policies for the conservation of the countryside or introduce an unacceptably intensive use into a generally quiet area.

(C) The building is not structurally unsound, derelict, or has not been constructed with a view to early conversion to another use and is capable of conversion without the need for major extension or rebuilding.

(4) Where buildings are outside the development envelopes defined in Policy 3 and not clearly within the built up part of a smaller settlement, proposals to set up new firms, or expand existing firms which will clearly help employment, will be permitted unless in conflict with 34(3)(B) and 34(5) and Policy 67. Residential conversions will not be granted unless every reasonable attempt has been made to secure a suitable business re-use for the building (including holiday letting).

(5) Where it is clear that a proposal will create undue pressure on local infrastructure and services or adversely affect the vitality and viability of a nearby settlement, the proposal will not be permitted.

5.169 The Structure Plan contains a number of policies relating to the re-use of buildings recognising that this is a sensible re-use of existing resources.

5.170 The key Policy is ENV11 which states that provision should be made for the re-use of buildings where the development would not detract significantly from the character and amenity of the surrounding area. In rural areas the Policy requires that priority is given to provision for employment needs. Policy E8 encourages the re-use of buildings in farm diversification schemes and E9 recognises that employment conversions can help to provide for rural employment needs. The potential for re-use of buildings for tourism developments is recognised in Policy TOUR1. The conversion of buildings for residential uses within villages is covered by Policy H10. The traffic implications of concession proposals would need to be assessed against Policies SP2 and TRAN1.

5.171 Policy 6 of this Plan which covers design and setting issues and Policy 9 which would resist proposals which would create unacceptable levels of traffic generation will also be relevant.

5.172 Policy 34(3) provides further safeguards which ensure that buildings are re-used in ways appropriate to the nature of the building and its surroundings. The reference to community uses is included because the Structure Plan policies only cover residential and commercial use.

5.173 The intent of Policy 34 is to maximise the opportunity for the re-use of buildings without prejudicing the aims of protecting and enhancing the landscape, nature and buildings of architectural interest particularly in the countryside. The balance between these two approaches varies with their importance in each case. A proposal which will create no jobs or diversify the economy or help to restore valuable buildings and which is in an AGLV in an isolated position will be a poor candidate for approval. A proposal which is in the town or a village, will create jobs, and will restore a run-down building of architectural value, will be a good candidate for approval. In assessing such proposals General Policies 6 and 51 will be relevant to the effect of conversions on their surroundings.

5.174 Housing conversions are often unsuitable in the countryside because of the desire to add larger windows and make major alterations which destroy the architectural and historical value of the building and make it appear out of place in the landscape. The provision of suburban style gardens, washing lines, etc. also adds to the incongruity. Non-residential conversions can be made much more sensitively.

5.175 When a building is proposed to be converted to housing use, it is important also, to consider what its proposed neighbours will be. In some cases the proximity of intensive agricultural operations, for example, may rule out housing use next door. There is a strong wish today for such insensitivity to be prevented. The Society for the Protection of Ancient Buildings and English Heritage have taken a strong stance on the importance of retaining old barns in the landscape. Many areas of the country have stopped giving permissions for residential conversions of barns because of this. Where conversions are permitted, very strict controls are placed on what can be done to the building. These may include keeping as many large open spaces as possible, retaining all old timber work, limitations on sizes and positions of new windows, restrictions on landscaping, etc. The detailed design aspects are often as important or more so than the planning principles. Even where buildings are of no real architectural importance it can be vital to prevent insensitive conversions because of the role of a building as part of the landscape. A particular building may not be capable of conversion because of its condition.

5.176 Restrictive covenants on properties may be sought from owners and developers, when conversions are agreed, as well as appropriate legal agreements with the Local Planning Authority.

5.177 Isolated buildings create a need for services which can often only be supplied at a high cost to the community. In the case of houses, the potential need for health visitors, ambulance services, district nurses and school transport exists whereas for industry and commerce such services are rarely required. The need for waste disposal and the pressures of traffic on inadequate lanes can also cause problems. Overhead cables and other services can create amenity problems in attractive countryside.

5.178 Clearly, in the main towns and in most of the villages that are not conservation areas, changes of use and conversions which involve alterations will not cause any problems although poor design will be resisted.

GOVERNMENT ADVICE ON RE-USE OF BUILDINGS IN RURAL AREAS

5.179 *PPG 7 emphasises the conservation of the appearance of buildings, reasons why re-use might not be appropriate and refers to controls on abuse when proposals to re-use relatively recent buildings are considered. These policies are considered consistent with the advice in *PPG 7, particularly para 2.15 and Annex D.

5.180 This Plan and the Structure Plan provide a very positive framework for diversification with limited restrictions on the re-use of farm and other countryside buildings. It must be stressed that the general intent of the policies is to provide an additional opportunity for income for farmers, not to provide a carte blanche for major commercial operations as a replacement for farming. The latter approach is not considered compatible with the need to protect the countryside from unsuitable larger scale developments (see policy on agricultural diversification).

5.181 It should be perfectly clear that in the context of the re-use of more modern buildings in farm building complexes, the Local Planning Authority will use the same criteria as for any other industrial and commercial proposal. If the building is poorly sited, of unsuitable construction, unattractive, cannot provide sufficient parking or service areas, etc. then approval may well not be forthcoming. It may, therefore, be in the interests of farmers, when they consider new agricultural buildings, to take account of a possible future need to use the building for some other use (see Policy 51).

5.182 It should also be noted that where changes of use to holiday accommodation are considered, agreement will be sought to ensure that Policy 63 is complied with.

IMPLEMENTATION

5.183 When planning permission is granted under these policies, for the change of use of a building, applicants will normally be advised that no demolition of parts of the building, other than that explicitly identified in the plans and material accompanying the application should take place without the consent of the Local Planning Authority. Applicants should take special care to avoid accidental damage. The attitude of the Local Planning Authority to the rebuilding of demolished buildings or the re-use of materials as may be reclaimed from the demolished building to build largely new buildings will depend on the circumstances of each individual case but clearly for new buildings in the countryside, Policies 3, 6, 76, as well as the policies in this chapter of the Plan, will be relevant. Attention needs to be drawn to the definition of "derelict" at the end of this chapter. In the countryside changes of use to buildings of unsound construction without four walls (or three walls if the building were designed as such) and largely watertight roofs, will not normally be considered favourably and will not normally be regarded as a building for the purposes of these policies. This is considered consistent with the advice in *PPG 7 paragraph 37.

5.184 It cannot be stressed strongly enough that one of the prime reasons for allowing changes of use in the countryside is to retain and restore buildings of interest in the landscape and relevant proposals must not only show how this is to be done, but must in practice actually do it. In cases where plans approved are not being correctly followed, the Local Planning Authority will not hesitate to take whatever action is necessary to prevent damage to the features, character or agreed final appearance of the building.

5.185 Definitions

1. Derelict:

Incapable of being used without major works. Not permanently weather-tight. Substantial structural disrepair with major structures demolished or missing (e.g. walls, roof, foundations).

2. Architectural or historic value:

On the national and local list or recognised as worthy of retention by qualified architectural opinion and/or having national or local historical associations which are considering sufficient to require the retention of the building as part of any historical record.

AREAS OF SPECIAL CHARACTER

POLICIES

Policy 35

In certain areas (identified on the Proposals Map and in the Town and Parish chapters) proposals which involve an increase in density of development or other changes detrimental to the character and/or appearance of these particular areas will not be permitted.

5.186 Following the advice of the Government as set out in *PPG 3; Housing and concern about the loss of attractive urban spaces due to what has become known as "town cramming", this policy along with the Building Conservation section and other policies in this chapter will help prevent changes to certain urban sites which currently make a significant contribution to the character of the area through for example their landscaping, open nature, or setting. This approach applies equally to sites within villages. In the areas identified these considerations are considered to outweigh the general support for higher densities contained within the Plan. Where appropriate, tree preservation orders and hedgerow management orders will be made to help ensure the success of this policy (see the Nature Conservation section). This policy expands on the provisions of Policy H6 and H16 of the Cornwall County Structure Plan First Alteration.

POLLUTION, DERELICTION & RECYCLING INTRODUCTION

5.187 The Environmental Protection Act 1990 defines pollution of the environment as:
"the release (into any environmental medium) from any process of substances which are capable of causing harm to man or any other living organisms supported by the environment".

5.188 This section of the Plan deals with air pollution, contaminated land and noise. Policies related to pollution of water systems are contained in Chapter 12 (Utility Services).

NATIONAL GUIDANCE

5.189 The Government attaches great importance to controlling and minimising pollution. The Government's White Paper 'This Common Inheritance' states that the government will apply policies to:

- prevent pollution at source
- minimise risk to human health and the environment
- encourage and apply the most advanced technical solution and
- apply a critical loads approach to pollution in order to protect the most vulnerable environments.

5.190 The Government's PPG on Planning and Pollution controls (*PPG 23) reinforces this approach, based on the concepts that the polluter pays and that pollution issues are addressed on a precautionary principle. Among the recommendations of the PPG for consideration in the preparation of local plans are:

- The need to identify sites for developments which have the potential to pollute.
- The need to separate potentially polluting and other land uses.
- Consideration of the environmental consequences of former land uses, such as land that may be contaminated.

5.191 The need to promote recycling is increasingly being recognised. In its White Paper "This Common Inheritance" the Government set a goal of recycling 25% of refuse by the year 2000.

5.192 Applications for development associated with the deposit, treatment, storage, processing and disposal of refuse or waste materials are dealt with by County Planning Authorities. The Borough Council also has some responsibilities for waste related planning applications – namely development for its own purposes and conversion of existing buildings to waste related activities.

5.193 Policies W1, W2, W3, W4 and W5 of the Structure Plan provide strategic policies for waste disposal. More detailed guidance is provided by the Waste Local Plan. The County Council also has a significant role in the context of this chapter as the Minerals Planning Authority which has implications regarding dereliction and China Clay Tipping (see section on Minerals Planning Chapter 3).

THE BOROUGH COUNCIL'S APPROACH

5.194 In line with the sustainable development objectives of this Plan, the Council places considerable importance to the minimisation of pollution, recognising its obligations to protect not only the local environment, but in tackling global environmental issues. The policies on Energy Use (Chapter 4) and Transportation (Chapter 9) contained in this Plan are complementary to those in this section. In addition, the Council has produced a recycling plan, which contributes towards the Government's commitment towards recycling.

5.195 In respect of derelict and contaminated land, especially that which has resulted from former mining activity, the Council has adopted a corporate approach to the identification and implementation of appropriate remedial action.

POLICIES

POLLUTION

Policy 36

(1) Permission will not be granted for developments which would cause harm to health, the environment or property or offend human senses from pollution.

(2) Permissions will not be granted for developments which would suffer unavoidable harm to health or property or offence to human senses from pollution.

5.196 The above policy sets out the Council's commitment to taking environmental considerations, such as pollution, into account when assessing development proposals. This policy deals specifically with the forms of pollution covered by the definition in paragraph 5.187.

5.197 The policy is not intended to duplicate the provisions of the Environmental Protection Act; from the planning viewpoint the focus is on the acceptability of the use of the land particularly the compatibility with neighbouring uses. In this respect the policy will apply not only to developments likely to cause harm to neighbouring uses but to developments likely to suffer harm if they are located adjacent to a polluting use.

5.198 Scientific research proves that air pollution can cause sickness and disease such as bronchitis, asthma and cancer, with the elderly and children being particularly at risk.

5.199 In new development the use of Chlorofluorocarbons or CFCs has been extensively used in air conditioning plants and the refrigeration units of buildings as well as in insulation material. Dust can cause problems, as has been experienced at Par Docks from the clay industry. The above policy is designed to ensure that developers have regard to the minimisation of potential air pollution, through the use of the best measures technically and economically available.

NOISE

Policy 37

Development proposals will not be permitted that cause harm from noise.

5.200 Noise can have a serious effect on the quality of life and in certain circumstances be harmful to health. Government advice is contained in *PPG 24 (Planning and Noise). It notes that certain land uses such as residential areas, schools and hospitals are incompatible with high levels of noise.

5.201 Policy 37 is intended to ensure that among other factors, the effects of noise are taken into account when assessing development proposals. Where possible noise generating development should be sited away from people to avoid disturbance. New developments that are noise sensitive should be sited away from sources of noise. In some cases noise disturbance can be reduced by the use of acoustic barriers and the installation of sound reduction and insulation measures. The Council will ensure that no serious disamenity will result from development both from existing noise or future noise (where the development involves a site where noise levels are likely to increase). In some cases the cumulative effect of a number of noise generating uses may need to be considered, and the Council will taken into account the potential disamenity of such "noise creep". The key areas where such conflicts can be anticipated and dealt with are identified in the Town and Parish Chapters, for example by ensuring that new housing is not allowed close to proposed major roads.

ILLUMINATION

Policy 38

Development proposals will not be permitted that cause harm from light.

5.202 Floodlighting may be necessary for some developments, particularly for safety and security reasons. Developers should take care, however, to ensure that schemes which do require floodlighting are effectively designed to avoid the problems of stray floodlighting which may cause disturbance to neighbouring properties. The use of more sensitive lighting can not only help to reduce energy consumption but help to prevent the occlusion of all but the brightest objects of the night-time sky above urban areas. The Council intends to produce Supplementary Planning Guidance to provide guidelines on floodlight provision.

DERELICT, CONTAMINATED AND UNSTABLE LAND

Policy 39

Development proposals, on sites of actual or potential contamination, will not be permitted unless from the carrying out of a detailed site survey and analysis to determine the amount of hazardous substances present in the soil, and the underlying geology of both the application site and the immediate area surrounding, appropriate precautions, either to remove the contaminating substances or render them harmless to peoples health and safety and the environment, can be satisfactorily implemented.

Policy 40

Development proposals on land which has been identified as unstable, or is considered to be potentially unstable, will not be permitted unless it can be shown, from a detailed stability report describing and analysing the issues relevant to ground instability, that remedial action, where appropriate, can be satisfactorily implemented.

5.203 Restormel contains much derelict land, although that in the china clay area escapes official recognition as such due to its operational status. In addition, the Borough's metal mining history has left a significant legacy of former mine workings, whilst other past activities, such as waste disposal and manufacturing, can leave similar problem areas.

5.204 Not all such areas will need remedial work, some will have naturally regenerated and be of nature conservation value, other areas may be worthy of protection for reasons of archaeological or geological interest. The re-use, however, of derelict land, particularly in urban areas, can improve the quality of the environment and reduce the need to use green field sites.

5.205 The Borough is within a Derelict Land Clearance Area where 100% grant aid may be made available to reclaim derelict land. There are also small grants available to tidy up other sites which spoil the appearance of the area. The Council has a strategy for derelict land reclamation which is complementary to this Plan.

5.206 The Council has successfully reclaimed sites for open space and industrial uses and believes that a continuation of this work will improve the area for residents as well as make the area more attractive for inward investment. The County Council's Derelict Land Strategy and Derelict Land Programme has complemented the Borough's own work in this sphere.

5.207 Under Policy 2 (1) the Council will take a positive approach to proposals which involve the reclamation of derelict sites. The Council is committed to liaison with English Nature, the Environment Agency, the Regional Development Agency and relevant local expert bodies when considering proposals for reclamation or alternative uses for derelict sites.

5.208 In some cases land may actually be contaminated which can present serious threats to health. Care is needed when assessing development proposals on such sites. In Cornwall it has been found that significant amounts of contamination from mercury and cadmium can be found in areas formerly mined for lead and silver, whilst arsenic was a common by-product from copper mining. In some cases, it has been found that toxic gases are capable of travelling from a contaminated site to adjacent ones. This could be a significant factor in assessing old waste disposal sites.

5.209 The PPG on Planning and Pollution controls advises that the best way of minimising any risks associated with contaminated land is to ensure that such sites are identified at the earliest stage of planning. The PPG states that when determining a planning application for land, which it has reason to believe might be contaminated, the local planning authority will need to consider whether the proposal takes proper account of contamination.

5.210 Policy 39 is designed to ensure that in assessing proposals for development where contamination is involved, account is taken as to how such contamination is to be dealt with. Where the Council considers that appropriate measures are not possible permission will be refused. As a precautionary approach is necessary, investigation of all sites where former mining or other potentially contaminating activities have been undertaken will be required before planning permissions are determined. Figure 2 reproduced from the House Builders magazine provides an indication of potentially contaminating uses and contaminants. This list may not be exhaustive and professional advice should always be sought.

5.211 Policy 40 is intended to avoid possible dangers from unstable land. *PPG 14 "Development on Unstable Land" advises local planning authorities to take into account the possibility of unstable land in producing Local Plans. The Council has already produced a series of maps available for public inspection which highlights the area where mining is believed to have been undertaken. These areas should act as an indicator of not only potentially unstable land but also possible contaminated sites. The responsibility for determining the potential contamination or instability of sites will remain that of the developer.

RECYCLING

Policy 41

The benefits of including facilities for the collection of recyclable material, including facilities for use by the public will be taken into account in planning decisions.

Such facilities will be particularly beneficial within the following developments:

- i) Supermarkets and large town centre and district shopping proposals.**
- ii) Industrial development.**
- iii) Housing Estates.**
- iv) Community facilities.**

5.212 Much pollution and contamination can be avoided by efficient recycling of wastes and other materials produced as a result of mans activities. The Council will encourage recycling wherever possible, including the re-use of builders waste generated as a result of demolition in the construction of new buildings. The Council will continue to pursue initiatives itself to promote recycling where possible, and is actively involved in promoting sorting at source, composting and other long term initiatives. Developments where recycling facilities will be encouraged are those where large numbers of people are likely to congregate (e.g. shopping areas, public recreation facilities).

Figure 2: Contamination Checklist

Reproduced from 'The Housebuilder' February 1993

Potential contaminated sites:

- Landfill and other waste disposal sites.
- Gasworks
- Coal Carbonisation Plants and ancillary by-product works
- Sewerage works and farms
- Scrap yards
- Railway land, especially large sidings, depots and breaking yards
- Roads, airports and abandoned war-time airfields
- Docks, canals and abandoned or in-filled port ancillaries ship-breaking yards
- Oil refineries, petroleum storage and distribution sites
- Metal mines, smelters, foundries, steel works, metal finishing works
- Mineral extraction sites not yet infilled (quarries, coal mines, clay pits, tin and china clay mines, etc)
- Glassworks
- Chemical works
- Munitions production and testing sites, war-time installations
- Asbestos works and buildings incorporating asbestos
- Tanneries and fellmongeries
- Paper and printing works
- Industries making or using wood preservatives, herbicides and pesticides
- Cotton and other textile mills and bleachworks
- Metal plating works and yards
- Bricks, potteries and ceramic works
- Nuclear power stations, radioactive storage/disposal installations.

Contaminates that may be encountered

Metals and their compounds:

Arsenic, barium, beryllium, boron, cadmium, chromium, copper, iron, lead, manganese, mercury, nickle, selenium, silver, zinc.

Non metals:

Chloride, sulphide, sulphates, sulphur

Acids:

Hydrochloric, sulphuric and phosphoric

Alkalis:

Caustic solutions

Organic substances:

Phenols, cyanides, hydro-carbons, oils, tarry wastes, pesticides, herbicides, etc

Putrescable biodegradable matters:

Domestic waste, food and vegetable residues, paper, packaging

Miscellaneous materials:

Asbestos, radioactive substances, glass, rubble, coal wastes, pyritic shales, methane.

CHAPTER SIX ACCESSIBLE ENVIRONMENTS

INTRODUCTION

6.1 People with disabilities and other groups with special needs are often precluded from playing a full and independent role in society by the inaccessibility of land, buildings, transport and other facilities in the community.

NATIONAL GUIDANCE

6.2 National Planning policy guidance as contained in Planning Policy Guidance notes is increasingly recognising the contribution that Local Authorities can make towards improving accessibility.

6.3 *PPG 1 General Policy and Principles notes that ... "The development of land and buildings provides the opportunity to secure a more accessible environment for everyone, including wheelchair users and people with other disabilities, elderly people and people with toddlers or infants in pushchairs. Developers and Local Authorities are encouraged to consider the issue of access at an early stage in the design process."

6.4 *PPG 3 on Housing states.... "where there is clear evidence of local need, a local planning authority could include in a local plan a policy indicating that it would seek to negotiate elements of housing accessible to disabled on suitable sites."

6.5 The revised *PPG 6 Town Centres and Retail Development recognises the needs of the disabled. "People with disabilities, the elderly, and shoppers with prams or pushchairs need good access to shops and other buildings and facilities in town centres. Local Planning Authorities should encourage level access to shops, parking for people with disabilities and covered areas close to shops and transport routes. Increasing accessibility demands the provision of seating and other facilities, good pavement design and surfacing materials, the location of dropped kerbs and other pedestrian priority measures."

THE BOROUGH COUNCIL'S APPROACH

6.6 The Council's aim is to improve access throughout the Borough for all sections of society. It is often useful to think not of disabled people but "disabling environments". All of us, at some stage will find our mobility reduced, if not permanently perhaps temporarily as a result of an accident. Even shoppers carrying goods suffer because of tricky steps or difficult entrances. A more accessible environment helps us all to participate in and contribute to all community activities whether as residents, employees or visitors in the area.

6.7 In respect of housing the Borough supports the concept of "lifetime homes" which are built to a standard that brings the maximum long term benefits in respect to adaptability for changing needs and which minimises environmental costs.

ACCESSIBLE HOUSING

Policy 42

The Council will expect that wherever possible residential developments will be designed so that layouts, relationships between buildings, car parks and other public access points meet the needs of people with disabilities.

6.8 The Council is of the opinion that all housing should be built to a standard which can be adapted to be lived in by most people with disabilities and be suitable for visitors in wheelchairs. Housing is seen as a lifetime resource which should be easily adaptable to the needs of occupiers. The census shows that about 13% of residents have a long term limiting illness. For over 75s this rises to about 50%. The recent Borough Housing Needs Survey (HNS) shows that a quarter of households have a member with a disability and over a third of disabled people were unable to live independently. Government advice states that the internal standards of buildings should be a Building Regulations consideration. Changes to the Building Regulations which came into force in October 1999 extended the provision of regulations M1 - M3 to new dwellings, but not to the extent of requiring the construction of lifetime homes. The above policy only refers to the external relationships between buildings, car parks and other public access points which are a planning issue.

6.9 The Council support and would encourage all residential development to be in accordance with the Access Committee for England's Recommendations Criteria for Accessible General Housing ACE 1/92.

WHEELCHAIR HOUSING

Policy 43

Except for schemes specifically designed as sheltered housing for the elderly or to meet other special needs, the Council will seek to negotiate the provision of a proportion of dwellings suitable for wheelchair users on sites proposed for housing development where a local need has been identified, the site is physically suitable and local shops and services are available.

6.10 Local Authorities are now limited in their scope to provide special needs housing, indeed any housing in significant amounts. In 1991, 82% of new homes in the UK were constructed for the private sector, and so the responsibility to provide for special needs must therefore rest largely with the private sector.

6.11 A national survey by O.P.C.S. (Prevalence of Disability Amongst Adults, report 1 H.M.S.O 1988) found that nation-wide 14% of people aged 16 or over have at least one form of disability. The Borough Housing Needs Survey (HNS) shows that a quarter of households have a person with some disability and over a third of these are unable to live independently. There are large variations in the levels of disability across the Borough. Many of those surveyed who could live independently expressed a need for various adaptations to their homes either immediately or in the next two years. Disability, temporary or permanent, affects most people at some stage in their lives. The intention of this policy is to ensure that, as far as is reasonable, through the planning system, new housing will contribute to meeting the needs of people with disabilities and enable them to live as independently as possible in the community.

6.12 If an increasing proportion of the general stock is designed to a standard which makes this possible it will allow people with disabilities more choice of housing and will make it increasingly unnecessary for people to move if they become less mobile. It will also reduce public expenditure on costly adaptations when people become disabled.

6.13 Housing built to the ACE-standard is ordinary housing which can be adapted to be lived in by most people with disabilities. Overall space standards are the same as for ordinary housing and ACE-standard housing need cost no more to construct. Indeed, the particular design features of ACE-standard housing are desirable and convenient for any potential occupier, not just those with disabilities.

6.14 Another aspect of housing built to the ACE standard promotes the concept of "visitability" and enables people with disabilities to visit freely the homes of relatives and friends thus increasing the opportunity for social integration.

6.15 Wheelchair Housing is housing needed by people permanently confined to wheelchairs. It generally needs to be on one level, and in addition to easy access it has above average standards in order to allow for full wheelchair manoeuvre throughout. As such it will be desirable for any occupier, not solely people confined to wheelchairs. Wheelchair housing should be provided to the standard set out in Wheelchair Housing Paper 2/75 DOE 1975.

6.16 People who use the wheelchairs are as varied in their housing needs as the rest of the population. Very little existing housing, or new conversions are suitable for people confined to wheelchairs. In order to redress the historic imbalance and give people with disabilities a choice of housing of different types of tenures, and to enable more people to remain in their homes if they become disabled, a proportion of new general purpose housing needs to be built to be suitable for adaptation for wheelchair occupants.

6.17 Because there is an additional cost in providing the more generous than average space standards required it is appropriate that wheelchair housing is provided in larger schemes.

6.18 The approach set out in these policies over the Plan period will assist with the implementation of the Care in the Community Programme.

RESIDENTIAL ACCOMMODATION FOR THE ELDERLY, MENTALLY ILL AND MENTALLY HANDICAPPED AND PHYSICALLY HANDICAPPED

Policy 44

Proposals for housing to meet special needs including homes for the elderly, nursing homes, mental care homes and other needs resulting from implementing the provisions of the Care in the Community Act will be permitted where they meet the following criteria:

- (1) The site is reasonably level.**
- (2) Access to roads, public transport and ordinary amenities of town or village life - shops, post offices, Churches, Medical Services and places of entertainment - should be easy and distances short.**
- (3) The site is not a backland site and has an interesting aspect.**
- (4) There is safe access for car parking, ambulances and adequate space for parking, turning and delivery.**
- (5) The proposal will not adversely affect the character of the area through over-intensification of the site by over-development.**

6.19 The number of residential homes and nursing homes has increased significantly in recent years, frequently through the conversion of hotels and guest houses. This growth has largely been in response to locally generated need and is related to the increasing number of retired and near retired people and the level of retirement migration. The growth in private residential and nursing homes generates a significant amount of wealth for local communities and creates a substantial number of non-seasonal jobs - often as high as one job per resident. Nursing and residential homes fulfil an important function within the area by extending the range and choice of housing accommodation. The Government's Care in the Community programme is likely to affect demand over the Plan period.

6.20 In the Newquay area the trend towards restructuring in the hotel industry has increased the interest in the alternative of conversion to residential or other uses. Smaller hotels and guest houses may offer the best prospect for conversion to residential or nursing homes.

6.21 The larger more prestigious hotels also have the best prospects for upgrading and enhanced viability. It is considered desirable to encourage their retention in accord with the Local Plan strategy of encouraging economically favourable forms of tourism.

6.22 It is considered important that institutional accommodation should be provided in ways of most benefit to the occupiers, staff and visitors, for example by avoiding steep sites, remote locations or sites which are too small. Sites should be well related to shops and other facilities and, as such locations are likely to be built up areas, will need to be sensitive to the building conservation policies of the plan and not lead to traffic problems.

6.23 The policies above are considered to be consistent with Policy H14 of the Structure Plan.

6.24 The Local Planning Authority will consult the appropriate registration authority prior to making any decision on homes for the elderly, nursing homes or mental care homes. Developers will be encouraged to consult with the appropriate registration authority at the earliest possible stage in the project.

ACCESS TO PUBLIC BUILDINGS

Policy 45

Applications for the development of new buildings and where practicable and reasonable, alterations and extensions to and the change of use of buildings for public use, including employment, education, recreation, tourism and shopping uses will be required to provide suitable access for people with disabilities as customers, visitors and employees within site layouts, the relationships between buildings, car parks and other public access points.

6.25 Provision of suitable access, parking and toilet facilities to meet the needs of people with disabilities is an obligation (statutory requirement), where practicable and reasonable, for builders of certain buildings according to the terms of the Chronically Sick and Disabled Persons Act 1970. The types of buildings to which the Act applies are buildings open to the public (for example shops, restaurants, hotels, places of entertainment, leisure and community buildings) places of employment, education buildings, and most types of buildings for public use other than residential ones.

6.26 BS5810: 1979 British Code of Practice for Access for the Disabled to Buildings sets out the minimum standards with which access provision should comply. However, these standards are currently being reviewed and developers will therefore be encouraged to design to higher standards which are set out in the Access Committee for England's "Access for Disabled People: Design Guidance Notes for Developers".

6.27 In the case of new building development the requirements of Part M of the Building Regulations, (as revised in June 1992) will apply and there will be very few instances where it is neither practicable nor reasonable to design at least to these standards. With regards to alterations to existing buildings the applicant will be encouraged to fully take account the needs of the disabled.

6.28 The spaces around buildings are within the ambit of planning control. This policy will ensure that account of the needs of the disabled are taken account of in site layouts, car parking and public access points. The provision of accessible buildings is desirable from the moral, economic and sustainable development view- points. In Restormel, the tourism industry for instance needs to provide facilities for as wide a range of the public as possible. People with disabilities should have equal access to holiday facilities of the Borough. This not only makes sense morally but also makes sound economic sense for an industry based on service. The tourist industry cannot afford to ignore the needs of any section of society which might want to holiday in the area. An inability to cater for a member of a party with special needs could result in the loss of a booking.

6.29 In the increasingly competitive international tourism market quality of service is essential if our local industry is going to compete. The Council will encourage improvements in access to existing facilities including beaches, particularly those in Council ownership.

6.30 Easy access to facilities such as shops, parks, libraries, recreation facilities, community facilities and public toilets are an integral component of a more accessible environment, not only to people with disabilities but also to other people such as parents with small children and the elderly. In addition, to access into the facilities themselves, it is important that their location around the Borough relates to the distribution of the residential population in order to minimise journey lengths and increase general accessibility. The Council will use its associated roles as Building Control and Entertainment's Licensing Authority to co-ordinate provision for people with disabilities into and within such facilities and seek the provision of a network of facilities which reflects the distribution of the residential population in the Borough, in order to minimise travel distances and maximise access opportunities for people with disabilities.

ACCESS TO THE COUNTRYSIDE

Policy 46

Proposals for new footpaths and countryside access facilities as well as improvements to existing such facilities will be required to make provision for access for disabled people.

6.31 The ability to gain access to and enjoy the countryside is an essential component of mobility. The provision of adequately designed and maintained footpaths and related facilities can help achieve access for people with disabilities, as well as other members of the community, such as the elderly and people with children in pushchairs. The Council will work to ensure that existing footpath routes, which are currently inaccessible to people with disabilities, are improved and that those pathways which are accessible are maintained. Natural or man-made features will be protected from unnecessary harm.

PUBLIC TRANSPORT

Policy 47

Proposals for the development of public transport facilities will only be permitted where access for disabled people is ensured.

6.32 Many disabled people are either unable to use transport systems or have extreme difficulty in doing so and the Council will therefore urge public transport operators to improve the accessibility of their vehicles and rolling stock. In particular, the Council will encourage the adoption of the specification for buses set down by the Disabled Persons Transport Advisory Committee and will encourage co-ordination between agencies providing transport for people with disabilities.

6.33 The quality of a person's life is affected by how free they are to move about as they please. Consequently, the means of meeting the needs of people with disabilities should be integrated into the forward planning and development of public transport systems. Planned improvements, such as the provision of seating, clearer information and the avoidance of steps would remove many of the barriers facing public transport users and, at the same time, benefit the population at large. On all routes every extra passenger journey will help sustain a vulnerable bus or train service.

TRAFFIC MANAGEMENT AND STREET WORKS

Policy 48

(1) Proposals for development, which incorporate traffic management schemes, will only be permitted where access for disabled people is ensured

(2) Proposals for new and replacement street works and furniture, including pedestrianisation schemes, will only be permitted where they take account of:

(1) People whose mobility is restricted.

(2) People with sensory disabilities.

(3) Personal safety.

(4) Minimising obstructions to wheelchairs and pushchairs.

6.34 Accessible buildings are of limited use if people cannot move between them. This policy seeks to include provision for the disabled in all new traffic management schemes pedestrianisation schemes and streetworks.

6.35 In seeking to improve traffic flows and establish pedestrian areas in town centres, many traffic management schemes have had an adverse effect on the access of disabled people to these centres. In many cases insufficient thought has been given to reserved parking for Orange Badge holders and setting down points for disabled people travelling by bus. In many cases both have been omitted or so far removed from the pedestrian area that it becomes unapproachable for disabled people. While conventional public transport remains inaccessible to many disabled people, adequate provision must be made for the parking of Orange Badge holders and for taxis and mini-buses for the elderly to set down and pick up passengers close to the town centres.

CAR PARKING**Policy 49**

In the case of all non-residential development likely to generate significant levels of traffic, the Council will seek to ensure that parking places of adequate size and number, positioned appropriately close to buildings for ease of access, will be provided for people with disabilities.

6.36 While public transport remains inaccessible to many disabled people the private car is the only means of travelling available. Bearing this in mind, the provision of car parking specifically designed, located and reserved for people with disabilities is considered essential. The criteria for provision of such spaces are set out in County guidelines which are under review to ensure consistency with PPG 13 (see Policy 79).

SECURE ENVIRONMENTS**Policy 50**

The council will seek to ensure that new development provides for a safe and secure environment through design, layout, lighting and landscaping, consistent with development plan policies to preserve and enhance the environment.

6.37 Good design can reduce the opportunities for crime. This does not mean the development of a fortress mentality; large fenced areas with video cameras, although sometimes necessary can be alienating as well as unattractive. Careful attention to detail can, however, eliminate dark secluded spaces, increase public policing through overlooking and make public areas safer, particularly for children, women, the elderly and those with mobility problems. Planning guidance on Planning out Crime is contained in Circular 5/94 which notes the Planning system is one of the important factors in crime prevention. The circular states that crime prevention is capable of being a material consideration when planning applications are considered.

CHAPTER SEVEN EMPLOYMENT

INTRODUCTION

7.1 In order to put forward policies and proposals for employment some understanding needs to be developed of the sorts of jobs people have, and trends in total and sectoral employment, as well as unemployment levels and the relationships between home and workplace. This picture has to be set in the context of other factors and not looked at in isolation.

7.2 Many of the problems of the towns and villages can only be addressed by relating employment to housing provision and this means accessibility to housing in terms of cost and tenure not just numbers.

7.3 This section therefore needs to be read in conjunction with that on housing. It is clear from historical analysis and more recent research that towns and villages in Cornwall, and to no less extent within the Borough, are not the same as the convenient Anglo-Saxon stereotype. The nature of the settlement pattern in the area is of small towns and villages, many of a dispersed nature relatively close together and with social and economic linkages. Although self containment of villages and towns has thus never been quite the same as in some other rural areas, if sustainability is to be a prime objective, some degree of self containment needs to be encouraged.

7.4 Environmentally sustainable employment would be expected to have the following characteristics:

- (1) Local Trading which minimises the CO₂ emissions from travel to work and the transportation of raw materials, goods and services.
- (2) Environmentally sensitive production practices which maximise longevity of products and recycling and minimises pollution.

7.5 In the context of land use planning the major scope for influence is confined to objective 1) although the location of polluting land uses is covered in the environmental chapter. The objective of reducing the CO₂ emissions from transport has to be addressed in the context of economic changes outside of land use planning control. Planning policies therefore need to be developed which are robust to reflect the uncertainty of economic change.

7.6 Given the existing structure of settlements, the most practical way of achieving sustainability objectives is to provide for balance of jobs and homes in the towns and larger villages which have a reasonable range of facilities, which have good potential for the future enhancement of public transport links and which mean potentially reduced car usage. Mixed uses should also be encouraged with suitable safeguards to protect amenity. Government policy in PPG 4 and elsewhere supports policies which encourage business development in these ways.

7.7 The employment and housing policies in this Plan are thus consistent with each other and aimed at retaining towns and villages as balanced communities where there continues to be a relationship between one generation and the next and between provision of jobs and homes.

7.8 In this context the main objective of the employment policies in this Plan is to reduce unemployment and strengthen and diversify the employment structure in line with the Council's corporate objectives set out in the annual Economic Development Plan.

TRENDS IN EMPLOYMENT AND UNEMPLOYMENT

7.9 Between 1981 and 1991 the local economy broadly reflected the national picture of a move into recession with peak unemployment in 1986/7, a shift out of recession to 1990 and sharp increases since. 1993 unemployment levels have returned to those of 1986/7, though since 1993 there have been small improvements.

7.10 Employment in the Borough increased by 17% between 1981 and 1991 roughly the same as population growth but this overall figure disguises a virtually stable level of full time employment (-1%) and a large increase in part time employment (+94%). The numbers of self employed have increased by over 42%. This large increase is considered to conceal a large amount of under employment as many self employed people are not able to take a proper income from their business in present economic conditions. The pattern between male and female is also illuminating. Male full time employment has decreased (-8.7%) and female full time employment has increased (+20%). In simple terms, women now make up a much larger part of the local workforce (41%) compared with 1981 (35%). This trend from male full-time employees to female part time ones goes back at least to 1971.

7.11 It is considered that whereas the trend towards increased self employment will slow down as potential opportunities become saturated, the trend towards greater part time working and higher female activity rates will continue over the Plan period. It is also anticipated that service sector jobs will increase relative to mineral and manufacturing jobs.

7.12 The changes in employment vary from area to area. Census data shows a 31% increase in employment in Newquay between 1981 and 1991 compared with just over 3% in St Austell, but this disguises a very volatile pattern in

Newquay where employment declined from 1981-7, grew rapidly to 1989 and has dropped since. The Newquay area is heavily dependent on tourism which puts the Borough consistently amongst those with the highest seasonal variation in unemployment when all districts in the UK are compared.

7.13 Manufacturing industry makes up under 4% of employment in Newquay and 14% in St Austell. Mining and related industries (Newquay 1.4%, St Austell 16.7%) and retailing/ tourism/distribution sectors (Newquay 55.2%, St Austell 24.7%) further illustrate the diverse nature of the local economies.

7.14 Between 1981 and 1991 the proportion of the workforce employed in agriculture, mining and manufacturing fell, that in distribution, catering and other services increased. In 1991 unemployment was relatively high in some manufacturing sectors and construction and relatively low in the other services including the public sector. As might be expected unemployment is higher amongst poorer social classes.

7.15 Clearly, the Plan cannot apply exactly the same policies to the two towns or the smaller villages and rural areas where detailed patterns are probably even more varied.

7.16 Whilst Newquay has always been identified as a Development Area, the status of St Austell has varied over the last twenty years or so. Development Area status was removed in the 1980's, but Intermediate status was re-introduced in 1993. During the second half of the 90's the whole of Cornwall was within the European 5b area. The start of the Millennium will see increased opportunities for investment to improve the economy with the award of Objective 1 status.

GENERAL POLICIES

Policy 51

The following site design standards and guidelines will be applied to new industrial and commercial development, including agricultural development:

- (1) Substantial areas of landscaping and screening will be ensured between new industrial areas and housing areas.**
- (2) Land allocated or reserved for expansion, but not currently being developed shall be maintained in a form appropriate to the location.**
- (3) Waste and refuse shall be properly screened.**
- (4) Storage, vehicle servicing and loading areas shall be provided separately from parking areas and shall be screened.**
- (5) The size and position of buildings and the choice of materials should reflect the character of the area in which the development is situated.**
- (6) New farm buildings should be located within or adjacent to existing farm building complexes unless operationally necessary to be sited elsewhere.**

7.17 It is helpful for developers to be aware of the Council's standards and principles at the earliest possible stage in the design process, particularly where developments are proposed in existing buildings in villages, on infill sites close to houses, or in open countryside; for example, tourism developments or industrial units built in accordance with Structure Plan Policy E9 or E10.

7.18 Landscaping is essential for many industrial and commercial developments. The Council's requirement for landscaping is also covered in Policy 6 of Chapter 3. Clause 51(1) will ensure that no disamenity is suffered by neighbouring residential areas from industrial developments. The Council will seek to ensure that all landscaping will be maintained restored and replaced by site occupants as necessary. Parking provision for industrial and commercial developments is covered by Policy 79.

7.19 The policies in the pollution section covers the concern that developments should not cause harm to neighbouring uses. In particular Policy 37 deals with the concern that developments should not cause harm from noise. In the context of business developments details of noise levels and types of machinery may be required before planning applicants can be determined.

7.20 Farmers should be aware of the above requirements when considering the re-use of farm buildings and the construction of farm buildings which may be required for non-farming uses in the future even when the erection of such farm buildings does not need planning permission.

7.21 This policy is considered necessary to ensure that new developments are good neighbours to existing development, to each other and to undeveloped countryside.

INDUSTRY, WAREHOUSING AND OFFICES

INTRODUCTION

7.22 Government policy for allocating land for industry and commerce is set out in *PPG 4 and *PPG 12.

7.23 Policies should provide for choice, flexibility and competition. In allocating land for industry and commerce, planning authorities should be realistic in their assessment of the needs of business. They should aim to ensure that there is sufficient land available which is readily capable of development and well served by infrastructure.

7.24 Government policy requires sustainability factors to guide location of new employment uses and to this end stresses energy efficient locations, mixed uses and other factors consistent with this Plan's overall objectives and policies.

7.25 The Structure Plan stresses the small proportion of jobs which are located on sites allocated in plans and how in the future, the majority of jobs will continue to arise in locations not specifically identified.

7.26 Policy E2 and the related justification seek to redirect employment land away from peripheral sites on major inter-urban roads to sites closely related to the main towns. This approach is also consistent with this Plans approach.

7.27 The key objectives of industrial policy in this Plan are:

- to provide further full-time jobs
- to provide for industry on sustainable sites which minimise adverse affects on the appearance, agricultural and conservation value of the countryside and which are energy efficient
- to increase the proportion of total employment in the manufacturing sector
- to maximise grant aid for industrial, warehousing and office development
- to ensure a high standard of design and layout of new development.

7.28 The Structure Plan suggests about 80 hectares of land for business and industrial use over the period 1991 - 2011 for the Restormel area. This allows for about 4.25 hectares per annum compared with 4.6 hectares per annum in the previous Plan. This figure is, however, about twice the rate at which land has been developed since 1976.

POLICIES

EMPLOYMENT STRATEGY

Policy 52

54 hectares of land are proposed for business, industrial and warehousing use, broadly distributed as follows:

St Austell	27 (hectares)
Newquay	15 (hectares)
Other key towns and villages	10 (hectares)
Rest of Borough	2 (hectares)

7.29 Details of proposals for individual sites are set out in the relevant area chapters. Since the base date of this Plan, small schemes at St Dennis and Trethewel have been completed. Clearly, however, for what will be prime new business development for the area, full attention will need to be paid to quality of design and layout, particularly where sites are next to residential areas. Landscaping will need to be provided as set out in Policy 6.

7.30 Land proposed for development is greater than the Structure Plan figure for the following reasons:

- To provide a greater choice of reasonable sized sites
- Ownership constraints. Much of the land in St Austell is in one ownership
- Development constraints. Some of the sites are classed as derelict or are potentially derelict and development may depend on availability of Land Reclamation Grant or other public sector funding
- Some sites are dependent on proposed strategic roads which may not be available within the Plan period
- Most of the large sites with planning consent are not located in the two main towns and thus are not consistent with the Plans sustainability objectives.

7.31 The Inspector's Report into the Restormel Local Plan recommended the deletion of the sites previously identified at Burngullow, Quintrell Downs and adjacent to Newquay Airport and called for a re-appraisal of the employment provision particularly to provide additional sites near St Austell. Two new sites have been identified at Trewoon (St Mewan Chapter) and north of St Austell off the North East Distributor Road. The Inspector did accept however the strategic case for employment provision above the structure plan level.

7.32 Definition. References to Business, industrial and warehousing use includes uses within classes B1, B2 and B8 of the Use Classes Order only.

RETENTION OF KEY EMPLOYMENT SITES

Policy 53

Proposals for the redevelopment, upgrading or improvement of the existing key business, industrial and warehousing estates, sites and buildings identified on the proposals map and in Parts 2, 3 and 4 of this plan will be permitted providing that:

- (A) The new uses are primarily employment uses.**
- (B) the proposal will not harm the living environment of any surrounding residents.**
- (C) the proposals do not conflict with policies for shopping development.**

EMPLOYMENT SITES IDENTIFIED FOR REDEVELOPMENT TO OTHER USES**Policy 53A**

Proposals for the redevelopment and/or change of use of other existing business, industrial and warehousing sites and buildings identified on the proposals map and in Parts 2, 3 and 4 of this plan to non-employment uses will be permitted.

ENVIRONMENTAL IMPROVEMENTS**Policy 53B**

The Council will seek to improve the appearance of all business, industrial and warehousing estates, sites and buildings focusing on those within or adjacent to residential areas.

7.33 Policy 53 is aimed at retaining employment uses in sustainable locations and improving the environment for surrounding residents and employees with the added bonus of making the area more attractive to inward investors and providing a better image. Sites and buildings that become surplus to the China Clay industry could provide for diversified employment in some villages. Several such initiatives are in hand. The priorities for the application of this Policy are identified in the relevant area chapter and shown on the proposals map.

7.34 Policy 53 will generally apply to existing industrial estates and older industrial estates where investment to improve or redevelop them over the next ten to fifteen years is desirable.

7.35 Where these sites are important for local industry and employment, reuse for housing or other uses should not be permitted, unless alternative land over and above that defined in Policy 51 and relevant area proposals is made available in at least equally sustainable locations in the same local area (see policies in the Housing section also). Some sites may contain buildings which should be kept and restored as part of the upgrading process.

7.36 There is concern that the visual appearance of even the more modern industrial estates leaves something to be desired. The Council will in future place a greater emphasis on design (see Policy 51). In existing estates and areas, planning conditions relating to landscaping will be vigorously enforced and, by agreement with tenants and freeholders, schemes to improve landscaping and building appearance will be drawn up possibly including financial contributions from the Council.

7.37 Mixed use developments are acknowledged to bring benefit in terms of a more diverse environment, increased security and in some cases a reduction in the need to travel through bringing employers and employees closer together. This Policy recognises these benefits but also recognises that older industrial sites will often have been developed in an era when the concerns regarding the impact on neighbouring uses were less well expressed and aims to improve the relationship between housing and employment sites over time.

7.38 Policy 53(A) recognises that in some cases, redevelopment for employment purposes may be on balance undesirable. In such cases owners will be encouraged to relocate the industry, if it still exists, to other at least equally sustainable sites, releasing the sites for other uses. The Council may seek affordable housing on some of these sites given the needs identified in Chapter 8.

7.39 In some cases Policy 53 will apply to redevelopment of sites for retail uses which can themselves be significant employers. In addition to this Policy the shopping policies of this Chapter (56 - 61) provide more specific guidance. The priorities for specific sites where Policy 53 or 53(A) will apply are identified in the area chapters and on the proposals map.

7.40 For existing employment estates, sites or buildings not identified on the proposals map the Council will consider development proposals on their merits in relation to other development plan policies.

Areas to which Policy 53 will apply

Sites covered by specific policies Parts 2, 3 & 4	Other key sites
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SA9/11 (St Austell)	Bugle Estate (Rosevear Road)
SA39 (Charlestown)	Trethowel Estate
SA48 (St Blaise)	Indian Queens Estate (school)
SA55 (Tywardreath)	Indian Queens Estate (pp site)
	St Dennis Estate
	Drinnick
	Whitecross Estate
N13	Fowey (Windmill) Estate
	St Columb Major (Estate+ pp site)
	Lostwithiel (Great Western Commercial Village)
	St Stephens (Craft Workshops)
R47 (part) (Roche)	St Stephens (Gwindra)
R67 (part) (St Columb)	Burngullow (Dries)
R84 (St Columb Road)	Holmbush Industrial Estate
R110 (High Street)	Treloggan Industrial Estate
	Roche Victoria Industrial Estate
	Trezaize

OFFICE DEVELOPMENT

Policy 54

(1) Proposals for non-ancillary Class B1 and Class A2 office developments will be permitted within the defined town centres and district centres and any new district centres provided over the plan period.

(2) Small scale office developments in Class B1 will be permitted within residential areas subject to:

(A) Parking and access standards being met.

(B) The proposals not harming the living environment of any surrounding residents.

7.41 There is considered to be a substantial scope for office space in the Plan area. The encouragement of such uses in town centres and district centres, as well as on new business parks and other developments related to Policy 52 and in areas to be improved under Policy 53, will help meet the objectives of diversifying employment and reducing seasonality. Office uses play an essential role in providing a variety of jobs and services in the community. The appropriate place for large developments and those in class A2, which will generate large numbers of visiting clients, is generally on specialist sites or in town centres and not normally in residential areas or elsewhere where encroachments lead to a detrimental change in character and problems of traffic movement and parking. Policy 9 will, therefore, be important in considering proposals. Clearly, small scale office developments not involving many visitors, mainly in converted houses and other buildings, are an extremely useful part of the local economy. The benefits of mixed uses have been identified elsewhere in this plan (see paragraph 7.37). This policy also recognises that such development can usefully add to the provision of employment in sustainable locations. Clause (B) adds the rider, however, that such developments should not cause harm to the living environment of local residents. The Council's policies in the pollution section, which include noise and light, will also be relevant.

CONVERSION OF LARGE HOUSES TO OFFICES

Policy 55

Proposals for the change of use of large houses and other buildings in their own grounds to offices and related uses will be permitted subject to:

(1) Parking and access standards being met.

(2) The proposals not prejudicing policies for the conservation of the countryside or introducing an unacceptably intensive use in a generally quiet area.

7.42 Large houses in their own grounds can form a suitable base for small and medium sized office or research based organisations and can ensure the retention and conservation of historic buildings. Where such houses are in open countryside the Council will need to assess proposals very carefully against the countryside and energy policies in this Plan and the Structure Plan. Proposals which would generate large amount of traffic, particularly if it was of non-local nature, would not be supported by Policy 9. In some cases, the balance of policies and other material considerations may rule against permission being granted. The section of this Plan on the re-use of buildings is also particularly relevant. Offices now form part of the Business Class (B1) which includes light industry. In the specific circumstances of what will generally be houses of some character, it is not considered that light industry would be appropriate. This is, therefore, the one type of case where it is felt an agreement is required to restrict the operation of class B1.

7.43 Developments for re-use of large houses will also, in many cases, have to be considered against the Building Conservation Policies of this plan (Policies 31 to 35) particularly where the development involves a listed building or is part of a Conservation Area. Some may be identified as Historic Parks and Gardens in which case Policies 29 and 30 will apply.

SHOPPING

INTRODUCTION

7.44 National planning policies for retailing are set out in the new *PPG 6. This PPG puts greater emphasis than before on the need to maintain the vitality and viability of town centres and emphasises the role of the town centre in development patterns that minimise the need to travel and promote choice of public transport to help keep down carbon dioxide emissions. Clearly the role of the town and village centres is much wider than purely shopping and this and other aspects of *PPG 6 are reflected in the policies in this Plan.

7.45 The Structure Plan contains a thorough starting point for the development of local plan shopping policies. The main provision of the Structure Plan set out in Policies SHOP 1, 2 & 3 to which the Local Plan needs to broadly comply are:

- Priority to maintaining vitality and viability of town centres and encouraging new shopping development in or adjoining town centres
- Emphasis on accessibility by a choice of means of transport.
- Maintaining town centre environments.
- Retention and enhancement of shops and services serving local communities.

7.46 The main objectives of this Plan regarding shopping are:

- To define the prime shopping areas in St Austell/Newquay and control the loss of prime frontages to other uses
- To encourage new shops in the town centres
- To define more precisely the controls over out of centre shopping development
- To identify and promote traffic management and environmental improvements in town centres and larger village centres which are consistent with the plans sustainability objectives
- To promote and encourage better design of shop fronts
- To promote retail development aimed at the all year market not just tourists
- To consider the need for sites for new large food stores and propose sites for shopping redevelopment and make proposals and policies for new retail warehousing provision if necessary.

7.47 Detailed policies and proposals are set out in the relevant area chapters.

TOWN AND DISTRICT CENTRES

Policy 56

Proposals for new shops within the defined town centres, the defined district centres of Mount Charles (St Austell,) Chester Road (Newquay), Lostwithiel, Fowey, Mevagissey, St Dennis, St Columb Major and Roche, and any new district centres provided will be permitted.

PRIME SHOPPING AREAS

Policy 57

Within the defined prime shopping areas of St Austell and Newquay and within existing district centres and any new district centre provided, proposals for change of use and/or redevelopments which would result in the loss of ground floor shops will only be permitted where:

- (1) The proposal will not itself or when taken cumulatively with other recent proposals harm the vitality and viability of the centre.**
- (2) The proposal will not harm the visual character of the centre.**
- (3) The proposal will not significantly harm the amenity of residents or visitors.**

SHOPS OUTSIDE OF TOWNS CENTRES

Policy 58

(1) Outside St Austell and Newquay Town Centres but within the development envelopes of St Austell and Newquay, proposals for shopping development will be permitted provided:

(A) There is a clear need for the development.

(B) There are no suitable sites or buildings for conversion within the town centre.

(C) Consideration is given firstly to sites on the edge of the town centre followed by sites within district centres and finally local centres.

(D) The proposed does not materially prejudice the provision of land for other uses, particularly land retained or allocated for other employment uses, housing, community uses or open space.

(E) The proposal is well located in relation to the main road network and provides the opportunity for the use by pedestrians and cyclists and is accessible by public transport.

(2) Outside the development envelopes of St Austell and Newquay, shopping developments will only be permitted if they would clearly meet local needs and be located within the development envelope of a town or village.

7.48 It is considered necessary in order to maintain the vitality and viability of the town centres, the existing district centres and any new district centre to provide the right balance between shopping and related service facilities such as restaurants, financial and professional services, etc. in the prime shopping areas. The Borough's two main town centres and the district centres are having to compete in a vigorous retailing market increasingly being dominated by regional shopping centres outside of the Borough. For the centres to compete successfully, and to maintain their roles as local, accessible service providers, the above policies are considered important in the context of the plans sustainable development objectives. The traders in both the towns have advised the Council of these concerns and their wish for the town centres to be turned round. It is considered that the current level of non-shopping uses in the prime areas should not be allowed to get higher.

7.49 The policies need to be seen in tandem with the Council's efforts, in partnership with others through the two town fora, to regenerate the two town centres with positive action. Policies 57 and 58, along with other policies, are intended to help with this in a positive measurable way consistent with Government advice and the rights conferred by the General Development Order by allowing non-shopping uses but in a way which prevents such uses dominating the centre. Wherever possible, non shopping uses will be encouraged to locate in secondary shopping areas in other parts of town centres.

7.50 The town centres and the prime shopping areas and the existing and proposed district centres are defined on the proposals map so that the application of Policies 57 and 58 is made clear. There is no scientific way of making decisions about such boundaries. The boundaries were chosen taking into account the predominant uses in the area, location of car parks and other transport facilities and areas where the expansion of town centre uses might be appropriately located in the next ten to fifteen years to meet the demands of a growing population.

7.51 Developing policies for the Local Plan necessitates taking a broad view within the constraints of Government policy on how development ought to be encouraged and what aspects resisted to ensure, as far as possible, that town and district centres remain vital and viable. Retailing is changing in response to shopping habits and this change is inevitable. It must, therefore, be properly planned.

7.52 There has been a steady progression through supermarkets to superstores. As the size of buildings and their associated car parks increases, so it becomes increasingly difficult to accommodate them in town centres, particularly those with an important historical or architectural character and because of desires to reduce traffic penetration and congestion.

7.53 Unfortunately not everyone benefits. For example, whilst some smaller shops and shops in larger villages manage to compete successfully, particularly by operating long hours and being close to home, many have lost substantial trade to superstores. Traditional town centre operators have been replaced by the larger DIY furniture and similar stores outside the town centre. On the consumer side large out-of-town centre stores are of more benefit to the affluent than those on lower incomes and without a car. The numbers of shops in small villages have decreased.

7.54 The big fear about developments outside established centres is that some of the more important shops in the existing centres will be forced to close down. If this were to happen, a critical point could be reached where the economic viability of some centres could be undermined. This would result in an increase in the number of vacant shops, the neglect of historic buildings and overall loss of attractiveness. If such a spiral of decline became established in a particular centre, it would be difficult to reverse. Government policy in PPG 6 has now recognised this risk more fully and hopefully proposals likely to add momentum to such a process will be easier to resist.

7.55 Yet the pressure for change is likely to continue to grow as much of the public and the major retailers demand superstores and out-of-town centre shopping in general. In addition, a number of general policies intended to restrict all types of development which would harm the countryside will be applicable. Some retailers are going back to in-town stores, preferably on the edge of town centres, and this trend can be directed using these plan policies. There also

appears to be a concern by superstore operators to take account of the wider social impacts of their proposals in framing them. Clearly, in the right place superstores can function as district centres in their own right or with associated facilities. This plan does not, therefore, rule out out-of-town centre stores.

7.56 The analysis of convenience shopping (food - day to day) undertaken for the development of policies in the Local Plan and updated for the Local Plan Inquiry, indicated that there would be scope for the equivalent of one large new superstore in St Austell plus some other new convenience business in net terms by 2011. Since that analysis the new Tesco superstore has opened.

7.57 Given that the projections have been based on maximum population growth and conservative assumptions about growth in turnover per square foot, it is considered that they form a reasonable basis for the Plan period as the maximum likely requirement.

7.58 There is sufficient space in the Newquay area for the Plan period for convenience businesses, particularly given the constraints on the early development of the growth area and recent developments built (Safeway & LIDL). Retailing will be re-assessed as part of a future Local Plan review.

7.59 Major proposals for new stores will need to be backed up by traffic impact studies and studies to show retail impact, in particular on town centres in order to assess proposals against Policy 58.

7.60 From the analysis of comparison goods shopping (in broad terms items not bought on a day to day basis), and assuming current spending and floorspace are broadly in balance, the potential growth in spending power is over £70 million per annum by 2006, (or more if outflows to Truro and Plymouth can be trimmed back). Clearly, without promoting the Borough towns and providing attractive opportunities for investors, much of this growth may find its way to Plymouth. Growth in Truro may, however, be limited by potential traffic constraints in the longer term. There is scope, therefore, over the Plan period for substantial growth in comparison goods businesses.

7.61 Given the need to regenerate both town centres and the large supply of non-food retail warehousing in the St Austell area it is considered that the projected need for net new floor space should be directed broadly towards:

- St Austell town centre/edge of centre
- Newquay town centre
- Retail warehousing in Newquay.

7.62 Recent permissions adjacent to Safeway in Newquay adequately provide for retail warehousing in that town. In respect of comparison goods shopping the Local Plan seeks to allocate land for such shopping in or adjacent to St Austell town centre and promote such development on the sites allocated in the Newquay and St Austell town centres.

7.63 In Newquay the town centre has been undergoing a long term change with a loss of quality shops and an increase in seasonal shops and other non-shopping uses. The Council is anxious to assist the regeneration of the town centre, and there is considered to be scope for bringing more quality shopping back to Newquay, over the next ten years, as the population grows and the pattern of holiday-making changes.

7.64 Outside the two towns, policy is directed at maintaining the 1991 balance in net terms by promoting developments to match any losses to other uses, and meeting district and local need only. Proposals for shopping in holiday centres purely to serve the needs of resident tourists may be permitted as an exception to Policy 58. Policy 104 in Chapter 11 of Part 1 of this Plan (Community facilities) will help prevent the loss of village and other local shops.

7.65 There is considered to be limited scope for retail warehousing developments. Sites already developed in St Austell are extensive and there are outstanding consents in Newquay.

AMUSEMENT CENTRES

7.66 The Council is concerned that amusement centres do not detract from the character of towns and villages, particularly Conservation Areas and areas of local value. In judging proposals in town and district centres the tests of harm set out in Policy 57 will be applied.

7.67 In applying the tests of harm set out in Policy 57 to amusement centres the Council will bear in mind the advice in Annex D of PPG 6.

7.68 Unlike many resort areas in other parts of the country, Newquay and other settlements in Restormel where tourism is a key factor, do not have a seafront area where amusement centres and related uses dominate and where a Local Plan can usefully designate an area for positive development control purposes.

7.69 In other coastal towns and villages, such as Fowey and Mevagissey, amusement centres are few in number or non-existent. These towns have a different character relying on history, townscape and landscapes of national quality

for their attractiveness. Amusement centres would, accordingly, be extremely detrimental to the character of such settlements.

7.70 Outside the primary areas and the district centres the Council is concerned to ensure that proposed amusement centres do not create unacceptable noise and disturbance for residents and others who would normally expect a reasonably quiet environment. Policy 61 on shopfronts will be applied to such proposals. Where an approval is granted, appropriate conditions will be imposed to deal with noise related matters.

SECURITY SHUTTERS

Policy 59

Proposals for security shutters and other similar structures which largely conceal the display windows of shops and other premises outside daily or seasonal opening times will only be permitted where the premises are not in a prominent part of the prime shopping frontage where such a change would be visually detrimental.

7.71 Solid shutters detract from the character of the town centre and worsen the image to visitors and residents alike, particularly in holiday areas when shops are closed in the winter months. For most purposes there are adequate alternative security shutters available with an open structure so that it is not considered necessary to allow such shutters in most circumstances.

TOWN CENTRE ENHANCEMENT

Policy 60

Proposals for the enhancement of the appearance and character of St Austell and Newquay town centres and existing district centres will be encouraged and permitted.

7.72 The Council is keen to see the physical appearance and quality of the town centres and centres of other towns and villages improved. Given the likely continued limitations on public spending in the future, the emphasis must be on encouraging self help by setting a good example and by making small pump priming grants available where appropriate. Developers may be asked to contribute towards such improvements which reasonably relate to their development when planning applications are being considered. (Related traffic management measures are discussed in Chapter 9. The Council has already initiated such projects and grant schemes in St Austell.

7.73 The management of town centres is also important. A coherent approach which couples the policies and proposals in this Plan for attractive pedestrianised spaces, access, parking, environmental improvements and signing as well as selective redevelopment and refurbishment including onsite leisure uses to measures relating to cleanliness, catering, the retail mix, events and promotions is necessary. A strong but realistic stance is needed on refurbishment.

7.74 The improvement to the physical appearance of St Austell, Newquay and the centres of other towns and villages is considered desirable in order to benefit residents, maintain attractiveness to tourists and in the long term enhance the image of towns and villages. Details of individual proposals for improvement are set out in the relevant area chapters. Other schemes on other sites not specifically referred to in this Plan will also be supported in appropriate cases.

SHOP FRONTS

Policy 61

Designs for new shop fronts should be in scale with the building's elevation, preserve the separate identity of any original units and incorporate, design features in keeping with the age and character of the building or its setting.

7.75 Many shop fronts have, in the past, been poorly designed with little consideration for the nature, style and decorative features of the building concerned. The Council intends to improve the appearance and quality of shop fronts over the Plan period. Detailed design guidance on shop fronts may be prepared and as stated elsewhere grant schemes will be used to help with improvements.

TOURISM

INTRODUCTION

7.76 Tourism is one of the major industries within the Borough. With its wealth of beautiful coastline and diverse landscape the Borough provides a variety of attractions with Newquay holding the position as one of the major tourist centres in the United Kingdom. 28% of Cornwall's 4 million visitors stay in Restormel spending an estimated £235

million annually of which £80 million remains in the local economy. Tourism provides employment and opportunities for economic growth. It can also create pressure on infrastructure and cause conflict. Planning policy should seek to resolve these conflicts and create sustainable tourism growth, whilst protecting the environment which the tourist and the resident alike, cherishes.

NATIONAL POLICY

7.77 The latest National guidance on Tourism is supplied by the Planning Policy Guidance note on Tourism (PPG 21). The policy note recognises the contribution Tourism makes to the national economy, but recognises that it often depends on a high quality environment. As such the Government policy is that the tourism industry should flourish and grow in response to the market while respecting the environment.

REGIONAL GUIDANCE

7.78 The Regional Planning Guidance for the South West (RGP10) published in July 1994 emphasises the importance of regenerating traditional holiday resorts noting, however, that such development should not detract from any special historic or architectural qualities of the town or result in unacceptable levels of traffic generation. Policies should protect the undeveloped coastline and ensure, where possible, that tourism development is located within existing urban areas.

7.79 The regional guidance recognises the importance of tourism based in the countryside but notes that this should not harm the high quality environment which attracts visitors.

STRUCTURE PLAN

7.80 The replacement Structure Plan sees a shift in emphasis in the locational strategy for tourism. The new plan no longer proposes Tourism Pressure Areas but place more weight on:-

- the environmental impact of tourism development itself rather than concerns regarding its indirect effects, such as congestion in particular areas;
- the importance of protecting the undeveloped coast; and
- improving the quality of existing accommodation and encouraging the re-use and adaptation of existing buildings to provide new accommodation.

THE BOROUGH COUNCIL'S APPROACH

7.81 The Borough corporate objectives for tourism development, which include the Council's priorities for marketing the area, are contained in the Tourism and Leisure Strategy for Restormel, Appraisal and Policy Statement.

7.82 The main themes of this plan, which are considered complementary to that strategy are:

- To Maintain Newquay's position as a Premier Holiday Resort: Most visitors to Restormel are in search of the traditional family holiday. The Council is committed to enabling Newquay to compete in the tourist market by encouraging investment in appropriate new facilities and improving the quality of the environment.
- Green Tourism: The encouragement and promotion of tourism which reflects the unique and intrinsic attributes of the area. Policies to protect and enhance the natural and built environment will therefore be important.
- Visitor Management: Once the carrying capacity of a tourist destination is reached, diminishing returns set in and a decline in the quality of the experience results. Management techniques are needed to reduce the pressure on infrastructure and to preserve the visitor experience.
- Extending the Season: To provide new tourism opportunities and to increase the security of employment as well as extend the multiplier effect on the local economy, particular in view of the trends for diversification within agriculture.

7.83 In focusing on these themes it becomes clear that common to them all must be concentrating on quality; of accommodation, facilities and of the environment. The Council considers the development of sustainable "green tourism" strategies that involve partnerships between the industry and the community, provide the best approach for ensuring the long term health of tourism in the Borough.

7.84 Sustainable tourism has implications for location. Major new attractions should be located adjacent to existing urban areas to allow ease of access, reduce travel needs and meet energy objectives. In the countryside, the use of public transport should be encouraged as well as relatively benign forms of enjoyment such as walking and cycling. Such an approach will also improve the accessibility of tourism to the elderly, disabled and children as well as encouraging healthy activities.

7.85 Studies suggest that increasingly those looking for the green tourism experience are also of the higher spending bracket, which reinforces the validity of such an approach. Restormel has a lot to offer. The coastal areas and the countryside are well known and must be protected, however, opportunities also exist for encouraging the appreciation

of Restormel's historic and cultural heritage. 1993 was designated Industrial Heritage Year by the British Tourist Association. From its early mining activities, including tin and copper works to the unique china clay industry, Restormel has a lot to offer in its industrial archaeological heritage, as highlighted by the recent report by the CAU on the China Clay area.

7.86 Tourism based around the appreciation of scenic beauty and the heritage of an area provides a quality tourism experience less likely to be affected by the whims of fashion and more likely to be of interest throughout the year. Such an approach offers the prospect of not only strengthening the existing industry but acting as a catalyst for rural regeneration in other areas.

7.87 Newquay remains one of the major holiday resorts in the United Kingdom. In a competitive market the potential visitor is increasingly looking for a good quality environment and a variety of activities. In Newquay the Council will seek environmental improvements and favour the provision of new all weather attractions.

7.88 In other areas of the Borough tourism is on a lesser scale and the potential impact of new development is greater. Future development on the principles outlined above will allow the best to be made of new opportunities without creating undue conflict or pressure.

7.89 In this respect the Recreation Chapter identifies possibilities for new long distance leisure trails as well as circular routes for informal leisure activities related to the major settlements and countryside recreation areas. Long distance routes in particular are likely to offer opportunities for rural tourism as well as countryside improvements (e.g. The Saints Way). The Transport Chapter identifies the potential of the Newquay Branch Line as a tourist attraction, an approach which has already been used to successfully promote other lines in the west country.

7.90 Because the objectives for tourism can be met through a wide range of disparate measures this section of the Plan covers only General Policies relating to holiday accommodation. Other tourism related policies and proposals are set out in the General Chapters on Access (6), Recreation (10), Agriculture (7), Environment and Conservation (5), Transport (9) and in the individual town and parish chapters, particularly Newquay.

THE EDEN PROJECT

The Eden Project was the brainchild of Tim Smit, already famous for his involvement in the restoration of Heligan Gardens. Following his initial idea in 1994 a key project team was put together in 1995 with Nicholas Grimshaw as architects. With a pump priming 'no strings attached' grant in the early days from Restormel Borough Council the project was successful in being selected as a major Millennium Commission scheme with the award of a £43 million pound grant towards a total cost of £86 million. Half a million people visited the construction site in 2000 and the site opened fully in March 2001.

Located in a reclaimed china clay quarry at Bodelva near St Austell, the site covers an area of 15 hectares. The centrepiece of the project is two linked climate-controlled biomes containing humid tropic and warm temperate habitats. The largest of these is 200 metres long 100 metres wide and 47 metres in height – the largest greenhouse in the world.

Exceptional projects of national importance, such as the Eden Project cannot be anticipated in advance by local plans and the planning permission was considered as an exception to normal policies. The Eden Project does, however, seek to promote the same sustainable development objectives that form a key theme in the Restormel Local Plan.

The Eden Project will be an important catalyst for the regeneration of the borough and the Council will be instigating an early review of the local plan to take advantage of these opportunities.

POLICIES

UPGRADING OF HOLIDAY CENTRES

Policy 62

Proposals for better accommodation and facilities at existing holiday centres and caravan sites will be permitted subject to:

- (1) The proposals providing for related environmental improvements.**
- (2) The proposals not prejudicing policies for the conservation of the countryside or introducing an unacceptable intensive use in a generally quiet area.**

7.91 The Structure Plan policies for new tourism development are policies TOUR 1 - 4. This policy is intended to encourage the upgrading of facilities within that framework. New development is permitted but only where pressures on the countryside are not increased and opportunities are provided for environmental improvements. This policy is aimed at preventing further visual intrusion in the landscape. It is flexible because it can allow developments on new sites, for example, where sites much more detrimental to the environment are returned to agriculture. In addition to clauses (1) and (2) of this policy, policies in the Environment Chapter will be particularly crucial in reaching decisions on particular planning applications, (and indeed on any new sites that are proposed). It is not considered appropriate to specify a figure for growth in the number of units as the location of each site and relevant constraints will significantly affect this.

PROTECTING HOLIDAY ACCOMMODATION**Policy 63**

Holiday accommodation must be provided in such a way that prevents it being used as full-time permanent dwellings. The council will seek from potential developers a planning obligation to ensure that this policy is effective when new or upgraded accommodation is proposed.

7.92 There is a concern, borne out by recent applications, that by allowing the upgrading of holiday accommodation, it becomes suitable for year-round occupation. This is fine as regards extending the holiday season but it can then lead to attempts to use such accommodation as normal housing.

7.93 Outside the development envelopes of the towns and main villages this would seriously undermine the long-standing national, county and local policies of restraining housing in the countryside and could well undermine the sustainability objectives of the Plan and housing supply targets and strategy. If an applicant genuinely wishes to build holiday accommodation he would have no real grounds for objecting to an agreement. Where there is perceived to be a risk of residential development taking place via an application for holiday accommodation because there is unwillingness to accept controls on occupancy and/or conditions or agreements are considered to be practically unenforceable, planning applications will be treated as applications for residential development and assessed accordingly.

7.94 Clearly, where accommodation already exists, which is subject to conditions or agreements restricting occupancy in these ways, the Local Planning Authority will not wish to change these conditions or agreements if full time residential occupancy would be a likely outcome. This policy is considered to be consistent with the advice set out in ♦PPG 21, particularly Annex C.

LANDSCAPE OF HOLIDAY CENTRES**Policy 64**

Proposals for the improvement of the appearance in the landscape of holiday centres and caravan and camping sites will be permitted.

7.95 Where upgrading is proposed, improvements in appearance, layout screening, landscape, etc. can be negotiated. Some sites are extremely visually intrusive. It may be possible to negotiate alternative uses for some buildings in line with policies in return for visual improvements including the removal of unsatisfactory buildings and other works. In some cases it may be possible to relocate sites away from sensitive areas, such as heritage coasts. Alternatively, it may be in some circumstances possible to split sites in order to reduce the environmental impact. The quality and visual impact of holiday centres and caravan sites will be assessed and proposals for the improvement of specific sites will be made the subject of supplementary planning guidance. Environmental improvements to holiday centres can not only improve the commercial viability of such sites but may also be able to make a positive contribution to new habitat creation and appropriate management.

CONVERSIONS OF LARGE HOUSES TO HOLIDAY ACCOMMODATION/HOTEL PROTECTION POLICY

Policy 65

(1) Proposals for the conversion of existing houses in the countryside in large grounds into hotel and other holiday accommodation will be permitted subject to the proposals not prejudicing policies for the countryside or introducing an unacceptably intensive use into a generally quiet area.

(2) When considering individual planning applications for change of use or redevelopment of hotels, guest houses or holiday apartments, the Local Planning Authority will have regard to the following criteria:

(A) The location of the premises in terms of its importance as a prime site for tourism purposes

(B) The nature of land uses surrounding the site and whether the premises are within an area where tourism accommodation or tourism uses are the principle land uses

(C) The uniqueness of particular premises from the viewpoint of quality of accommodation and whether its loss would deprive the stock of tourist accommodation of a particular type or quality of facility

(D) The number and quality of bedspaces included in the particular premises the subject of the planning application. In this context proposals involving the loss or reduction of holiday accommodation may not be acceptable

(E) The potential of particular sites or premises for refurbishment or redevelopment to provide an improved level of tourist accommodation and associated facilities. Factors such as location, the nature and condition of the building, space standards, the curtilage of the property and ability to expand the curtilage and its capacity for vehicle parking are relevant factors in the context of this criterion

(F) The effect on the physical character of the building and/or area particularly if in a Conservation Area or Area of Local Architectural and Historic.

7.96 Policy 65(1) gives investors who wish to draw on changing trends in tourism an opportunity to create up-market tourist accommodation without major new buildings. This is particularly important in the countryside because of the possible adverse affects on the landscape of major new buildings. Developments in line with this policy will help retain and maintain houses of architectural and historic interest. The Council is not anxious to support new hotels in the countryside and would rather see investment directed to the upgrading of the best of the existing stock. The key Structure Plan policies for considering new tourist accommodation are TOUR1, 2 and ENV11. Clearly, the general development control policies relating to the countryside and the energy policies will be applicable to hotel proposals (see Policies 6, 9 and 11 to 16) in particular).

7.97 In the mid 1980s there was a concern that hotels, guest houses and large houses in Newquay were being allowed to change use to residential and nursing homes and it was felt that this would adversely affect the tourism industry in Newquay. There was concern in particular about the possible loss of the main hotels. At that time a draft plan of a primary hotel area was drawn up which included areas along Narrowcliff and next to the Killacourt. At a meeting of the Development Committee on 15th January 1985 the following policy was adopted:

"There is a presumption against planning permission for development involving the loss of hotel/guest house accommodation in certain locations close to visitor amenities and facilities and where the predominant land use is that of hotels unless there is an overriding need for the development which could not be met elsewhere".

7.98 The specific areas where this policy would apply were never confirmed and the policy was rarely, if ever, used as a reason for refusal.

7.99 When the Newquay Area Local Plan was being considered in early 1991 it was felt that a hotel policy area or a general hotel policy was not appropriate for Newquay. There was a surplus of serviced accommodation and a severe recession with rapidly rising unemployment. Many businesses were suffering from over-commitments made on the basis of capital appreciation projections during the mid to late eighties. It was considered that there needed to be full opportunities for hotel and guest house owners to create new uses if they were in difficulties. The Local Plan noted that guest houses and small hotels could be used for residential, office or other purposes as a way of providing for housing and employment needs without using greenfield sites. This approach was supported from 1991 through to 1994 in considering the Newquay Area Local Plan revisions and in the Borough Local Plan.

7.100 The main concern has changed and now relates largely to the use of hotels for hostel or other Houses in Multiple Occupation (HMO) uses (see Policy 73 also).

7.101 The Council's Tourism and Leisure Strategy confirms that there is still surplus hotel stock in Newquay and a need for a reduction. The trend to unserviced accommodation and to higher quality serviced accommodation is still there.

7.102 A view has been expressed that the risk of hotels changing to hostel/HMO use is now not so great as a year or two ago as it affects property values and ability to sell. Also, hotels in Newquay are relatively dispersed compared with many other resorts as was found in 1985.

7.103 Permanent residential use, through the use of surplus stock, is a legitimate way of meeting housing needs identified in the Council's Housing Strategy; avoiding unnecessary use of greenfield sites for housing; and providing housing, particularly for poorer people, in sustainable locations with access to facilities and less need for car use.

7.104 The experience of the recession in the late 1980s is that the main hotels are unlikely to be lost through a lack of policy to retain hotels. They have been investing in quality accommodation, staff and training and doing reasonably well.

7.105 Defining an area in which to apply a policy is considered divisive and virtually impossible to justify because of the dispersed nature of the hotel sector in Newquay.

7.106 The long term trends in tourism, generally, and in Newquay, will not be altered by planning policy. The changing pattern and nature of holidays has created the surplus stock and it would not be practical to reverse the situation even if it were considered desirable.

7.107 In respect of 1985's concerns research shows that on balance the retirement economy is of benefit to Cornwall.

7.108 There is, however, considered to be scope for a more general policy aimed at protecting the tourism character of an area or key economic assets of an area. Where such policies have worked on appeal (when changes of use have been refused) it has been the key factors of the character of an area, either in terms of holiday/conservation or in terms of the general ambience, or the economic impact of the change. Detailed evidence is important and quite often this means details of the finances of individual hoteliers and of the economic health of a resort in general. In respect of appeal decisions Inspectors have held that just because one individual cannot run a hotel satisfactorily it is no reason to allow a change of use. The owner may be a poor manager. If a hotel were purchased on the basis of capital appreciation, and not for a real rate of return on a business then the result is a sale at a loss for a price that will enable a proper living to be earned even in poorer times.

7.109 Policy 65(2) is considered to be a practical way of assessing proposals which would involve a loss of holiday accommodation whilst still allowing the tourism industry to adapt to economic changes. Given the need to accommodate current and future likely changes from serviced accommodation to self-catering and the rationalisation of the serviced sector by the upgrading of the more efficient and usually larger hotels and the change of guest houses and some hotels to other uses, it is not considered appropriate to try and resist this process by defining an area within Newquay and attempting to prevent the loss of hotels. It is however considered practical to resist changes which would have a clear adverse physical and economic effect on an area and undermine tourism character. This is a positive approach which will enable the industry to restructure with least economic harm. There are some advantages to the replacement of rundown hotels with flats and/or houses or the reversion of small guest houses to private dwellings. Firstly, the occupiers will be permanent residents and have incomes to spend in the area all year round. Secondly, there is a need to provide houses for single people and smaller families and at relatively low cost, either for rent or purchase and converted hotels may be able to meet some of this demand. Thirdly, such changes of use will add to the stock of dwellings available without infringing on further vital open spaces in Newquay (which are already in short supply) or open countryside.

AGRICULTURE AND DIVERSIFICATION

INTRODUCTION

7.110 The last decade has seen a major reassessment of the role of agriculture within the UK. Three major themes have developed as a result of this examination:

- The recognition that within a European context there is overproduction of agricultural produce.
- The recognition that agricultural activities need to be compatible with the need to maintain a healthy and ecologically diverse environment.
- The recognition that a vigorous and healthy rural economy is essential.

7.111 These requirements have been reflected in recent Government initiatives and with respect of planning policy guidance provided in *PPG 7: (The Countryside and the Rural economy)*.

AGRICULTURE IN RESTORMEL

7.112 The predominant grade of agricultural land in Restormel is Grade 3 which comprises 53% of the total. Land of Grade 1 and 2 is limited and accurate figures do not exist. Notable is the fact that 17% of land is non-agricultural reflecting particularly the impact of mining.

7.113 The farming structure is based around small family farms, with 75% smaller than 50 hectares. Of the 803 agricultural holdings 62% provide employment for less than one full time person, with a total agricultural employment

of 1,708 a figure which has declined by 8% in the ten years between 1981 and 1991. 78.5% of the area farmed is devoted to grassland to support livestock. Sheep numbers have increased by 68% over the period 1981 - 1991 with beef cattle number falling by 1.7% and beef cow numbers increasing by 29%. 18% of holdings are engaged in dairying with the numbers of dairy cows increasing by 3% despite the introduction of milk quotas in 1984. There is significant cereal acreage within the Borough with 14% of the land devoted to corn, usually as part of a mixed farming system to support livestock.

7.114 The predominant grade (71%) of agricultural land in Restormel is shown as Grade 3 in the Ministry of Agriculture's Agricultural Land Classification System.

7.115 Land of Grades 1 and 2 is only about 2.4% and accurate figures for best and most versatile agricultural land (Grades 1, 2 and 3a) are not available. Notable is the fact that 10.2 hectares of the land is non agricultural, reflecting particularly the impact of mining in the Borough.

7.116 The farming structure is based around small family farms, with 74% of units smaller than 50 hectares. The number of holdings has fallen from 837 to 764 in the ten years from 1987 - 1997 and the total labour force has decreased by 10.5% (1750 to 1566) over then same period. 71.3% of the area farmed is devoted to grassland to support livestock. The dairy herd continues to decline: dairy holdings stood at 118 in 1997 (153 in 1987) with the number of cows down from 11,850 to 10,016. This is due to a number of factors, particularly legislation changes, milk quotas, pollution, hygiene etc.

7.117 The beef enterprise has benefited from the reduction in the dairy sector with the beef herd more than doubling between 1987-97 from 2041 to 4,162 cows. The sheep flock has increased slightly with the number of breeding ewes up by 2%. There is a significant cereal acreage within the Borough (4778 hectares - 68% total), usually as part of a mixed farming system to support livestock. There has been a substantial increase in the area of crops which receive the benefit of European support and provide a profitable break crop (eg Linseed) and also other crops such as maize which reflects its increased use for silage production.

7.118 The recent reform of the Common Agricultural Policy (CAP) maintains substantial support for agriculture. However, uncertainties remain over the implementation of the proposals and the effects of forthcoming World Trade Organisation negotiations. More importantly, virtually all basic commodities (including milk, beef, lamb and cereals) are suffering from low prices with no foreseeable prospect of significant improvement. The strength of the pound sterling has encouraged some manufacturers and retailers to buy from abroad: and has made exporting difficult even though other barriers, such as the post-BSE ban on beef exports, have been lifted.

7.119 The industry will need to focus more and more on issues such as marketing, the development of local and regional brands, local added value, and quality assurance schemes to try and improve returns and distinguish their products from imports. European Structural Funds (Objective 1, following on from Objective 5(b)) present an opportunity to make real progress in these fields and are likely, for example, to attract major investment in milk processing in Cornwall which should benefit local dairy farmers. Such grant aid will also help some farmers to diversify into new enterprises and improve their technical and business skills.

7.120 Whether or not the Government introduces an early retirement scheme for farmers, economic pressures seem likely to force increasing sales of small and medium sized working farms. Much of the land will be absorbed by the remaining, more profitable farms looking to spread their costs. It follows that this re-structuring will also accelerate the sale of redundant farmsteads with paddocks to non-farmers looking for attractive country homes, and may also revive interest in barn conversions.

7.121 Changes are also likely to see environmental benefits although much will depend on the implementation of CAP reform and the level of public funding (e.g. for countryside stewardship). There is increasing emphasis on possible links between agricultural support and environmental conditions ("cross compliance"): and interest in organic farming is such that Department for the Environment, Food and Rural Affairs (DEFRA) budget for the Organic Farming Scheme (to help farmers during the period of conversion) is currently over-subscribed.

7.122 Forestry has, like agriculture, been suffering from depressed prices. However, activity supported by Objective 5(b) and Objective 1 (e.g. the Working Woodlands and Woodheat programmes) will gradually improve prospects for some, and bring more woodland into management for timber production and other such uses as recreation. Such activity may also make energy crops (e.g. short rotation Willow coppice and Miscanthus grass) profitable alternatives to cereals and grass.

7.123 Dairy farming will face a period of uncertainty with changes in Milk Marketing. It is likely that more local processors will develop and planning policies will need to reflect this trend. Farmers who stay in dairying could be faced with the need for considerable capital investment in replacement building and dairy equipment and pollution prevention technology. The future for well funded dairy businesses is reasonable, but new markets for milk will need to be created and local added value enterprises may be important.

7.124 Since the autumn of 1992 cereal farming has been effected by the 15% (or 18%) set aside requirement, however, such land can benefit from environmental management conditions which are insisted on by the government.

STRUCTURE PLAN POLICIES

7.125 The Countywide strategic policy background relating to agricultural land is provided by Structure Plan policy ENV8 which seeks to protect from development the best and most versatile agricultural land. Employment policies E8 and E9 & ENV11 set out the County Council's approach to employment provision within the countryside.

THE BOROUGH COUNCIL'S OBJECTIVES

7.126 The Borough Council's objectives are to:

- 1) To protect the best and most versatile agricultural land from development.
- 2) To support a sustainable agricultural production base to the economy.
- 3) To promote farm diversification to uses that:
 - Enhance the rural environment
 - Create employment
 - Require a rural location and make use of the indigenous resources of the area
 - Reflect the sustainability goals of this Plan.

7.127 The first objective is covered by Structure Plan policy ENV18 and Policy 66 below of this Plan. Objective 2 above reflects the Council's recognition of the importance of a sound agricultural base, both for its contribution to the local economy as well as its role as steward of the countryside environment. As such the Council recognises that new buildings will be required but that these should make a sympathetic contribution to the rural environment. The appropriate policies in this respect are Policies 6, 51, 53 and those in Chapter 5, as well as Policy 67 below.

7.128 Occasionally there will be the need for new agricultural dwellings in the Countryside. Policies 68 and 69 of this section seek to ensure that the privileges given to agricultural businesses are not abused by a minority, but that such developments are in the interest of the future of farming as a whole.

7.129 The Council recognises that with the changes taking place within agriculture there is increasing pressure on farmers to diversify. Objective 3 above and Policy 67 below supports such initiatives.

POLICIES

BEST AND MOST VERSATILE AGRICULTURAL LAND

Policy 66

~~Proposals for development on sites not specifically allocated in this plan will not be permitted where they will cause significant losses of the best and most versatile land (Grades 1, 2 and 3a of the DEFRA Agricultural Land Classification) unless the need to conserve such land is outweighed by the importance of the development and lack of alternative sites. Where there is a choice of sites of different classification development should be directed towards land of the lowest classification.~~

~~7.130 Agricultural land is one of the most important environmental stock. The need to promote sustainable agricultural practices lies outside of the scope of land use planning, however, the Local Plan does have an important role in protecting the best agricultural land from development.~~

FARM DIVERSIFICATION

Policy 67

Proposals for farm diversification on sites within farm holdings will be permitted where:

- (1) Maximum use is made of existing buildings**
- (2) New buildings are sited within or adjacent to existing farm building complexes unless operationally necessary to be sited elsewhere**

7.131 Diversification can be defined as new activities different from but related to the farm enterprise, subordinate in scale and in the farms control. Planning *PPG 7 recognises that farm diversification can provide benefits to the local economy and environment as well as maintaining the viability of farm units. Diversification into tourism activities, such as holiday accommodation or the provision of new rural employment units can provide new uses for redundant farm buildings and be complimentary to positive countryside management initiatives.

7.132 The re-use of buildings where the aims of protecting and enhancing the landscape, nature and buildings of architectural interest in the countryside are not prejudiced will be supported. Policies contained in Chapter 5 provide additional policy background for such initiatives. The enhancement of the rural environment is also supported via the

various government schemes such as Countryside Stewardship which seeks to divert land into conservation related uses. The Council supports such initiatives and policy guidance within this Plan is contained in Chapter 5.

7.133 The overall goal of this Plan is to promote sustainable development. As such agricultural diversification should be into activities that generally require a rural location. Diversification into added value activities is one example of an appropriate response but major developments which create traffic would be discouraged under Policy 9 of this Plan which seeks to reduce the need to travel.

7.134 This Plan and the Structure Plan provide a very positive framework for diversification with limited restrictions on the re-use of farm and countryside buildings. It must be stressed that the general intent of the policies is to provide an additional opportunity for income for farmers, not to provide a carte blanche for major operations as a replacement for farming. The latter approach is not considered compatible with the Plan's sustainability objectives and the need to protect the countryside from unsuitable larger scale developments.

AGRICULTURAL WORKERS DWELLINGS

Policy 68

(1) Proposals for agricultural workers dwellings will not be permitted where an existing dwelling serving the holding or closely connected with it has recently either been sold separately from the holding or in some other way been deliberately alienated from it

(2) Before granting planning permission for an agricultural workers dwelling, the local planning authority will request the applicant to enter into a planning obligation to ensure that the dwelling permitted is not sold separately from the holding to which it is proposed to relate

(3) When giving an approval for an agricultural workers dwelling in a situation where existing dwellings occupied by farmers or their agricultural workers exist, are necessary for the proper running of the holding and have no agricultural occupancy conditions attached to them, the council will place an agricultural occupancy condition on the existing dwellings as well as the new one

7.135 These policies are aimed at preventing the unacceptable proliferation of housing development in the countryside by discouraging the disposal of perfectly sound farmhouses and other dwellings to the non farming sector potentially giving rise to the demand for additional modern dwellings, often of inappropriate visual appearance.

7.136 The condition on existing dwellings referred to in Policy 68(3) promotes a proper planning objective, that is the safeguarding of the countryside from the possible future threat of additional house building by ensuring the continued availability of dwellings necessary to support the farming of the area. Whether such a condition is applied will depend on the circumstances of each individual case.

ESTABLISHING NEED

Policy 69

(1) In establishing the need for an agricultural workers farm dwelling, the needs of the farm holding will be assessed not those of the owner or occupier, taking into account:

(A) The viability of the holding

(B) The labour requirements of the farm

(C) The need for workers to be accommodated on the farm

(D) Existing accommodation on the farm, and

(E) The local availability of appropriate accommodation

(2) New agricultural workers dwellings will be required to be of a size commensurate with the established functional requirements of the agricultural unit in question

(3) New agricultural workers dwellings should be located close to existing farm building complexes

7.137 These criteria are the normal ones used in assessing proposals for agricultural workers dwellings and are set out explicitly in this Plan to make it clear to potential developers what criteria will be applied, and in particular to stress that personal circumstances are not normally a proper planning matter. The key element in Government advice which will assist the consideration of proposals is whether the dwelling is essential for the running of the holding or merely desirable.

7.138 Whilst the numbers employed in agriculture continue to decline and the majority of holdings provide employment for less than one person, the pressure for dwellings in the countryside connected with agriculture still exists. In many cases, the proposed dwellings relate to smallholdings where viability is marginal. The trend is for hobby farming and horsiculture. In some cases, the agricultural connection is seen by others as a way of obtaining consent for a dwelling in an area where it would otherwise almost certainly not be permitted. In most cases, the dwellings are relatively large and not of the kind that agricultural workers could normally afford. These circumstances have created and will continue to create problems in the future. Sometimes farming is never undertaken on the smallholding. At other times, where a genuine business is initiated, failure occurs after a short time. In other cases,

conventional farmers find their children do not enter the industry. All of these cases generate applications for agricultural occupancy conditions to be lifted or enforcement action against occupancy by non-qualifying people. In practice, it is not possible to treat such an application in the same way as an application for a new dwelling in the countryside.

7.139 The consequence is a small but growing stock of relatively large dwellings in the countryside where it is difficult to resist the removal of the agricultural occupancy conditions for the following reasons:

- the dwellings are too large and expensive for the conventional agricultural market;
- demand being localised in relation to holdings, they are often not in the right place.

Given the current rules allowing for such dwellings as exceptions to normal policy, problems can only be limited by being extremely vigorous in dealing with future applications.

7.140 This may include:

- Only approving mobile homes on the basis that these can be made the subject of agreements to relocate them if the business is unsuccessful.
- Applying the affordable housing definition to applications on the basis that this would ensure affordability for agricultural workers in the future if the property became available.
- Limiting the size of new dwellings as indicated in Policy 69(2).
- Ensuring that new houses are built in traditional styles close to existing groups of farm buildings so that any environmental impacts are minimised.

The following broad guidelines for assessing the appropriate size of new agricultural dwellings have been adopted by the Council as Supplementary Planning Guidance and are printed here for information.

- a) Basic cottage/bungalow: up to 1,200 sq. ft. – for a second/third worker or first dwelling on a small horticultural unit.
Some allowance should also be made for additional accommodation such as utility/boot room and a small office. Another factor would be whether the proposed occupier is an agricultural worker or an owner.
- b) Cottage/bungalow: up to 1,500 sq. ft. – for a one man farm unit, a specialist worker on an established farm unit or a second/third dwelling for a family worker/partner.
This would appear to be the preferred size of a dwelling for most circumstances.
- c) New/replacement farmhouse: between 2,000 – 3,000 sq. ft. – the main dwelling for an established farm business, with a proven profitability record, to be occupied by the owner/proprietor/manager. Such a dwelling (possibly up to 2,500 sq. ft.) would also be reasonable for a manager/employee of a well established farmer owning many hundreds of acres and employing numerous workers.

CHAPTER EIGHT HOUSING

INTRODUCTION

STRATEGIC BACKGROUND

8.1 The Structure Plan and the latest Government guidance (♦PPG 13 and elsewhere) point to developing more energy efficient land use patterns. This does not imply a general change in Structure Plan policy which has always resisted isolated and over dispersed developments but it does imply a sea change in interpretation. In order to reduce the need to travel and potentially provide more opportunities for people to use alternative transport modes, new developments should be targeted to sites close to jobs and amenities and to public transport nodes and links (actual or potential). This implies a greater concentration on towns and larger villages. The Local Plan attempts to point future land use patterns in this direction but given the high levels of commitments this will take decades to produce significant results and then only if coupled with complementary national and local initiatives.

8.2 The current pattern and level of commitments leads to the conclusion therefore that for a meaningful contribution to be made to moving towards a sustainable development pattern, a change of approach is even more important now.

8.3 Government guidance and the Structure Plan also point to the need to achieve a degree of affordable housing through the Local Plan. Given the need for much of this provision to be social housing for rent, sustainable locations are vital.

8.4 Two kinds of development would be consistent with such sustainable development objectives:

A. Development on currently unidentified sites consistent with general plan policies. Such sites already make a significant contribution to the housing supply and a lot of these are on in-town sites. There may not be enough of these to meet longer term requirements particularly as new plan policies are aimed at retaining key urban open spaces and areas of character and employment sites, or limiting densities as set out in Policies 35, 70, 71 and elsewhere.

- In towns, such sites can vary in size from a single dwelling to forty or fifty dwellings or more where appropriate redundant commercial sites are redeveloped or converted for housing.
- In villages, scope for such sites will usually be limited to small infill developments. Such development also takes place when space above shops or other premises is converted.
- Such developments are also more difficult to link to provision of social and community facilities particularly where they are small, though this is not impossible.
- Given the high level of such completions in the past and the much lower level allowed for in the Plan, it may, however, be the case that a high proportion of future needs can, and will, be met on such sites.

(B) Allocations which:

- are close to town facilities and jobs
- allow choice over car use and therefore reduce potential long term car use
- have the capacity to maximise energy conservation
- minimise impacts on habitats and nature conservation, etc
- minimise loss of good agricultural land
- minimise visual intrusion.

8.5 Clearly, unless justified by good planning reasons as set out in Policy 76, dwellings in the countryside outside recognised settlements and the expansion of villages and hamlets with no or minimal facilities and/or away from public transport networks will not be consistent with such sustainable development objectives.

OBJECTIVES

8.6 The objectives of the housing policies in this Plan are:

- to ensure sufficient land is made available in the Borough as a whole to meet the likely general housing need over the Plan period.
- to ensure that sufficient land is made available to meet the needs for housing of those residents who cannot afford to purchase in the open market, including those in special need of help or supervision.
- to ensure that sites proposed for housing are well related to the existing built up areas of the towns and the villages, are energy efficient and consistent with the Plan's overall sustainability objectives and do not result in unnecessary loss of open countryside and agricultural land.

- to provide for as much housing as possible within the existing built up areas compatible with retaining employment sites and sufficient active and passive open space to meet community needs and retain the character of particular localities.
- to prevent new housing development adding to pollution of land, watercourses and the sea.
- to significantly improve the design and layout of new housing areas, particularly to improve access for the disabled.

PROVISION

This Plan allows for the provision of the following amount of development:

1. Dwellings with planning consent or under construction at 1/4/98	3151
2. Proposed in this Plan	2427
3. Estimate of permissions on currently unidentified sites (Policies; 71, 73, 75, 76) (1998-2011)	1713
4. Completions 1991-1998	2839
TOTAL:	10130

8.8 Tables 1, 2 and 3 provide a detailed breakdown of how the above figures have been derived. Table 3 shows the current position for St Austell, Newquay and the rural parishes, setting out the level of existing commitments for each area, the number of dwellings completed during the plan period and the figure for new allocations.

8.9 This table has been updated to include the 1998 Land Availability information. To this an estimate of the number of unidentified sites can be added and the likely number of houses can be calculated. This provision should not be seen as a target but should be seen as the maximum opportunity provided for by the Plan. 1980's levels of growth are not anticipated.

8.10 Three basic options were considered, linked to four different projections of population. Choices were, however, limited by the large supply of housing land which is uncontrollable. The fourth model in addition to the three considered in the consultation draft was derived from the emerging Replacement Structure Plan.

8.11 The options were:

- 1) No new allocations for open market housing. Maximise affordable housing in sustainable locations using all available methods. Remove allocations in low demand areas.
- 2) Similar to above but provide replacement allocations in higher demand sustainable areas for deleted ones. Targets for affordable housing not so high
- 3) New allocations in most sustainable towns and villages. No concerted attempts to achieve affordable housing schemes.

8.12 The supply of land made available is clearly greatest in Option 3 and least in Option 1.

8.13 A relatively relaxed regime such as Option 3 would merely add to the growing land bank as permissions granted and land allocated each year were generally greater than the numbers of completions in that year. This would have continued recent history where in no year since 1986 had the land available fallen.

8.14 Option 1, on the other hand it was considered, would be both frowned on by the Government, and thus risk loss of local control of the Plan content, and might result in sites being withheld from development, a scenario which would help no one.

8.15 Option 2 was considered to give more flexibility, although still restrictive. Even with a high growth assumption, any option will ensure that more than enough land is made available over the Plan period. A combination of land already with consent or where houses were under construction, some of the land allocated in the 1988 reviews of the St Austell and Central Restormel Local Plans, land allocated in the Draft Newquay Area Plan and land expected to be released on currently unidentified sites, along with some new allocations in key sustainable settlements, provided the solution.

8.16 Option 2 was chosen as the preferred option. This option is structured so as to provide for more allocations in sustainable locations with higher market demand, proven need and lower environmental constraints and job opportunities whilst removing allocations elsewhere to compensate.

8.17 Table 2 illustrates that the Local Plan will broadly comply with the Structure Plan requirements to 2011. The Local Plan provision is within 10% of structure plan requirement. This assumes that permissions granted on currently unidentified sites will continue at a substantially lower rate than in recent years.

8.18 The crucial issue that emerges is not one of quantity but one of tenure and affordability. There is a large and growing current need in many parts of the Borough for affordable housing, particularly for rent. The Council has

undertaken a Boroughwide Housing Needs Survey (HNS) to inform the approach taken. This approach is consistent with the Borough Council's corporate housing strategy. The implications of the HNS are set out in detail in the Background Papers document and summarised in paras 8.66 – 8.71 below.

8.19 The strategy is, therefore, directed at securing as much affordable housing as possible on land provided through the Plan including on currently unidentified sites, on sites with consent and through the use of existing dwellings. In the latter case, implementation will be largely outside the planning process.

8.20 The broad distribution of land is set out in Policy 70. The proposals for specific sites are set out in the relevant town and village chapters. Table 3 summarises the position.

8.21 It can be seen from Table 3 that the key parish/town areas where growth is directed, (in so far as the existence of planning consents allows for this) are:

- Roche (potential development 54% of 1991 households)
- St Enoder (potential development 45% of 1991 households)
- St Columb (potential development 41% of 1991 households)
- Newquay Area (potential development 32% of 1991 households)
- Treverbyn (potential development 27% of 1991 households)
- St Stephen (potential development 25% of 1991 households)
- St Austell Area (potential development 20% of 1991 households)

8.22 These areas provide for over 97% of the land proposed for housing development in this Plan and contain over 80% of the land with planning consent (1/4/98). St Austell is probably the most sustainable settlement but clearly still provides for a much lower proportion of development in relation to current population than Newquay and the other key settlements, reflecting a continuation of recent low growth relative to the other areas and the major growth areas planned for Newquay and Roche.

NEW TABLE 1: DWELLING NEED (1991 - 2011) AND LAND AVAILABLE (1991)

Model	A Dwelling need 1991 – 2011	B Dwellings built 1991 – 8 (7 years)	C Land with consent or under const- ruction 1/4/98	D Allowance for unident- ified sites* 1998-2011 (13 years)	E Allocations required 1991-2011 (20 years) A-(B+C+D)	F Proposals in this Plan 1998 – 2011	G Total land likely to be available (B+C+D+F)
1. 81 – 91 Trend Model	9691	2839	3151	1713	+1988	2427	10130
2. Replacement Structure Plan	9300	2839	3151	1615	+1695	2427	10032

*25% of estimated need (column A) apportioned to 13 years (ie. A-B x 0.25).

NEW TABLE 2: PLAN PROVISION AND STRUCTURE PLAN PROVISION 1991 – 2011

	A SP Review provision 1991 - 2011	B Local Plan 1991 - 2011	C Local Plan provision as percentage of RSP provision
Borough	9300	10130	109

NEW TABLE 3: SUMMARY: HOUSING PROVISION - LOCAL PLAN : UPDATE TO 1/4/98 ADJUSTED TO INCLUDE MODIFICATIONS TO LOCAL PLAN

Town/Parish Area	A 1/4/98 Planning permission/ under construction	B Built 1/4/91 to 1/4/98	C Proposed in Plan 1/4/98 to 2011	D Unidentified Sites* 1/4/98 to 2011 (13 years)	E Total 1991 to 2011	F Total House- holds (source 1991 Census) households	G Provision (excluding unidentified sites estimate) as % of 1991
St.Austell (unparished) ^	713	559	443	424	2139	8365	21
St.Blaise	278	121	177	124	700	2347	25
Tywardreath	41	34	0	63	138	1288	6
St.Austell Area (Part 2 total)	1032	714	620	611	2977	12000	20
Newquay	567	519	1168	336	2590	6795	33
Colan	65	66	0	24	155	467	28
Crantock	11	11	0	16	38	347	6
Newquay Area (Part 3 total)	643	596	1168	376	2783	7609	32
St.Columb	128	260	110	63	561	1209	41
St.Dennis	48	^z 107	30	46	231	857	22
St.Enoder	151	214	147	60	572	1136	45
St.Ewe	5	24	0	6	35	174	20
St.Goran	19	29	0	15+	63	543	9
Grampond	7	9	20	14	50	247	15
Lanlivery	13	26	0	7	46	155	25
Lostwithiel	83	46	0	46	175	1006	13
Luxulyan	49	51	0	23	123	453	27
Mawgan in Pydar	22	34	0	22	78	445	13
St.Mewan	95	54	12	60	221	1191	14
St.Michael Caerhays		3	1	0	3	7	37
Roche	106	181	180	49	516	863	54
St.Sampson	3	2	0	5	10	106	5
St.Stephen	200	296	36	113	645	2155	25
St.Wenn	10	6	0	5	21	106	15
Fowey	169	51	0	42	262	959	23
Mevagissey	98	45	0	46	189	943	15
Treverbyn**	267	93	104	98	562	1694	27
Rural Parishes (Part 4 total)	1476	1529	639	726	4370	14279	25
Borough Total	3151	2839	2427^{>}	1713	10130	33888	25

* 25% of evenly distributed need

** excluding part in St.Austell development envelope (15% Treverbyn Pop/HH)

+ Standard allowance reduced by 10 because opportunity for unidentified sites in the parish is considered to be low.

Note: For sites with outline planning permission or which are proposed in the plan, a standard density of 32 dph is assumed for calculating the figures in this table in line with the approach adopted in the Annual Housing Land Availability Survey. Reference to estimated numbers of dwellings in policies should not be seen as implying such densities would necessarily be appropriate except where a policy specifically refers to a density higher or lower than this average.

^Including part of Treverbyn (15% of Treverbyn Pop/HH)

^z Error in 1994 base figures of 13 dwellings.

[>]This figure has changed since the last survey as some allocations now have planning permission and adjustments have been made to take account of the Modifications to the Local Plan

POLICIES

HOUSING LAND STRATEGY

Policy 70

Land for about 2427 dwellings is proposed for development, distributed broadly as follows:

St Austell Area	620
Newquay Area	1168
Other Key Towns and Villages	459
Rest of Borough	180

8.23 It is clear that whatever reasonable assumptions are made about growth, the sites which make up the total in this Policy (2427), along with sites which currently have planning permissions for general housing development (3151), completions 1991 - 8 (2839) and a proper allowance for the likely future permissions on sites not currently identified 1713, will ensure more than sufficient land for the area in the years up to 2011 (total 10130) (See Table 1).

8.24 The rural total provided for has to be set in the context of the current commitments in each area and the focus of virtually all of the rural proposals in the other key settlements identified in Policy 1.

8.25 The housing provision set out in this plan has been calculated on a general basis of development at 32 dwellings to the hectares, however the appropriate density for any specific site allocation will depend on location and site characteristics. Policy 9 of the Energy Chapter recognises the environmental benefits of developing at higher densities, consistent with guidance set out in *PPG 3 on Housing. The Council believes that where higher densities are appropriate it is important that design is of the highest quality.

UNIDENTIFIED SITES

Policy 71

Proposals for housing development not specifically identified through Policy 70 and in the relevant policies in the Town and Parish Chapters but within the development envelopes of St Austell, Newquay and the other settlements listed in Policy 3 will be permitted if the scheme includes any of the following:

- (1) Development of affordable housing**
- (2) Development at high densities where this is consistent with the density and character of existing development in the area concerned**
- (3) The retention and conversion of a large house or other building particularly if it is listed as being of architectural or historic interest**
- (4) (3) above plus new development in the grounds of the house or other building if it does not adversely affect the character and setting of the building and/or the character of the grounds**
- (5) Redevelopment of a large house or other building and grounds as long as the building is of little architectural or historic merit and/or the grounds are not considered to contribute significantly to the character and amenity of the area**
- (6) Redevelopment of non-conforming industrial or similar sites and/or buildings in or adjacent to residential areas unless this conflicts with industrial site needs and sustainability objectives covered by Policies 1, 2 and 9 in particular**
- (7) Redevelopment or refurbishment of town centre sites including housing accommodation on upper floors**
- (8) Redevelopment of derelict and unfit dwellings and derelict land**
- (9) Housing designed to meet the special needs of those unable to manage daily living activities without physical or personal support**
- (10) Housing designed to cater for single people and first time occupiers**
- (11) Combinations of (1) - (10) above as part of a comprehensive scheme**

Policy 72

Proposals for housing development not specifically identified through Policy 70 and in the relevant policies in the Town and Parish Chapters but within the development envelopes of St Austell, Newquay and the other settlements listed in Policy 3 will not be permitted if the scheme includes:

- (1) The development of land currently or previously in employment use where the loss of such a use would diminish the ability of the local planning authority to provide for future employment in a sustainable way, in particular under Policies 1, 2 and 9**
- (2) The development of land currently used as public or private open space or proposed for such a use including school playing fields and other open land around schools, where this would result in a shortage of open space unless alternative open space accessible to the local area can be provided**
- (3) The development on land currently used as allotments or similar uses unless suitable alternative provision can be made**
- (4) The Development of land which is considered to contribute significantly to the character and amenity of the area**
- (5) Development which would be out of scale with or harmful to the character of rural villages**

8.26 Past experience shows that many approvals will be granted over the Plan period on sites which are currently unidentified. This Plan assumes about 25% of future needs will be met on such sites which is conservative when related to past experience even when this Plan's more restrictive policies towards urban open space are taken into account. Policy 71 (in conjunction with Policy 6 which covers design criteria) sets out in some detail the type of site that will be appropriate for housing including a priority for affordable housing, 'lifetime homes' as defined in para 6.11 and retention of sustainable employment sites, particularly in the main towns and villages close to homes, services and public transport links, provisions for the retention of sites which add to the character of the area, open spaces and allotments. Government policy as set out in *PPG 3, *PPG 4, *PPG 12 and *PPG 21, encourages local plans to include policies to protect such areas. Policies in the area chapters of this Plan specify individual areas which this Plan proposes to protect or promote in this way.

8.27 The general intent of this policy is to maintain and improve the residential environment when planning applications are being considered and development promoted, and make full use of urban sites, so avoiding the need to release greenfield sites unnecessarily and to meet the plans sustainability objectives. The policy is also aimed at encouraging developers to meet the housing needs of those who find it most difficult to purchase in the open market (see Policies 74 and 75 also). 71(2) will involve a balance with other policies regarding retention of open spaces and is largely aimed at town centres and at maximising energy conservation where terraced houses can be more energy efficient.

8.28 71(6) and 72(1) refer to industrial site needs and sustainability. In some cases, because of the need to maintain and promote employment in the area and meet the plans energy conservation requirements by maximising employment close to homes, services and transport links, it will be an absolute priority to retain a site for industrial or other commercial purposes rather than allow houses on it. (see Policy 53 also)

8.29 The major areas and sites where this is the case are listed in the town and parish chapters where specific industrial redevelopments with associated environmental improvements are promoted. There may be other small sites not covered by policy but which need to be retained.

UNIDENTIFIED SITES: HOUSES IN MULTIPLE OCCUPATION

Policy 73

(1) Proposals to change the use of buildings and/or convert buildings to 'Houses in Multiple Occupation' will be permitted where:

(A) The proposal will not harm the amenities of neighbours and occupiers

(B) The building is in a town or village with a development envelope where basic community facilities are available

(C) The development would not have an adverse effect on the character of the property or the surrounding area; particularly in Conservation

Areas or Areas of Local Architectural and Historic Interest

8.30 The conversion of properties to multi occupation meets an increasing demand for housing, particularly from single people, where through unemployment, lack of secure employment or low pay, they are unable to obtain more conventional accommodation and can make a significant contribution to housing stock. It is important that such housing is only permitted in settlements with facilities and where the amenities of occupiers and neighbours can be safeguarded.

8.31 Policy 65(2) relating to the change of use of hotels is also relevant as this will prevent changes which could adversely affect the tourism character of an area and indirectly, the local economy.

8.32 It is also important that such developments are only permitted where there are adequate local facilities. Most occupants will be on low incomes and lack cars. This approach is in line with the general stance on the location of affordable housing (see paras 8.35 and following).

8.33 Given that most Houses in Multiple Occupation (HMO) tend to be located in the two main towns of Newquay and St Austell and are often in the town centres, in many cases, parking provision will not be possible. In line with the revised parking guidelines and the stance taken on flats over shops, parking will not be insisted on in such cases.

8.34 Using its housing powers the Council will, through its Housing Strategy, encourage all initiatives to improve the quality of provision of HMOs and their management using relevant government initiatives and novel partnerships. A main aim of the Council's Housing Strategy is to increase the supply of affordable rented housing in the private sector.

AFFORDABLE HOUSING**INTRODUCTION**

8.35 A report on this subject was considered and agreed by the Development Committee in August 1991 (Minute 89 refers). The policies agreed in principle at that time were incorporated in the Draft Newquay Area Local Plan. There were no objections to these affordable housing policies during the Newquay Plan consultation process. The Government issued PPG 3 which encourages Local Planning Authorities to take account of, and promote, necessary affordable housing. The Council recognises that for Boroughwide, sub area and site targets for affordable housing to be included in the Plan, thorough evidence of need has to exist. The Boroughwide HNS completed in mid 1995 provides such evidence. This evidence has been drawn on extensively in revising this section of the plan and generating policies and proposals revisions. The executive summary from the HNS is included in the Background Papers document which accompanies the Plan.

8.36 The other aspect is the Government policy on exceptions in villages, first established in 1989, which has not made much progress in Restormel. The main reason for this is the relative ease with which developers have obtained planning permissions for normal market housing outside the built-up areas of villages on unallocated sites. Even where only a few sites gain consent in this way, the process creates a hope value in land owners minds which prevents sites being released cheaply to implement the exceptions policy. The Plan endeavours to prevent this by defining development envelopes outside which there is normally a presumption against new dwellings.

ISSUES

8.37 There are un-met housing needs in the Borough which reflect the changing national picture. The situation can be summarised as follows:

- a very high ratio of house prices to incomes
- low average incomes
- high unemployment
- loss of housing stock from the subsidised rented sector through sale of Council houses
- small number of Housing Associations operating in the Borough
- high level of homeless
- level of repossessions and mortgage arrears
- stagnation in the housing market and in new private sector housing building
- decline in Council house building
- an ad hoc approach to planning decisions on housing which has hindered planning based actions which could assist with some aspects of the problem.

HOUSING NEEDS OF CONCERN

8.38 Many terms have been and are used loosely. In this Plan the terms used have precise meanings as set out in the Draft Newquay Area Local Plan and they were accepted as a basis for a social housing policy in the report to Development Committee in August 1991 and January 1992.

8.39 The basic housing need is for housing for those persons unable to exercise that need by purchase in the open market. This is more precisely defined as follows:

8.40 (a) Affordable Housing and Need

Definition: Housing not more expensive than that able to be purchased (or the rental equivalent) with a 90% mortgage equivalent to 2½ times the average male full time earnings for Cornwall as published in the latest version of the Government's New Earnings Survey (For 1995 this is equivalent to a purchase price of about 42,000). This definition has the advantage that it is consistent with definitions used elsewhere, it is easily measurable and it needs no adjustment over time.

8.41 This is a very conservative definition as far more than 50% of the male workers in Cornwall have an income of less than the average. It merely defines an upper limit to the cost of housing which can be considered under these policies.

8.42 The robustness of the definition is illustrated by the Boroughwide HNS carried out in 1995. The Housing Need Survey used a definition based on the price below which few mortgageable properties would be available to purchase. At that time this was judged to be about £40,000.

8.43 This was a more subjective judgement as to what the threshold should be but was within 6½% of the figure for the same year based on the formula (or alternatively, would reflect a definition of affordability based on incomes 6 ½ %

below the average male full time earnings for Cornwall). Given the nature of the HNS definition as set out in para 3.1 of the HNS report this difference could be lost by changing the HNS survey threshold.

8.44 The need identified in the survey by making this change would be higher but as need is already substantially in excess of practical potential supply there is no effect on targets.

8.45 (b) Local

Definition: The word "local" relates to the Parish in which the site is situated.

8.46 This definition is intended to include those living or working in a Parish or former residents wishing to return.

8.47 More detailed guidelines are in preparation: but for the purpose of this policy there are two distinct applications of the above definitions. They are summarised in Table 4.

8.48 In the urban areas of St Austell and Newquay, and in other key settlements listed in Policy 1 where appropriate, the policy aims to ensure an appropriate supply of affordable housing through negotiations on sites but without any test as to whether the need is local. This is because in the larger towns and villages the housing needs are generated by all types of people, including those moving into the area, and it would be counterproductive to restrict the need to locals only. This approach is in line with Government advice in ♦PPG 3 referred to above.

8.49 In settlements with development envelopes other than St Austell and Newquay, in addition to negotiation on sites in line with the above, the policy aims at providing affordable housing to meet local needs only in line with the exceptions policy promoted by the Government in 1989 and since incorporated into ♦PPG 3. Accordingly, if a site is outside a village and not allocated for development, to satisfy the "local" test is not enough. There has also to be a need as defined in order for a proposal to merit consideration as an exception.

8.50 In the normal and the exceptions cases outlined above, there is one other major policy rule, and this is the requirement for "continued availability".

8.51 (c) Continued Availability

Definition: This ensures that the benefit of affordable housing will be enjoyed by successive as well as initial occupiers and schemes will not be permitted under these policies if such an arrangement cannot be guaranteed by the relevant parties.

8.52 This rule is aimed at ensuring that housing provided to meet need continues to do so indefinitely and is not lost to the private sector

8.53 A consequence of applying the above three definitions as appropriate is that in the rural areas, outside settlements listed in Policy 3, no permissions would be granted for normal market housing, except infill under Policy 76. The types of permissions granted previously for housing on the basis of local connections or personal circumstances would not be applicable. Given that a need has to be proven, there is a fourth rule which needs to be followed before an exceptions proposal can be considered.

8.54 (d) Guidance on Need

Government guidance in ♦PPG 3 and subsequently stresses that all policies for affordable housing provision in local plans should be based on evidence of need, particularly where a positive proposal is being put forward for affordable housing on a particular site. In the villages where an exceptions scheme is being promoted, before a local need housing scheme can be considered under the exceptions policy, the Council will seek to establish evidence of need based on a competent local survey, using the Cornwall Rural Community Council/Rural Housing Trust model, or as indicated in the Boroughwide HNS. In addition, the relevant Parish Council will be consulted.

8.55 In the larger areas, this is not so straight forward. Need in towns may seem self evident, and there is a great deal of information from the waiting list and the census. The Boroughwide HNS does however provide firm evidence to support provision of affordable housing through the planning system.

Type of Site	Negotiate Level of Affordable Housing	Apply exceptions policy	Give unrestricted approval for normal market housing
Site with detailed consent	Yes*	No	No
Site with outline consent	Yes*	No	No
Site allocated in Local Plan	Yes*	No	No*
Other allocated	Yes*	No	No*
Unallocated site within development envelope	Yes	No	No*
Unallocated site outside development envelope >10 dwellings	No	No	No
Unallocated site outside development envelope <10 dwellings	No	Possibly**	No

* Depending on size. If site is small (i.e. up to 10 dwellings) affordable housing may not be practicable.

** Subject to policy criteria and individual circumstances.

AFFORDABLE HOUSING

Policy 74

When proposals for housing development are being considered the Council will seek to include a reasonable provision for affordable housing which will be available to successive as well as initial occupiers. The proportion required on each site will vary according to market and site conditions. The appropriate nature and level of affordable housing on each site may be subject to a planning obligation or condition. The Borough target for affordable housing is 2500 dwellings (see Table 9).

8.56 Housing need is not the same as housing demand. The calculated need, given that it will include all types of households, will always be greater than the market demand for houses to buy because not everybody can exercise their need by purchasing properties on the open market. The total dwelling requirement therefore includes a substantial proportion of dwellings that relate to the needs of those households who cannot afford to buy. There are also substantial numbers of concealed households whose needs are not revealed by the analyses.

8.57 Evidence from surveys elsewhere show a need for affordable housing at least double that revealed by Council accommodation waiting lists and not necessarily distributed in the same way. Given that there is already a large supply of land in Restormel with permission it follows that scope for ensuring the appropriate level of affordable housing is extremely limited. The difficulty is that the planning process will automatically provide for more dwellings to meet conventional demand for purchase than are necessary and neglect to provide at all for the other households. These households are likely to be about 25% of the total given that home ownership is unlikely to be achievable by more than 75% of households. Some of the households currently unable to purchase housing are in multi-occupation accommodation or are concealed and the scope for low cost accommodation to improve their situation needs to be addressed. The availability of a range of rented accommodation is important in providing for many of the 25% of households unable to purchase property conventionally. Disadvantaged groups, including homeless families, workers in low paid seasonal jobs, single parents and single people require flexible and affordable housing, sometimes as a stepping stone towards purchase. Affordable rented housing should form a large part of any provision under this policy. Multi-occupied housing, at a reasonable quality and price, is recognised by the Council as a legitimate answer to some of the needs of these households, at least in the short term.

8.58 Mobile homes are considered to be another legitimate way of meeting certain affordable housing needs, both for sale and to rent. Indeed, the Council makes use of such accommodation in a limited way. This policy will apply to all kinds of housing including mobile homes but mobile homes will not be treated any differently in terms of the suitability of locations from any other kind of housing. Policy 63 prevents the use of caravans and other holiday accommodation as normal permanent housing. Many so called mobile homes are hardly different from normal bungalows in terms of style, quality, etc and there is considered to be no reason for treating them as a special case. Consequently, the expansion of such sites or the creation of new ones on sites in the countryside outside development envelopes will only be supported if consistent with this plans general housing policies.

8.59 The HNS supports the Council's endeavour to raise the level of affordable housing provision to about 150 units per annum (1994-2011) through development. This may be compared with an estimated 60,000 units of affordable housing required nationally, over the years (1995-1998) to meet existing and projected needs; which implies about 100 units a year in Restormel.

8.60 The Government has accepted in *PPG 3 that a community's need for affordable housing is a material planning consideration which may properly be taken into account in formulating Local Plan policies. *PPG 3 permits policies which contain overall targets for affordable housing if such targets can be justified. Targets could be attached to specific sites if the particular circumstances warrant it. The full planning justification for such targets in this plan are provided by the HNS. In addition it is evident that policies can establish criteria which would guide decisions regarding the necessity for, and the amount of, affordable housing on particular sites as they occurred. This Plan uses the results of housing need surveys to set targets on sites and negotiate affordable housing provision under Policy 74. The biggest problem will be in attracting the resources to fund the policy.

8.61 In summary, policies provide two measures to address this problem. The policies ensure that for all new sites being developed, attempts will be made to secure a realistic level of affordable housing in relation to the pattern and scale of need identified. This could be achieved in various ways, for example by giving land to a Housing Association and making certain houses available to the Council for rent. Clearly no level will be negotiated which is in excess of proven need for an area, and the policy may not be applicable to very small sites.

8.62 In villages the policies will ensure that small schemes can be provided as exceptions to policy to meet the needs for affordable housing using the Rural Trust model approach (see Policy 75 below). More than ten dwellings are unlikely to be required or desirable particularly in the smaller villages. Where more than ten dwellings are justified, more than one site may be necessary to avoid harm deriving from applying Policy 3(2) or policies in Chapter 5.

8.63 The implementation of Policy 74 will vary according to the nature of the proposal as set out in Table 4A below. Where housing is negotiated on allocated sites or in relation to new planning applications for housing, it will probably be the case that conditions or planning obligations will not be necessary. If the negotiations involve a conventional housing association, then it is likely that affordable housing would continue to be made available without any planning restrictions.

8.64 If the dwellings were for outright sale, the view is taken that if such dwellings are affordable at time of construction, they will remain affordable over the long term being always properties at the bottom end of the market. It is in any event, difficult to see why houses for sale should have planning restrictions applied to them if they are likely to continue to meet the same initial affordable housing need. Such houses are unlikely to be purchased by relatively well off in-migrants.

8.65 With an exceptions scheme, Policy 75 which follows makes it clear that a planning obligation will be sought to ensure continued availability. As it is considered that houses for outright sale cannot be constrained in this way, by default, such exception schemes are limited to social rented housing or shared ownership housing where long term control of occupancy can be guaranteed. This approach, as clarified in Table 1 is considered to be practical and realistic whilst still ensuring identified needs continue to be met.

Table 4A

	Local Restrictions Imposed	Continued Availability Restrictions Imposed	Identified Local Need Necessary
Affordable Housing negotiated on normal sites	No	No	Yes
Exception Schemes	Yes	Yes	Yes

8.66 This section sets reasonable targets for affordable housing.

8.67 The starting point for this report is an analysis of the supply and demand for housing up to 2011 based on the methodology used for the 1995-2000 period in the HNS and the supply provided for in the Local Plan. The results of this are set out in Tables 5 and 6 below. Tables 5, 6 & 7 have been updated to take account of Housing Land Availability data for 1/4/98 and proposed modifications to this Plan.

8.68 There is potential shortfall of 6400 affordable homes over the plan period but a potential over all surplus of about 4250 in terms of market land and houses likely to become available. The shortfall is equivalent to about 490 per annum 1998-2011. This takes account of a continuation of a Housing Association programme of 50 houses per annum and a generous allowance of 10% of maximum possible private supply as being under £40,000 at 1995 prices to purchase. In other words, the supply of new affordable housing built in to this equation is already about 1600 (approx. 120 a year).

8.69 Meeting this target through *PPG 3 targets and exceptions policies is clearly impossible. Just as clearly, the concerns about the level of need set out in this deposit draft plan are more than vindicated. A practical compromise is needed which is consistent with the ability of private sector developers and housing associations to deliver. This is dependant on profitability, and public subsidy arrangements and levels and changes in legislation (e.g. rights to buy).

8.70 It is suggested that a target of 150 affordable homes a year (1994 - 2011) is an ambitious but achievable objective. This should not have any implication for the release of new greenfield sites outside development envelopes. The total of about 2500 (150x17yrs) (1994-2011) is well within the 3956 estimate of surplus potential market supply estimated for that period in 1996.

8.71 The breakdown of this should be based on the demand split revealed by the HNS. This implies that 2/3 of the supply should be for rent and 1/3 for sale. The over-all target then needs to be broken down in the following ways;

(1) by a split between provision on allocated sites, and unidentified sites (including exception policy sites) and on sites which already have consent.

- The revised amount of development proposed in the Plan is 2427 dwellings. Advice from Housing Associations is that not more than 30% of any site could be reasonably expected to be achieved as a PPG 3 based allowance. Given that many allocated sites are small this figure is likely to be lower.
- If the dwellings completed 1991-1998 are subtracted from the total Local Plan supply (10130 - 2839) the total provided for 1998-2011 is 7291. The only way the affordable housing target will be achieved is by encouraging and promoting affordable housing on sites which already have consent as well as those that are allocated or will come on stream which are currently unidentified.
- The implications of this are set out in Table 8. Tables 8, 9 & 10 still have the original base date of 1/4/94. Work on monitoring these targets will be incorporated in future annual Housing Land Availability reports and used to inform the Local Plan review.
- This effectively commits the authority to achieving 100 new social housing units a year. It also implies that unless it can be shown through monitoring that the 50 a year is not being achieved, the private sector can be left to produce the required houses for sale without using Section 106 agreements etc. Housing provision to be negotiated as part of a planning approval should therefore be concentrated on achieving social housing to rent.

(2) By the six Housing Need Survey sub areas and then allocated to key towns and settlements.

The split between sub areas is based on the demand split set out in Table 2 of Volume 1 of The Housing Needs Survey. Further detailed work will be undertaken to refine this.

- Table 9 sets this out.
- This breakdown can then be compared with the potential supply in each sub area taken from Table 3 of the Plan. This is set out in Table 10.
- It can clearly be seen that potentially, the most difficult areas to achieve targets will be in St Austell, even with the inclusion of the town part of Treverbyn parish, and St Blaise.
- Housing Association construction in programme or built since 1994 will make the St Austell figures slightly less daunting. It should also be pointed out that the targets are based on need generated in those sub-areas as identified in the Housing Need Survey. Some of those people will wish to meet their needs other than in the areas where they currently live. The survey does not appear to pick up this demand redistribution but this is being investigated as part of the refining of these conclusions.
- The next step is to relate the targets to specific sites and this will then provide a basis for necessary provision to be promoted on sites with consent and currently unidentified sites that might come forward. It will also give an indication of key areas for supporting purchase of houses already built. These targets are set out in the relevant area chapters.

NEW TABLE 5

REVISED LOCAL PLAN PROVISION

1991 – 2011

Under Const/Planning Perm 1/4/98	3151
Built 1991 – 1998	2839
Revised Plan Proposals *A	2427
Revised Unidentified Sites *B 1994 - 2011	1713
Total	10130
*A - April 1998 Land Availability amended to include proposed modifications	
*B – reduced as now 1998 - 2011	

HOUSING DEMAND AND SUPPLY EXTRAPOLATED TO PLAN PERIOD 1991-2011**TOTAL HOUSING****NEW TABLE 6A**

TOTAL POTENTIAL SUPPLY 1991 - 2011	
Local Plan	10130
Casual Vacancies (private)	8177
Casual Vacancies (RBC)	799
Casual Vacancies (HA)8	122
Total Supply	19228

NEW TABLE 6B

TOTAL POTENTIAL DEMAND	
Home Leavers	9469
Net Migration	9350
Homeless Households in temporary accommodation	279
New homeless acceptances	2278
Total Demand	21376

Shortfall over plan period = 2148

= 165 per annum

*This could be higher as Housing Association stock will increase over plan period.

SOCIAL/AFFORDABLE HOUSING

NEW TABLE 6C

TOTAL POTENTIAL SOCIAL/AFFORDABLE HOUSING SUPPLY 1991-2011	
Housing Association (50 p/a commitment)	650*C+198 = 848
Casual Vacancies	799 (RBC)
	122 (HA)
Vacancies due to CIS	340
Private potential supply under £40,000** equivalent	928
Casual vacancies in private sector under £40,000^	818
Total	3855

*C 1998 – 2011 = 13 years

NEW TABLE 6D

TOTAL POTENTIAL DEMAND FOR SOCIAL/AFFORDABLE HOUSING	
Home leavers for whom £40,000 is maximum price	3077
Home leavers for whom £70 is maximum rent	3441
Homeless in temporary housing	279
New homeless acceptances	2278
Net immigration demand for affordable housing	1166
Total	10241

Shortfall over plan period = 6386
= 491 a year

*built 1991 – 1998

** assumed 10% of total in Local Plan equivalent to ½ tax band A rating. Current 1995 prices.

10130 – 848 x 10%

^10% of total assumed

EXCEPTIONS SITE HOUSING

Policy 75

Where the Local Planning Authority considers that a local need for affordable housing exists in a particular town or village listed in Policy 3 (except Newquay and St Austell) then, exceptionally, it may permit housing, not compatible with normal Local Plan policies outside but adjoining the development envelope of the town or village, if the proposed scheme will meet the local need. Such schemes will not be permitted in other villages/hamlets, on sites separated from the village, or on isolated sites in the countryside.

A planning obligation will be sought, or planning conditions will be applied to such schemes, to establish priorities for the marketing of the dwellings, to ensure local needs are the first priority, and to ensure the continuing availability of the dwellings to meet local need.

Schemes which offer a discounted initial purchase price only will not be accepted under this Policy.

Schemes will still be subject to the tests of harm set out in Policy 3(2) and in Chapter 5. Such schemes will be considered against a competent local needs survey, or the Boroughwide Housing Need Survey.

8.72 This policy is considered to be consistent with Government policy as set out in the statement issued in February 1989, and subsequently incorporated into PPG 3 and Structure Plan Policy H13.

8.73 The allocation of sites for housing increases the value of the land and produces houses which many local people in need of housing, as young first-time buyers or as the poorer elderly, cannot afford. This process has in the past led to changes in villages which have become homes for increasing number of well-off commuters and retired people, with a growth in second homes. The only way housing can be provided to meet the concealed demand in many villages is by subsidising the initial cost and by preventing such housing from subsequently entering the open market. The traditional way this was done was by building small groups of Council houses for rent in each village. With current legislation, many village Council houses have been sold, because they are more attractive as purchases than many town Council houses and so this stock of housing to meet local needs which cannot be expressed in the market has diminished.

8.74 One example of an alternative way of subsidising the initial cost of housing is for interested parties which could be a Parish Council or benevolent land owner, to negotiate with a Housing Association to sell an unallocated site at more than its value as farmland but at much less than its residential value. The farmer, or other landowner, will gain a greater capital receipt than if he sold the land for farming, and some land will be taken out of production. Both these factors may persuade some farmers to assist in the next ten years. In order to retain the houses for future local needs, the scheme has to be designed so that the houses are let in a way which avoids the right to buy or a proportion of the equity is always held by a Housing Association who would nominate future purchasers. In the latter case, the occupiers still gain the full increase in the value of the share they have purchased. Even a shared ownership scheme with guaranteed continued availability to local people will not necessarily meet local need as the initial cost of purchase, even at 60% of the market value may be too great. In such cases, rented housing is the only acceptable option. The onus on proving that a scheme will meet local need is on the applicant who will need to secure many details, including commitment from a Housing Association to purchase the land, prior to any planning decision being issued. Such schemes will need to be justified in most cases by a local needs survey.

8.75 Another possibility is that private sector schemes could be acceptable if the developer were prepared to accept a requirement such as the long term management of the site. The Council will not be prepared to accept schemes which provide some open market houses in order to finance an affordable proposal unless the open market houses are on normally allocated land. This is because it is considered that such schemes would undermine planning policies for the countryside, set precedents for other sites and affect the public credibility of the planning process. Environmental factors may also rule out particular sites.

8.76 Schemes will normally be restricted to those in the larger villages with development envelopes because it is considered vital to ensure that residents have access to shops, schools, other community facilities and existing and potential public transport networks. It is not considered appropriate to the needs of less well off residents or the sustainability objectives of the Plan to encourage such schemes elsewhere.

8.77 This detailed explanation is provided to indicate to landowners that this policy will be very strictly operated and tied down with planning conditions, Section 106 Agreements and/or covenants, to ensure that no unnecessary general housing land is permitted which will create precedents for other villages and prejudice countryside policies. Agreements and/or covenants have been used elsewhere in the country with success. The arrangement would set priorities as from where occupiers should come, which will gradually extend to the whole District if more local occupiers cannot be found. It is not considered that this approach will distort the housing market as it would involve only a very small number of houses over a long time scale. Some sites will be ruled out for environmental reasons based on Policy 6 or other policies in Chapter 5 and anyone thinking of proposing an exceptions site should talk to the officers of the Planning Department at an early stage to avoid wasting time and resources.

8.78 Potential developers, landowners and Housing Associations are advised to study the Rural Housing Trust's "Practical Guide to providing Affordable Village Housing" (1989) and subsequent revisions before considering a scheme of this nature, or consult the Rural Housing Trust, an experienced Housing Association or the Cornwall Rural Community Council (CRCC) direct. Given the experience of the Rural Housing Trust in developing such schemes, the Council will be able to deal much more easily with any scheme that has their direct involvement. It is also recommended that any proposals are discussed with the Local Planning Authority at an early stage. The restrictions on normal market housing outside villages are extremely important as these need to be strictly operated to enable this policy to work. The release of general housing sites outside the village envelopes will not encourage landowners to sell land at reduced prices to provide low cost homes of the types proposed in this policy. It is also to be hoped that the Parish Councils will become involved where possible, particularly with Parish housing surveys which the Borough Council has promoted through the CRCC.

HOUSING DEVELOPMENT OUTSIDE OF DEVELOPMENT ENVELOPES

Policy 76

Housing development outside the development envelopes of St Austell, Newquay and the other settlements defined in Policy 3 will be limited to the following:

- (1) Infill development of one or two dwellings clearly within the built up part of settlements not listed in Policy 3.**
- (2) Agricultural workers dwellings (see Policies 68 and 69).**
- (3) Housing which will convert existing buildings (see Policies 31 - 34)**
- (4) Extensions and replacement dwellings.**
- (5) Schemes permitted under Policy 75.**

Proposals to renew lapsed permissions or extend permissions on sites not consistent with (1) to (5) above will not be permitted.

8.79 This policy provides for exceptions to Policy 3 and amplifies Replacement Structure Plan policies on housing, particularly H10.

8.80 An infill development under Policy 76(1) must not be part of a ribbon of development extending into the countryside, part of a scattered development, part of a very small group of buildings or a relatively isolated dwelling but must clearly relate to the main part of an established settlement.

8.81 Government policy towards housing in the countryside states:

"New housebuilding and other new development in the open countryside, away from established settlements, should be strictly controlled. The fact that a single house on a particular site would be unobtrusive is not by itself a good argument, it could be repeated too often. Isolated new houses in the countryside require special justification - for example, where they are essential to enable farm or forestry workers to live at or near their place of work Infilling (the filling of small gaps within small groups of houses) or minor extensions to groups may be acceptable. Much would depend on the character of the surroundings and the number of such groups in the area". ♦PPG 7 para 2.18.

8.82 The Structure Plan provides for stricter control than ♦PPG 7 guidance for development outside villages with development envelopes. This plan policy is considered to strike a more reasonable balance between the desires of developers and the residents of small settlements.

8.83 The Borough Council considers that appropriate infill development in rural villages and hamlets can be of benefit to local people.

8.84 Dwellings built or extended under this policy will be subject to General Policies 3 and 6 and policies in Chapter 5 so as to avoid harm to the countryside and other environmental interests of acknowledged importance.

8.85 Some land which does not now meet the requirements of policies for sites outside village development envelopes already has planning consent. In such cases it will be appropriate to refuse planning consent should such permissions lapse.

	Market	Social/affordable	Total
Potential Supply	15373	3855	19228
Potential Demand	11135	10241	21376
Balance	+4238	-6386	-2148

TABLE 8: SUGGESTED AFFORDABLE HOUSING TARGETS AND TENURE MIX 1994-2011

Site Status	Social Housing to rent at less than £70	Housing for sale at less than £40,000	Total
Current pp allocated	792	396	1187
unidentified sites	434	217	650
	442	221	663
Total	1668	834	2500
Total p/a	100	50	150

This effectively commits the authority to achieving 100 new social housing units a year. It also implies that unless it can be shown through monitoring that the 50 a year is not being achieved, the private sector can be left to produce the required houses for sale without using section 106 agreements etc. Housing provision to be negotiated as part of a planning approval should therefore be concentrated on achieving social housing to rent.

(2) The split between sub areas is based on the demand split set out in Table 2 of Volume 1 of The Housing Need Survey. Further detailed work will be undertaken to refine this. Table 9 sets this out.

TABLE 9: SUB AREA TARGET FOR AFFORDABLE HOUSING

	Newquay	St Austell	St Blaise	Clay Areas	Coastal Fringe	Rural Areas	Total
To rent less than £70	380	475	190	320	75	140	1580
Per Annum	22	28	11	19	4.5	8	(100)
To buy under £40,000	220	175	135	230	25	135	920
Per	13	10	8	13	1.5	8	(50)
Total	600	650	325	550	100	275	2500
Total p/a	35	38	19	32	6	16	(150)

TABLE 10: AFFORDABLE HOUSING TARGETS IN RELATION TO POTENTIAL SUPPLY BY SUB-AREA 1994-2011

	Affordable Housing Target			Potential Housing (1/4/94) Provision			Total	Target as % of total	Target as % of	HA commitments and completions since 1994 - 5
	To rent	To buy	Total	Pp/u/c	proposed	Unidentified sites				
Newquay	380	220	600	790	995	413	2198	27.3	60.3	130
St Austell inc Treverbyn	475	175	650	859	328	523	1707	38.1	200	68
St Blaise	175	135	310	350	181	154	685	47.4	179.6	0
Roche, Trever-Byn, St Stephen St Dennis exc. St Austell part of Treverbyn	320	230	550	827	448	374	1649	33.4	122.8	0
Coastal Fringe (Crantock, Fowey, Maw-Gan Porth, goran, Mevagissey, Tywardreath)	90	25	115*	315	50	182	547	18.3	200	0
Rural Areas	140	135	275	996	450	472	1921	14.3	60.7	0
(remainder)										
Total	1580	920	2500	4137	2452	2117	8706	28.7	102	198

*Tywardreath = 1

CHAPTER NINE TRANSPORT

INTRODUCTION

9.1 The growth in transport can be viewed from two angles, as a measure of economic growth within the economy, or as a measure of inefficiency. As the country's wealth grows the amount of manufactured goods and services transported increases, reflecting a higher standard of living. At the same time congestion increases and to some extent the length of journeys reflects the inefficiencies in the location of the facilities and destinations.

9.2 The location policies contained in this Plan aim to reduce the need for travel and bring about a more efficient and sustainable pattern of development. However transport will still continue to grow in the short term and measures are needed to combat congestion and reduce energy consumption, increase access to transport as well as provide the infrastructure for a developing economy. But this needs to be achieved in a way which protects and where possible enhances the environment, with external costs such as pollution kept to a minimum. There is increasing concern with the effects of traffic growth on asthma and other illnesses.

TRANSPORT TRENDS

9.3 Using the 1991 census it is possible to note the significant factors which affect the need for transport within the Borough and suggest likely trends. Restormel has a low population density by South West standards. Of a total population of 86,519 only 42% live in urban areas of over 10,000 in population (St Austell and Newquay). Looking at the rest of the Borough 23% of the population live in settlements of under 1,000 in population. Because of this scattered rural settlement pattern, dependence on the private car as a method of transport is higher.

9.4 Table 1 based on the 1981 and 1991 census information for Restormel shows that:

75.8% of households have one car or more in 1991 compared with 71.2% for 1981. However with the lowest gross average male earnings in Great Britain, residents of Cornish districts have a higher than national average proportion of older cars, suggesting that many own a car out of necessity rather than choice.

Table 1: Car Availability 1981 and 1991 Census Comparisons

	1981	%	1991	%	%	
No car	8039	28.8	8207	24.2	+12.1	+168
1 car	15142	54.2	17355	51.2	+14.6	+2213
2 cars	4038	14.4	6806	20.1	+68.6	+2045
3+ cars	740	2.6	1528	4.5	+106.5	+188
Total HH	27959	(100)	33896	(100)		
Total Cars	25438		35551		+39.8	+10113

9.5 The Department of Transport predicts that the growth in Local Traffic in Cornwall up to the year 2025 will be between 82% and 127% compared with 1991 figures. However, the Countryside Commission in a report suggested that in rural areas traffic growth could be as great as 267%, which they conclude in environmental terms would be unacceptable.

NATIONAL GUIDANCE

9.6 Recent years have seen increasing concern at the national level over the environmental impact of transport culminating in the publication of the White Paper on the subject in 1998. It sets out a number of new initiatives to promote alternatives to the motor car. A key change in transport planning will be the introduction of Local Transport Plans which replaces the County Council Transport Policies and Programme. The Government's PPG 12 - Development Plans and Regional Planning Guidance identified the role of Local Plans in respect of transport planning. It states that: "Development plans should include land use policies and proposals relating to the development of the transport network and related services, such as public transport interchange facilities, rail depots, harbours and airports. Plans should also include land use planning policies and proposals related to the management of traffic (including the co-ordination of public transport services, the movement of freight, the control of car and lorry parking and the improvement of cyclist and pedestrian safety)."

9.7 With respect to roads, Local Plans should:

“elaborate the proposals for improving the primary route network and indicate other proposed new roads and improvements of a non-strategic nature as they relate to the development patterns proposed in the Plan. Local plans can consider the detailed alignment of strategic roads shown in the Structure Plan”.

9.8 Local Plans provide the means for safeguarding land for road proposals, as well as considering the potential of disused railway trackbeds and routes for possible future transport schemes.

9.9 Advice provided in *PPG 13 on Transport reinforces the need for an integrated approach to transport planning and encourages the “package” approach towards transportation studies.

REGIONAL POLICY

9.10 The Regional Planning Guidance for the South West (RPG10) contains the following objectives for achieving an integrated and balanced transport system:

- to provide for safe and efficient movement and to facilitate accessibility in order to serve the existing and future pattern of development in the Region
- to reconcile the demand for travel with environmental concerns, including impacts on human health and climate change
- to reduce reliance on the motor vehicle by encouraging a shift from private to public transport, particularly in urban areas, and by making users more aware of the real costs of their transport choice
- to take account of the interaction between transport and land use
- to take into account the increasing economic and environmental costs of transport.

STRUCTURE PLAN

9.11 The new Structure Plan seeks to achieve a more energy efficient and environmentally sustainable transport system for Cornwall. The key objectives of the Plans policies are:

- i) the reduction in the need to travel through land-use development policies
- ii) the development of alternatives to the private car.
- iii) the maintenance and improvement of the highway infrastructure
- iv) sustaining the economy of Cornwall through maintaining an appropriate level of accessibility by road, rail, sea and air.

9.12 The Structure Plan identified the following major road schemes during the plan period within Restormel:

- A390 Grampond by-pass
- A391 St Austell North East Distributor Road
- A392 Mountjoy - Carworgie improvement
- A3058 Trewoon By-pass
- B3273 Mevagissey Relief Road

9.13 The new Structure Plan no longer includes the St Austell Southern Distributor Road which was proposed in the First Alteration.

9.14 More details on the timing of these schemes as well as other road improvements and minor works are contained in the County Council’s Local Transport Plan. This five year plan replaces the old yearly transport policies and programme.

9.15 The start dates for schemes contained within the Local Transport Plan dependant on finance being available.

THE BOROUGH COUNCIL'S APPROACH

9.16 The main objectives of this Plan's policies and proposals for transport are:

- To work for an integrated sustainable transport system which increases accessibility for all groups in society and reduces energy consumption
- To promote traffic management measures aimed at reducing town centre congestion and vehicular/pedestrian conflict, particularly in town and village centres and residential areas
- To provide appropriate parking provision including park and walk/ride schemes
- To enhance the environment of the shopping, residential and other areas sensitive to road traffic
- To retain and improve public transport facilities.

9.17 Attitudes towards transport planning are changing fast reflecting concerns over environmental impact. Such changes in approach are notable in *PPG 13 and other recent government guidance. During the lifetime of this Plan it is likely that further changes can be anticipated and the promotion of public transport and alternatives to the motor car

will receive increasing emphasis. This Plan seeks to set a framework which anticipates such changes but recognises the considerable momentum in current trends which cannot be reversed overnight.

POLICIES

THE ROAD NETWORK

9.18 Cornwall County Council as the Highway Authority is responsible for the strategic planning of the road network, highway and traffic management schemes and plays an important role in the co-ordination of public transport. The Highways Agency has responsibility for Trunk roads. The County Council's Local Transport Plan provides strategic guidance and the expenditure programme for roads and transport policies. The Borough Council's responsibilities are limited mainly to the provision maintenance and management of public car parks.

9.19 Government guidance in *PPG 12 makes it clear that the Structure Plan is the vehicle for providing debate on proposals for strategic road links, hence this Plan cannot propose new roads which are part of the Trunk road or primary road network. *PPG 13 provides further guidance on the role of the Local Plan and states that "the Local Plan should elaborate the proposals of the structure plan for building or improving local roads within the primary route network and indicate other proposed new roads and improvements which are permitted development. Where need has already been examined in the structure plan, consideration in the local plan would normally be limited to detailed alignment, with any objections to the alignment proposals heard at a public local inquiry. In the case of local roads not in the structure plan both the need and the line the road is to take should be examined through the local plan procedures."

9.20 Local roads proposed in this plan are put forward in the relevant town and parish chapters. The main road proposals in the Plan relate to the proposed expansion of Newquay.

9.21 The County Council have agreed to implement a programme of transport studies to dovetail into the Structure Plan review process and the potential of this Plan in the future. St Austell has already been examined in some detail and is currently being re-examined. Newquay and Mevagissey have been priority areas of Restormel to be examined and any findings will be incorporated into a review of this plan.

Policy 77

In rural areas, minor road improvements will be permitted where there are overriding safety considerations and where such improvements respect the character of the area.

9.22 This policy supports essential road improvements particularly where improvements to public safety will result. However, the policy recognises that in rural areas greater care is needed to avoid introducing urban road solutions and features. Rural roads, often bound by the characteristic Cornish hedge are just as much historic features of the countryside as field boundaries and other archaeological features. Road improvements will be supported where they respect this character. Where removal of features and hedges is unavoidable, suitable replacement will be expected.

Policy 78

Proposals for the following will be supported and where part of associated development permitted.

(A) Improved road links between St Austell and Newquay.

(B) Measures to relieve the villages in the china clay area from heavy traffic.

9.23 Policy 78(A) encourages the County Council to pursue road improvements between the two major towns in the Borough. Many parts of the route are narrow, unable to cope with the level of traffic and considered dangerous to public safety.

9.24 Policy 78(B) recognises that many of the China Clay villages suffer as a result of traffic generated by the Industry. Much traffic in recent years has been diverted from public roads by the development of internal haulage roads by the Industry itself, the development of which the Council supports. The Borough Council will encourage the County Council to undertake a Transportation Study for the China Clay area and will particularly support proposals to relieve villages from further traffic. The suggested link road between the St Austell North East Distributor Road (NEDR) and the A30 which would bypass Penwithick, Stenalees and Bugle could make an important contribution towards this goal. Although investigation of this route was deferred, it has now been resurrected as part of the work related to the impact of the Eden Project.

ROADSIDE SERVICES

9.25 Guidance on the provision of roadside services is contained in Annex A of *PPG 13 and Government circular 4/88 which looks specifically at the control of development on trunk roads. Having considered this guidance the Council does not consider that there is any specific need for further roadside service areas on the Borough's trunk road

and accordingly does not identify any sites for such facilities. Proposals which do come forward will be considered against the general policies of this plan.

TRAFFIC MANAGEMENT

9.26 There are four basic aims of traffic management policies:

- 1) To avoid congestion: Traffic management can reduce traffic pressure in congested areas and provide a proper balance between the conflicting needs of road users. In Restormel a key element of such a policy will be Park and Ride to reduce traffic in major urban areas.
- 2) Reduce physical dangers: In some areas, particularly towns and residential streets traffic can be a major threat to the pedestrian particularly children and the elderly. Increasingly the shopper for instance wishes to be able to enjoy a quiet, safe shopping visit, particularly if accompanied by children. For Restormel's towns to compete successfully for shopping trade in the 21st century it is essential that the pedestrian is given priority within such areas. Similarly in residential streets the motor car is often an intruder, making it difficult for children to safely make small trips to local shops or to school. Traffic calming in both these areas can reduce traffic speed, give priority to pedestrians and create a more attractive environment.
- 3) Encourage environmentally friendly methods of transport: Traffic management can give priority to buses in appropriate areas, encourage walking and cycling and improve the attractiveness of alternatives to the private car (see also public transport).
- 4) To reduce energy consumption: Chapter 4 on Energy sets out the relevant policies and reasoning.

9.27 To achieve these objectives land use planning can contribute to traffic management in three areas:

- Parking policy
- Traffic calming
- Encouragement of walking and cycling.

PARKING POLICY

Policy 79

Development proposals will be required to provide car parking to meet minimum essential operational needs and shall not exceed the following maximum:

Food Retail	1 space per 18 sqm GFA
Non-Food Retail	1 space per 25 sqm GFA
D2 including leisure	1 space per 25 sqm GFA
B1 including offices	1 space per 35 sqm GFA
B2 employment	1 space per 50 sqm GFA
B8 warehousing	1 space per 200 sqm GFA
Hospitals	1 space per 4 staff and 1 space per 3 visitors
Higher and further education	1 space per 2 staff with other spaces being justified in a traffic assessment
All other schools	1 space per 2 staff with parent/child spaces being evaluated
Stadia	1 space per 15 seats
Cinemas/conferences/	1 space per 5 seats
Places of worship	
Community Centre	1 space per 5 sqm public floor space
Food and Drink	1 space per 5 sqm public floor space
Housing	1 space per unit in Town Restraint areas
	2 spaces per unit elsewhere
Studios/bedsits	1 space per 3 units
Sheltered Housing	1 space per 4 units
Old Peoples homes	1 space per 6 residents and 1 space per 2 staff
Hotels	1 space per bedroom plus allowance for other facilities
Disabled parking spaces	5% of above
Cycle provision	4% of above
Motorcycle/moped provision	2% of above

9.28 This policy sets out maximum parking standards for new development proposals in line with *PPG 13. These have been produced by the County Council and are intended to be interim standards pending the publication of the new Regional Planning Guidance and the revision of *PPG 13. If revised standards are produced it is intended to adopt them as Supplementary Planning Guidance pending their incorporation into the Local Plan when it is reviewed.

9.29 The availability of parking provision within town centres strongly effects the levels of traffic towards and in those towns. Congestion is often greatest in the early morning during peak commuter flows. It is increasingly recognised

that increased parking provision within town centres makes congestion worse. A strategy, therefore, to reduce the availability of long stay parking combined with a policy of park and ride is therefore an essential element in the strategy of this Plan for the major town centres. In addition, stricter controls of on street parking can also reduce commuting into the central areas and free traffic flows.

9.30 Policies 7 and 9 of Part 1 of the Plan may also be applicable.

PARK AND RIDE

9.31 In recent years Park and Ride has found to be one of the most successful measures in reducing congestion in town centres. Park and Ride schemes are particularly useful for towns that attract a lot of shopping and leisure visitors, commuters and holiday traffic. In Newquay the Tregunnel Hill scheme has been well patronised and will be continued. The scheme at Newquay has helped to reduce holiday traffic congestion. The St Austell Transportation study recommends a park and ride scheme for St Austell as part of its comprehensive review of the towns transportation needs. Individual park and ride schemes in the Plan are discussed in the Town and Parish chapters.

9.32 To be successful, park and ride schemes need to be close to, preferably within view of the ultimate destination, provide a fast and frequent service as well as provide toilet and other facilities for the convenience of users. In most cases they will be aimed at long stay users thus releasing more spaces for shoppers close to the town centres.

TRAFFIC SAFETY

Policy 80

- (1) Development will only be permitted where it will ensure that additional traffic generated can gain access to and be accommodated on the road system without undue environmental, operational or safety problems**
(2) New housing and industrial estates and larger commercial developments will not be permitted unless appropriate traffic calming measures are incorporated as an integral part of the design/layout.
(3) Contributions towards traffic calming measures on the existing related highway network will be sought where new developments would otherwise create unacceptable traffic conditions.

9.33 Growth in car ownership and use has meant that few areas of the built environment, or even the countryside, are free from its influence. This policy seeks both to counter the dominance of the motor car in new developments as well as ensure that traffic resulting from a development can be safely accommodated within and on the road network to the site. For major developments a traffic assessment will be required as set out in PPG 13.

9.34 Policy 80(1) expresses the standard development control concerns of ensuring safe access to the road network without undue environmental operational or safety problems.

9.35 Policy 80(2) focuses on larger residential industrial and commercial sites themselves requiring the incorporation of appropriate traffic calming measures within the development so that pedestrian safety is ensured and non-motorised trips encouraged.

9.36 Policy 80(3) recognises that developments likely to generate significant amounts of traffic will, where appropriate, need to contribute to traffic calming measures in areas not within the site. Such contributions are most likely to be required in town and village centres and residential areas.

9.37 The Town and Parish Chapters highlight those areas where the Borough Council will promote traffic calming measures and in appropriate cases seek contributions from developers. In most cases, however, traffic calming schemes will be implemented where resources permit by the County Council.

9.38 The Borough Council will press the County Council for additional resources to be allocated for traffic calming schemes as part of transport expenditure. In addition to the areas identified in this Plan other areas, suitable for traffic calming, will be supported as they are identified.

9.39 Traffic calming techniques themselves were pioneered in Europe, particularly Holland where the Woonerf (translated as living street) has been particularly successful. Numerous techniques are available which need to be carefully applied, but the basic aim is to keep traffic speeds low and give greater priority to pedestrians and other users. These techniques include road humps, chicanes and textured surfaces to encourage and maintain low speeds. Experience suggests that these measures reduce the number and seriousness of road accidents and improve the quality of life. Design Bulletin 32 and the recently published 'People, Places & Movement' provide guidance on traffic calming and related techniques.

9.40 The type of calming technique used will depend on the circumstances of the site. Road humps, for instance, have been found to cause problems for buses and would not be supported along bus routes.

WALKING AND CYCLING

Policy 81

(1) Proposals for new roads and junctions will not be permitted unless they cater for the needs of cyclists and pedestrians (including appropriate traffic management measures).

(2) Development proposals for new housing and industrial estates, and larger commercial developments should include provision for pedestrians and cyclists on dedicated routes. These should link into existing or potential networks within the area, and provide access to schools, shops, workplaces and neighbouring facilities.

(3) New developments which are likely to generate large volumes of traffic will not be permitted unless they include secure cycle and motor cycle parking areas. Proposals for such facilities will be encouraged and permitted in existing developments.

(4) Proposals for pedestrianisation schemes within town and district centres, and other areas where pedestrian movements are concentrated, or might be beneficially increased will be permitted, especially where such schemes improve pedestrian safety, improve access to shops and other facilities and permit the better appreciation of the built and natural environment.

9.41 The majority of journeys are made on foot. Yet many reports, studies and policy statements on transportation hardly mention the needs of the pedestrian, such is the dominance of the *car culture*. Similarly the needs of the cyclists are often ignored, but it has been estimated that 75% of journeys which we make are under 8 kms, well within cycling distance.

9.42 Often a spiral of decline develops whereby people are deterred from walking or cycling because of perceived dangers, and as these people take to their cars traffic congestion is increased further.

9.43 Motorcycles and mopeds use less energy and take up less road space than cars and many users are prevented from increasing their use due to a lack of secure parking facilities.

9.44 With more and more people becoming health conscious the benefits of walking and cycling as a healthy, efficient and non-polluting form of exercise are being recognised. Research suggests, therefore, that a lot of latent demand particularly for cycling exists and that the main reasons for not using the cycle are, fears of road traffic, lack of facilities and hilliness. In Cornwall, naturally we can do little to combat the problem of hilliness, but the Council can do much to encourage the provision of facilities and can work with the County Council in developing cycle lanes and safe areas for walking wherever possible. In addition the Recreation Chapter contains proposals to encourage walking and cycling in the countryside.

9.45 The policies contained in this section, combined with measures to increase traffic calming can make a positive contribution towards a more accessible environment. The Council will seek to establish, in conjunction with the County Council as Highway Authority, a network of routes throughout the Borough for cyclists and/or pedestrians (see also policies relating to recreation routes).

PROMOTION AND SUPPORT FOR PUBLIC TRANSPORT

Policy 82

(1) Proposals for improved public transport facilities, including new railway stations and halts, bus station, and bus parking areas and bus shelters, and dedicated bus lanes will be promoted, supported and permitted.

(2) Proposals for major new housing, industrial and commercial developments will be required to incorporate prioritised access for public transport services. The developments to which this will apply are identified in the town and parish chapters.

9.46 The location policies contained in this Plan are intended to encourage the use of public transport. In addition the Council will, wherever possible, use its powers to encourage improved public transport facilities. Much public transport infrastructure is showing the signs of lack of investment in recent years; half closed railway stations with a lack of left luggage, WC and other amenities are a common occurrence which all help to make the use of public transport unattractive. Policy 82 together with Policy 84 will support initiatives for new and improved public transport facilities.

9.47 The Council will also press for other initiatives to support greater use of public transport. The Council already operates a concessionary fares scheme for senior citizens but will seek County Council support for such an initiative for the whole of Cornwall. The Government has set a target for all local Authorities to have at least a half price concession for all pensioners on the payment of no more than £5 for an annual travel pass.

9.48 Policy 82(2) supports measures to give buses priority or greater access to areas compared with cars which are examples of traffic management that will be supported. The areas to which this will apply are identified in the Town and Parish Chapters.

9.49 As well as passenger transport, opportunities may occur in the future for increased use of rail infrastructure for freight/good transport and facilities associated with such developments will be supported under Policy 84.

BUS SERVICES

9.50 In many parts of the Borough the local bus service will provide the major transport service for non-car owners. The maintenance of current provision of bus services and the improvement of those services is therefore of major importance.

9.51 Since the 1985 Transport Act bus services have been maintained despite de-regulation and through the County Council's and Rural Development Commission's support services have in some cases been improved. The Borough will encourage the County Council and the RDC to continue this policy of support.

9.52 Where proposals are put forward to improve bus services, such as the provision of bus shelters they will be supported. The continued development of alternative approaches to service provision such as the successful community buses will also be encouraged.

RAIL

RESTORMEL'S PRIORITIES

9.53 Aim:

- To maintain and where possible improve the current network and level of service provision.

9.54 Objectives:

- Maintain inter city services to the Borough.
- Retain through summer services to Newquay.
- Improve station facilities and increase transport integration.
- Improve accessibility for the disabled to railway services.
- To retain China Clay traffic on the rail network and where opportunities exist the increased use of rail.
- To ensure that the Borough, along with the South West region in general benefit from the opportunities provided by the opening of the Channel Tunnel.
- The Electrification of the South West main line.
- To open up new routes and halts, including closed lines.
- To utilise railways as a focus for economic regeneration.

9.55 Despite the recession, traffic on the Cornish main line has continued to grow. Regional Railways, who operate branch lines and the more local sprinter services report that their traffic on the main line grew 4.7% in 1992. Much of this growth was in inter-town leisure trips, however, their more long distance services to Bristol and South Wales have also seen a growth of 15%. New class 158 stock being introduced on these services provides standards of comfort and service comparable with that of inter-city.

9.56 Despite these optimistic signs, Britain's railways face an uncertain future particularly with the Government's recent plans for privatisation. However there is a growing consensus of opinion that the rail system is a national resource which will play an important role in the development of a sustainable transport system. Clearly, although the railways face an uncertain period, it is also a period of opportunity. Rail passenger transport offers the opportunity to reduce car use, with many stations being re-opened around the country already. Intermodal technology, combined with the opening of the Channel Tunnel provides the opportunity to transfer much freight to the railways. However, for the best use to be made of these opportunities there is a need for planning. Only a co-ordinated and integrated transport system can provide an efficient safe and well used network.

PROTECTING THE BOROUGH'S RAIL NETWORK

Policy 83

The Borough Council will not permit development which will prohibit the continued use or reinstatement for rail transport of the following routes:

- (1) The Plymouth to Penzance mainline.**
- (2) The existing Par to Newquay branch line.**
- (3) The proposed St Austell to Newquay branch line via Burngullow and St Dennis.**
- (4) The Lostwithiel to Fowey branch line.**

THE NEWQUAY BRANCH LINE

9.57 There is currently uncertainty over the future of this Branch line. The Council supports the proposal to re-route the line from St Austell via Burngullow and St Dennis which in strategic terms would contribute towards sustainable development and provide a major transport link between the two main settlements of the Borough. Such a route will act as a framework for economic regeneration in the clay area and enable better access to training and employment particularly for young people. The main stumbling block to the re-routing of expensive remedial work in the Treviscoe area to avoid potential conflict with China Clay mining operations has now been resolved and Railtrack has renewed the parliamentary Bill to retain the option over the route. Assuming the proposal goes ahead the retention of the current line, for goods purposes as far as Roche, could ensure the survival of both routes. Keeping the options open for future rail use for the large industrial area at Roche, Victoria, is consistent with Government policy as set out in PPG 4, PPG 12 and PPG 13. If the decision does take place replacement bus services for Luxulyan, Bugle and Roche may be required. Using either route the Newquay Branch provides considerable opportunity for tourism and recreation, reaching from coast to coast through a wide range of scenery including the Luxulyan Valley, the china clay area, along the Goss Moor SSSI and attractive countryside before terminating at Newquay.

9.58 The Devon and Cornwall Railway Project has already successfully promoted the Tamar Line the Tarka Line and the Liskeard to Looe Line and the Newquay line. One problem which has resulted from the introduction of new stock on the railways has been the inability of these trains to carry more than a couple of push bikes. This could have an impact on the leisure market and Regional Railways are investigating the provision of cycle hire facilities at stations. The Council will support such initiatives in Restormel under Policies 82 and 84.

THE FOWEY BRANCH

9.59 The sustainability objectives of this Plan require the Council to promote all practical alternatives to car use, particularly for local movement. Although closed to passenger traffic in the 1960s this line from Lostwithiel is still used for the exporting of China Clay from the Fowey docks. The Council will support any proposals to re-open this line for passenger traffic, which do not prejudice current uses, particularly in view of the scenic qualities of much of the route. Clearly, the lost station facilities at Fowey will cause technical problems, however, any future modernisation of the docks might provide an opportunity to overcome these. Likewise the line between Par and Fowey, which was converted to a road for private clay lorries may have strategic significance with reference to the rail network should any redevelopment of the docks for the handling of additional goods other than china clay take place. It should be emphasised that there are no immediate projects for such diversification at present.

GREATER USE OF RAIL NETWORK

Policy 84

- (A) Proposals for railfreight interchange facilities and sidings will be permitted.**
(B) Proposals for business or community enterprise stations will be permitted.

9.60 It is increasingly being recognised that railway facilities constitute an underused resource. This policy supports initiatives that will result in greater use of the rail network.

9.61 Policy 84(A) recognises that there is a growing concern that more freight traffic should be carried by rail. Such changes may require alterations to current distribution practice, however, with the opening of the Channel tunnel and the growth of trade with Europe major opportunities can be envisaged in the future.

9.62 Policy 84(B) supports the setting up of Community Enterprise Stations. These involve the development of rural stations as a resource for local communities, acting as centres for local businesses and possible catalysts for rural development.

WATER TRANSPORT

RIVER FOWEY

Policy 85

Proposals to carry out works to the Fowey River to enable the river to be used for passenger links between Fowey and Lostwithiel will be identified and permitted where they are consistent with the policies in this Plan aimed at protecting and enhancing the conservation value of the river.

9.63 The work proposed in this policy would need to be carried out with due consideration for environmental impact and a formal environmental assessment may well be necessary. It would not only help meet the Plan's sustainability

objectives but provide a boost for the tourism industry and local employment. The proposal would also be consistent with the policies to open up the river valley for low key access.

PORTS

Policy 86

Proposals for non port/harbour related development in existing port/harbour areas, or in areas identified for future port/harbour related use will only be permitted where the Council is satisfied that there is no present or foreseeable future need to retain land for port/harbour related use.

9.64 The Restormel area has a long maritime history, and before the advent of the railways and road transport the Borough's economic fortunes were very much married to the sea. Fishing has always been an important industry, whilst tin followed by copper relied on the sea to carry its exports as well as for bringing in timber and coal to support the miners.

9.65 Today the Borough's ports and harbours remain an important strategic resource. They are still important sources of employment, exporting China Clay at Fowey and Par, and still supporting a significant fishing industry, particularly at Mevagissey.

9.66 Future development of ports and harbours needs to recognise their importance as such, taking advantage of genuine opportunities that exist as well as mitigating possible threats from inappropriate development.

9.67 Looking to the future, increased trading within the Atlantic Arc could see local ports and harbours well related in locational terms to benefit from new links within the European Community. The principles of sustainable development should recognise the importance of water transport in terms of energy efficiency as the most efficient method of carrying bulk goods. New technology today provides faster ships and a quicker turn around in ports. Also from the view point of sustainable development ports and harbours are important where they provide a thriving local fishing industry which can cater for local markets and such roles should be retained and enhanced.

9.68 The China Clay Ports remain dominated by that particular trade and clearly initiatives to diversify into other appropriate additional activities should be supported. This policy seeks to protect the Borough's ports and harbour infrastructure as well as promoting diversification of the ports and harbours where opportunities exist. Policies related to the diversification of particular ports are contained in the Town and Parish Chapters. The Port Harbour areas subject to Policy 86 are identified on the proposals map.

AIR

9.69 Newquay Cornwall Airport provides an important service not only for the Restormel area, but the whole of Cornwall, and its future success is important to the economic prosperity of the area providing quick links to London or elsewhere, especially essential for businessmen and women.

9.70 Following a study by Consultants in 1990 on the requirements for civil air transport, scheduled passenger, charter and freight services from Cornwall, Restormel Borough Council, together with other sponsoring bodies, have constructed a new passenger terminal at Newquay. The project received the necessary financial backing from the Rural Development Commission and Europe. Construction commenced in April 1993 and the terminal is now fully operational. The Council will support the enhancement of the facilities at the airport.

9.71 The Council will continue to promote the retention and improvement of services between Newquay, London and other destinations.

CHAPTER TEN RECREATION

INTRODUCTION

10.1 Recreation and open space provision within the Borough will need to keep pace with the population growth of the district as well as cater for the increasing demands for recreation as leisure time increases due to changes in working patterns. The area's popularity as a tourist destination also needs to be reflected within the provision.

10.2 Recent years have seen a growing interest in all types of sport and recreation. Participation in organised sports as well as walking and other outdoor activities are becoming increasingly popular.

10.3 The Borough Council recognises these trends and the Local Plan reflects the need to maintain and improve standards providing for a variety of formal and informal open space, whilst encouraging the use of existing facilities as essential to improving the quality of life within the Borough. The Council also recognises the importance of the rural part of the Borough as a resource and will encourage access to the countryside for walking and other informal uses in a way which is compatible with landscape, agricultural and nature conservation interests.

NATIONAL POLICY

10.4 The Local Plan should take account of Government regulations and advice which recognise the importance of sport and recreation as a major land use.

10.5 *PPG 17; Sport and Recreation, emphasises the role of sport and recreation as an important component of civilised life. Participation can help improve the individuals health and sense of well-being; whilst promotion of sporting excellence can help foster local and national pride.

10.6 The Guidance note emphasises the important role local plans play in assessing local needs for recreational facilities, identifying deficiencies and co-ordinating the provision of new facilities with other forms of development.

10.7 Policies and proposals in local plans can be locationally specific. They should generally cover:

- the specific needs for both mainstream and specialist sports facilities (indoor and outdoor), including, where appropriate, large sites (for example, local motor or air sports sites, football stadium, orienteering courses and boating facilities)
- the particular recreational needs of the elderly and disabled people
- the protection of public and private open space and other land of recreational, conservation, wildlife, historical or amenity value
- the availability of public rights of way
- playing fields.

10.8 The need for co-ordinated development both within the urban area and the countryside is emphasised.

10.9 *PPG 3: Housing stresses the need to protect and retain valuable amenity open space in established residential areas, stating there can be no question of sacrificing the green spaces which all towns and cities need for recreation and amenity.

REGIONAL POLICY

10.10 Regional Planning Guidance for the South West recommends that facilities for leisure including sports and cultural activities should be actively encouraged where this is compatible with conservation objectives. Plans should also contain policies to protect open space. The Guidance notes set out the potential in the South West for the development of recreation based on natural amenities such as rivers, lakes and the coast. However, this should be consistent with the principles of sustainable development and the need to conserve and enhance such features.

10.11 The Regional Strategy for Sport and Recreation in the South West is provided by the South Western Council for Sport and Recreation in "Vision into Reality" published in June 1994. This document sets the scene for the development of sport recreation in the region. The document acknowledges the important role of land use planning in protecting open space and in the provision and improvement of facilities.

STRUCTURE PLAN POLICIES

10.12 The Structure Plan reinforces the importance of sport and recreation and seeks the development of such facilities in line with sustainability objectives. The policies in the Restormel Local Plan are considered consistent with such an approach.

THE BOROUGH COUNCIL'S APPROACH

10.13 The Borough's Corporate objectives for sports development are contained in the "Tourism and Leisure Strategy for Restormel; Appraisal and Policy Statement". This promotes the principle of sport for all and seeks to encourage high standards of performance and excellence in sport and recreation in the Borough.

10.14 From the Planning viewpoint the priorities are to retain existing leisure and recreational facilities and to provide new facilities to meet the needs of new housing proposals and where opportunities exist to resolve deficiencies in past open space provision.

10.15 To this end the Council's Planning objectives are:

- To provide an appropriate quality, variety and distribution of formal and informal recreational land.
- To encourage the better use of existing facilities including dual-use of school and private facilities.
- To resist loss of usable open space to other uses.
- To widen the range of leisure and recreational facilities to meet the needs of all sections of the community, including the elderly and the disabled.
- To ensure an appropriate provision of open space as an integral part of new housing developments.
- To retain an appropriate quantity and distribution of public allotments.
- To develop open space links to the rural area using the public rights of way network.
- To introduce standards of provision of recreational land and facilities so that individual proposals can be formulated and monitored.
- To protect open space which adds to the character of the area.
- To ensure a balanced relationship between the needs of recreation and conservation.
- To ensure maximum benefit to local residents of facilities developed for tourism and vice versa.
- To encourage initiatives which make residential areas safer for children to play.

POLICIES

FORMAL OPEN SPACE

PROTECTING EXISTING RECREATION FIELDS

Policy 87

Proposals for development which would result in a loss of public and private playing fields, and ancillary facilities and/or public access to such fields for informal use will not be permitted unless suitable alternative playing fields or facilities are made available in the immediate vicinity, or that there is no existing or proven future need for the playing fields or facilities.

NEW RECREATION FIELDS

Policy 88

The Council will permit proposals to provide new formal open space (including all weather pitches) and ancillary facilities, particularly in settlements where a deficiency has been identified providing that:

- 1 (a) Local facilities are provided in or adjacent to the settlement they are intended to serve;
- (b) Facilities with a wider catchment area are in or adjacent to settlements referred to in Policy 1.

(2) Suitable access is available

(3) Sites are of an adequate size for a recognised sporting activity

(4) Suitable drainage is undertaken

(5) The site has such levels that any engineering works required to provide facilities will not be of such a scale and nature as to harm the general appearance of the area.

OPEN SPACE ON RESIDENTIAL SITES

Policy 89

(1) On all residential development, the Council will seek a planning obligation from developers or impose conditions to either:

(A) Provide within the site an area of open space including suitable children's play areas and equipment where necessary to meet the needs of the residents.

(B) Provide an equivalent commuted sum to enable open space provision in the immediate locality.
(2) In considering how to apply 89(1) in particular cases the accessibility guidelines set out in Table 1, site characteristics and the proposed layout and house types will be taken into account.

10.16 Formal open space which includes playing fields caters for organised sports and games such as football, tennis, bowls and cricket. The increasing interest in minority sports, such as hockey and American football, suggest a greater variety of needs in respect of such facilities in the future.

10.17 Standards for open space provision include the National Playing Fields Association's suggested standard of 6 acres (2.4 hectares) of formal open space per 1000 people. This excludes school facilities, unless in dual use, golf courses, informal open space, water based and indoor facilities. It must be stressed that this is a minimum standard. Incorporated in this standard are elements for children's play within housing areas: 1.5 - 2 acres (0.6 - 0.8 hectares) of which 1 - 1.5 acres (0.4 - 0.6 hectares) should be casual use open space and 0.5 - 0.75 acres (0.2 - 0.3 hectares) should be equipped playgrounds. The remaining 4 - 4.5 acres (1.6 - 1.8 hectares) of formal open space is for youth and adult use.

10.18 The importance of play areas and their accessibility in relationship to housing, schools and footpath and cycle links needs to be considered carefully. A poorly designed or located play area will receive little patronage. With the growth in car ownership residential streets are nowadays often dangerous for children, but this is often where they play in the absence of suitable formal play areas. Children are today less able to make small trips or journeys, such as to school, the local shop or to visit friends and relatives unsupervised. The independent Policies Studies Institute has concluded in a recent report the personal freedom and choice permitted a typical seven-year-old in 1971 are now not permitted until children reach the age of about nine and a half. The main reason, the report concluded, was the growth in motor traffic. The above policies, therefore, need to be interpreted in conjunction with other policies within the Local Plan to encourage footpath and cycle links and the introduction of traffic calming in residential areas.

10.19 Table 2 shows the analysis of formal open space within the Borough. The analysis was completed by a study of maps, aerial photographs, some site visits and a survey of schools. For each settlement, as defined by the County Council's sub parish analysis, three figures are provided:

- 1) formal open space excluding school facilities;
- 2) formal open space including school facilities where dual use exists, and
- 3) potential formal provision with complete dual use.

10.20 It can be seen that only Coombe, Foxhole, Grampond and Stenalees have adequate provision relative to the NPFA standard net of school provision. Where dual-use does exist provision is considerably enhanced, particularly by secondary schools. Newquay, Fowey and St Stephen in particular benefit from this. However, even such dual-use cannot compensate for public provision as school sites tend to be less accessible and the needs of the school have to be given priority (such as protecting pitches from over-use). Primary schools can and do make a contribution but their facilities tend to be smaller and less suitable for adult use. Looking at the Borough as a whole, and including Newquay where formal provision is reasonable, only about a quarter of the population live in settlements above or approaching the NPFA standard.

10.21 Table 2 also includes the settlements compared with the Playing Pitch standard which recommends a provision of 1.21 hectares of purely playing pitches (excluding tennis, bowls and play areas) (Playing Pitch Strategy - Sports Council 1991). Although the distinction between say a small football pitch and a large play area is difficult to define, on the basis of this analysis the Borough performs slightly better suggesting that a greater variety in formal recreational provision might be desirable.

10.22 *PPG 17 suggests that Local Authorities should develop their own standards for formal recreation, and suggests that local accessibility standards maybe more appropriate in some circumstances. Whilst Restormel has not yet identified its own specific standards for formal recreation Table 1 sets out a series of accessibility guidelines originally produced for the Greater London Development Plan. These standards can be seen as complimentary to the NPFA standards set out earlier.

10.23 Policy 87 is intended to prevent the loss of necessary playing fields. The suitability of alternatives will be judged on numerous criteria, including location and degree of public use proposed. Clearly, these policies are consistent with Government advice set out in *PPG 17, (Sport and Recreation).

10.24 Policy 88 sets out the Council's support for initiatives to provide new formal open space facilities, particularly where these result from local initiatives. The criteria are intended to ensure that the proposal relates well to the area it is intended to serve, that the site is suitable for the use and is not detrimental to the character and appearance of the neighbourhood.

10.25 Policy 89 seeks to ensure that new housing areas are adequately provided with usable open space, and in particular, children's play areas. In considering schemes and the appropriate open space element, the Council will also have regard to the accessibility guidelines, site characteristics and the proposed layout and house types. In many

instances a financial contribution towards providing a larger recreation site elsewhere in the locality may be appropriate. Alternatively a contribution towards upgrading an existing facility in the area may in some instances be preferable. In the case of sheltered housing for the elderly, the Council will require an area of open space, where practical, for the quiet enjoyment of residents. The provision of children's play areas will not be appropriate in such cases. Provision of open space on site will be required to be provided at an early stage of the sites development.

10.26 The recreation needs of individual settlements and specific open space allocations are discussed in the town and parish chapters.

ALL WEATHER PITCHES

10.27 Government guidance recognises the important role which all weather surfaces can contribute to sports provision. This will be reflected, in appropriate circumstances, in the application of Policies 88 and 89, and in the open space proposals in the Town and Parish Chapters.

10.28 *PPG 17 states The provision of outdoor synthetic or other surfaces capable of intensive use may help meet the demand for sports facilities priority will often need to be given to intensive forms of provision. Such provision is likely to be appropriate in larger urban areas, perhaps as a school facility with dual use arrangements. Such provision might also be appropriate in the "satellite community facilities" discussed under Policy 100. The need for floodlighting, perhaps necessary for the maximisation of use will need to be addressed under Policy 37.

PLAYING FIELD QUALITY

10.29 Some concern was expressed during the consultation exercise on the Plan over the problems of dog-fouling of playing fields. The Council has the ability, as do organisations grant aided by the Council, to enforce local by-laws to restrict the use of such fields for dog exercising. The Tourism and Leisure Department is responsible for such restrictions on the Council's own land holdings.

DUAL USE OF SCHOOL FACILITIES

Policy 90

Proposals to use school facilities for wider community uses, or develop dual-use facilities on school sites will be permitted.

10.30 The Local Planning Authority recognises that the wider use of school playing fields and sports facilities can usefully extend the range of facilities available to visitors and residents, although the increased maintenance and management costs are appreciated. The Council has in the past supported the creation of new dual-use facilities and will continue to do so in appropriate cases, including joint provision of such facilities with other public and private bodies.

ALLOTMENTS

Policy 91

Proposals for the development of existing allotments will not be permitted unless suitable replacement allotments are proposed to be made available in a productive condition prior to the development commencing, or it is considered that there is no existing or proven future need for the allotments. Even where no need appears to exist other policies of this plan may be applicable to the site and may justify preventing or limiting development if the allotments would contribute significantly to open space provision in an area, add to the visual character of an area or be of importance for nature conservation.

10.31 As well as their practical use for growing food allotments have a function beyond this. In many cases they form attractive or potentially attractive open spaces in urban areas. Even if allotments are not well used, it may be appropriate to use them for formal or informal open space purposes rather than allow them to be developed depending on the character of the particular site and local needs for open space.

INFORMAL OPEN SPACE

Policy 92

Proposals to develop on existing informal open spaces and footpaths, bridleways, byways and unclassified road links will not be permitted except where the proposed development is for recreation purposes or where suitable replacement space or links are made available in the immediate vicinity.

NEW INFORMAL OPEN SPACE AND RECREATION LINKS

Policy 93

Proposals to make land available for informal open space and to create new footpaths, bridleways and cycleways between recreational sites, housing areas and the wider rural area, will be permitted, particularly in those areas identified in Policies 94 and 95.

10.32 While no official standards for informal open space exists, a generally accepted figure based on the allocation of informal space in new towns in the past has been 1 acre (0.4 hectares) per 1000 population. In this plan informal open space is defined as parks and gardens (excluding playing fields and play areas), churchyards - which can provide significant open areas especially in towns and the many small open spaces found in towns and villages often on housing estates which add to the green feel of places. All the areas identified in the analysis of informal open space for the Borough are identified on the proposals map. Policy 92 will protect such sites and the links between them from being developed. The Council will ensure that where it is proposed to divert an existing right of way that all the proper procedures are followed.

10.33 In addition to the identified sites the Restormel District is fortunate in having many areas of countryside, moorland and its spectacular coastline which provide exceptional opportunities for walking and other forms of informal recreation, for both the resident and the visitor. However, such areas often come under pressure and the need for conservation must be taken into consideration. The Council therefore considers that the provision of additional informal recreation space is required both for its own sake as well as a method of "greening" the urban environment.

10.34 Parish and Town Councils, farmers and other landowners will be encouraged to initiate such measures. Clearly, new permissive paths can only be created with the co-operation of landowners.

10.35 Informal open spaces, footpaths, bridleways and cycleways often need appropriate management to reduce user conflict. The Council will support and promote such initiatives where they are consistent with the conservation policies in this Plan and the Structure Plan. Specific proposals for informal open spaces, footpaths and leisure trails are set out along with assessments of local needs in the town and parish chapters.

10.36 Because of the coastal and countryside resources and the difficulty of deriving a figure for need no standard of informal open space is used in this Plan. However, the Council will encourage the provision of improved access to the countryside as well as protecting existing informal space.

COUNTRYSIDE ACCESS

Policy 94

(1) Countryside Access Corridors are proposed in the following areas:

- (A) The Pentewan valley and land south of St Austell to Charlestown, and between Pentewan and Mevagissey**
- (B) The Gover Valley**
- (C) The Trenance Valley**
- (D) The Fal Valley and its tributaries**
- (E) The Fowey Estuary/ Valley**
- (F) The Gannel Valley**
- (G) The Porth Valley**
- (H) The Vale of Mawgan**
- (I) The Luxulyan Valley**
- (J) The Treemill Valley**
- (K) The Valley between Portmellon and Castle Hill**
- (L) The Valley between Caerhays Castle and Polmassick**
- (M) Land between Whitemoor and Gothers**
- (N) St Stephen Beacon**
- (O) The Kelliers**
- (P) The Chapel Valley (Newquay).**

The Countryside Access Corridors constitute areas of search for new leisure trail initiatives and are subject to Policy 93.

Policy 95

Within the Countryside Access Corridors identified in 94(1) the following Countryside Recreation Priority Areas are proposed:

- (A) The Porth Reservoir**
- (B) The Luxulyan Valley**
- (C) The Gover Valley**
- (D) The Pentewan Valley and land south of St Austell to Charlestown and between Pentewan and Mevagissey**
- (E) Terras, St Stephen**
- (F) The Kelliers**
- (G) The Chapel Valley (Newquay)**

Policy 96

Proposals for the use of the Countryside Recreation Priority Areas for recognised countryside recreation will be permitted. Uses permitted will include only those which do not interfere with the casual use and quiet enjoyment of the area and which in the case of the Porth Reservoir are consistent with maintaining water quality and other operational requirements of the reservoir.

Policy 97

Proposals for the creation of small open spaces for picnics, play and relaxation at the sides of country lanes and major footpaths and bridleways will be supported. The priorities for such initiatives should be where there is good access to a network of paths further into the countryside or where a site is part of an identified and promoted walk.

10.37 Policy 97 complements Policy 93 and will encourage the creation of small open spaces along footpaths, bridleways and country lanes. Such sites can act as focal points for countryside recreation and are especially useful on larger distance trails. Picnic sites are especially useful for family outings and allow, for instance, small children or the less able to have a welcome break.

10.38 The encouragement of passive enjoyment of the countryside is a major objective of this Plan. Whilst opportunities exist for coastal walking, inland countryside access opportunities are more limited. The Borough has for example, far less provision of Bridleways than the national average.

10.39 The Plan identifies countryside access corridors in Policy 94 where the Council considers footpath and bridleway links within the Borough could be enhanced. The main sites identified are the major river arteries that cross the Borough; improved access along which would allow the appreciation of a variety of landscape forms and nature habitats. In addition the Plan identifies Countryside Recreation Priority Areas in Policy 95.

10.40 These are intended to provide areas where low key access and recreational opportunities will be supported. In general they are well related to major settlements and located along the Countryside Access Corridors. Detailed consideration of these proposals is contained in the Parish Chapters. These proposals stop well short of a full country park with its implications for over-use and honey-pot characteristics. This approach is particularly important in areas such as the Luxulyan Valley which are appreciated for their quietness and serenity.

10.41 Some of the Access Corridors identified cover areas important for Nature Conservation. Sensitively implemented public access to such areas can increase awareness of such sites but where conflict is likely to arise the Council considered that the interests of Nature Conservation should be given priority.

10.42 In implementing schemes in the above areas the Council will seek to develop partnerships with other agencies and landowners. It should be stressed that initiatives will only be implemented on a voluntary basis.

10.43 Some of the Access Corridors cover areas with operating railway lines through them. In such cases where access agreements next to railway lines are agreed security fencing will be required.

10.44 The Fal, Tregargus Gothers Area and Gover Valley Access Corridors in part include land within the China Clay area where the industry has permission for the winning and working of china clay or where future china clay proposals may be brought forward. The access proposals contained in this Plan are not intended to prejudice current or proposed activities of the industry. The Council will however encourage the industry to incorporate access arrangements in any long term restoration strategies.

10.45 In addition to the above identified opportunities the Council support additional access proposals in other parts of the China Clay area where opportunities become available as a result of land restoration schemes, and throughout the Borough where appropriate.

10.46 Policy 97 complements Policy 93 and will encourage the creation of small open spaces along Footpaths, Bridleways and Country Lanes. Such sites can act as focal points for countryside recreation and are especially useful on

longer distance trails. Picnic sites are especially useful for family outings and allow for instance small children or the less able to have a welcome break.

COUNTRYSIDE ACCESS & PUBLIC SAFETY

10.47 The areas identified in Policy 94 are areas of search for new leisure trail initiatives. In many cases there is no existing public right of access. Some areas contain active China Clay workings where unauthorised public access could be dangerous.

MOTORISED COUNTRYSIDE RECREATION

10.48 Motorised countryside recreation is an increasingly popular sport and leisure activity. It can range from formally arranged trails to individuals who use Green Lanes for casual exploration of the countryside. These are legitimate uses of the countryside and organisations such as LARA promote responsible and considerate participation. However, conflicts do occur particularly when such activities do not benefit from responsible overseeing or take place on land where there is no right of access. The countryside Access policies in this plan are concerned with passive use of the countryside for walking, cycling and horse riding. Many of the priority areas for access identified in the plan are also sensitive areas in environmental terms and for instance motorised sport is considered incompatible with nature conservation interests.

10.49 Policy 92 seeks to protect routes used for informal countryside access and this will include Green lanes where legitimate motorised access exists. In considering new proposals for specific motorised sport activities the council will apply the general policies in this plan particularly those regarding Heritage sites and noise. Such proposals would require detailed examination and it is not considered appropriate to identify potential sites within the plan. A facility for off road scrambling has recently been approved at Great Longstones within the china Clay area.

LONG DISTANCE LEISURE TRAILS

Policy 98

The following long distance leisure trails are proposed:

- (1) Between Mawgan Porth and Grampound**
- (2) Between Lostwithiel and Fowey.**

10.50 Policy 98(1) links the Countryside access corridors identified for the Vale of Mawgan and the Fal Valley. A variety of possible options for this route exist, in some areas use of existing footpaths can be made, in others new links will need to be created. Between Toldish and Terras, St Stephen the disused mineral railway line provides a potential link. This is an area where the China Clay industry has permission for the winning and working of china clay, although the area is identified for long term environmental enhancement in the Interim Minerals Plan. This proposal is not intended to prejudice current or proposed activities of the industry, but indicates a possible link which may be incorporated in future restoration strategies. The extension of the route south of Grampound would require co-ordination with Carrick District Council, who have provisionally welcomed the idea. The Council would seek a variety of uses, walking, cycling and horse riding as appropriate to the nature of the route.

10.51 The principal of providing improved countryside access along the Fowey River Valley is supported by Policy 94 which identifies a Countryside Access corridor where initiatives will be supported. In particular Policy 98 supports the provision of a leisure trail between the two towns. This route could possibly be extended northwards to Bodmin. This Plan does not identify an actual route although one close to the river and railway line would be preferred. The Saints Way already provides a walking opportunity. This trail should seek to serve cyclists and/or horseriders.

10.52 In addition this Plan proposes the following specific recreation routes or leisure trails suitable for walking, cycling and horseriding:

- Between St Austell and Wheal Martyn Museum (see Part 2 of this Plan on St Austell).
- Between St Austell and Pentewan (see Part 2 of this Plan on St Austell).
- Between Newquay and Quintrell Downs (see Part 3 of this Plan on Newquay).
- Between Roche and Bugle (see Part 4 of this Plan on the Rural Parishes).
- Between Newquay and Perranporth (as far as Borough boundary)

IMPLEMENTATION

10.53 The creation of footpaths, bridleways and cycleway links, together with new open space can be created in a variety of ways. Some may be achieved through planning gain, in particular through the development of new housing and industrial areas. Others may be achieved through access and management agreements in local initiatives. Various schemes introduced by the Government such as some of the Countryside Commission initiatives encourage diversification of agriculture into woodland whilst introducing public access. These initiatives can make a major contribution towards the Green tourism approach discussed in the Tourism section, as well as linking in with the

preservation and appreciation of nature conservation corridors. European and other funding arrangements can also help with such initiatives.

10.54 Much of the countryside is intensively farmed but set-aside, countryside stewardship and other management initiatives are leading to the opening up of more land to general access, particularly in the heritage coast areas. The Council supports such initiatives particularly where they are compatible with this policy. Some areas are too sensitive to open up to general access (e.g. nature conservation). In many cases the diversion of farmland into countryside recreation uses will go a certain way to helping solve the problems resulting from measures to cut grain output. It is also considered desirable to encourage the re-creation of semi-natural grassland for a similar reason, but perhaps more importantly because it will be of benefit to nature conservation. This support for more public access to land is restricted to access on foot and in some cases horse or cycle and the casual enjoyment of the land and should not be implied to cover other uses of the land or access by vehicles, etc.

10.55 In addition to this section, attention should be paid to the conservation and transport sections (Chapter 5 and 9) and detailed proposals in each Parish Chapter.

GOLF

Policy 99

(1) Proposals for golf courses and golf driving ranges will be permitted subject to the following criteria:

(A) The site is well related to existing urban settlements listed in Policy 3.

(B) The proposal is in accordance with policies for the protection of landscapes, habitats and features of heritage importance, particularly Policy 13 which protects the AONB and policies for the protection of the countryside in general.

(C) The proposal does not result in the irreversible loss of the best and most versatile agricultural land.

(D) The proposal makes use of and retains as much as possible of the existing landscape and features of nature conservation value.

(E) Any need for building makes use of existing buildings as much as possible.

(2) Major golf related facilities such as restaurants, accommodation and sports halls and non golf related development such as housing, will only be permitted if all such developments are within development envelopes of key settlements defined in Policy 1 of this Plan.

10.56 The South West Council for Sport and Recreation subject report: A strategy for the provision of Golf facilities (Updated 1993) recommended that within Restormel there was a need for a 9-hole "pay and play" facility in the St Austell area. This need has now been met with a facility at Porthpean.

10.57 Recent years have seen a boom in the provision of golf courses nationally, and recently many local courses have suffered economic difficulties. It may be that saturation levels will soon be reached. New proposals will therefore have to be looked at closely. Government advice suggests that associated developments such as hotels must be assessed on their own merits when such proposals are proposed in the countryside. Golf developments therefore should be viable in their own right and the Council may require financial viability to be demonstrated before granting new permissions. The scale of golf course development is also important. The demand for major international standard courses is limited and the additional landscaping needed for viewing areas can have a great impact on the landscape.

10.58 The Council is concerned that while a basic golf course can enhance, or at the least not harm the countryside environment; if proper attention is not paid to design, past experience shows that it is all too easy for an idea for basic facilities aimed primarily at non-handicap casual players, whether residents or visitors, to create pressure to expand into a major recreation and leisure centre including accommodation and housing. The Council does not wish to see this kind of facility developed in the countryside on the back of a golf course proposal because of its likely effect on the nature and character of the area and its infringement of key government, Structure and Local Plan policies regarding the location of development, in particular, housing. It is considered that there are enough existing and permitted courses serving the area which meet this kind of requirement. Locations near main settlements are necessary in the context of Policy 8 and PPG 13.

BUILT RECREATION ARTS AND CULTURAL FACILITIES

Policy 100

(1) Proposals which involve the loss of existing built recreation facilities and arts and cultural facilities will not be permitted where harm would be caused to the level of service locally.

(2) Proposals for new built sports and recreation facilities and arts and cultural facilities will be permitted particularly in settlements where a deficiency has been identified providing that:

(A) Local facilities are provided within or adjacent to the development envelopes of settlements they are intended to serve.

(B) Facilities with a wider catchment area are within or adjacent to the development envelopes of settlements referred to in Policy 1.

10.59 The Borough already has some fine built recreation facilities; Polkyth caters for the southern half of the Borough, whilst in Newquay the Water World Complex and the Sports Complex together with numerous facilities associated with the holiday industry provide for resident and visitor alike.

Turning to the arts it is recognised that a thriving arts and cultural environment not only enhances the "quality of life" of the Borough's residents, it also provides additional attractions for the visitor as well as making the area more attractive to inward investors, particularly in a County like Cornwall with so many literary and visual arts connections.

10.60 A report published by the Association of District Councils concluded that:

- The arts make a contribution to the quality of life and they provide opportunities for self-expression, learning, therapy and participation.
- The evidence is now overwhelming that the arts also play an important part, directly and indirectly, in the National and local economy, in tourism and economic development and that the arts need to be regarded as a very major industry.

10.61 Policy 100(1) seeks to protect existing recreation, arts and cultural facilities whether large purpose built buildings or small venues used by amateur clubs and local societies. The main intent of this clause of the policy is to ensure that viable facilities are not lost through redevelopment for more lucrative uses. In doing so the policy recognises not only the important social function of such venues but also their contribution to reducing the need to travel in a rural district.

In assessing the harm which development proposals would cause to the level of service locally the Council will take into account both the level and nature of demand for the facility and the availability of alternative which are easily accessible.

10.62 Policy 100(2) supports the provision of new recreation arts and cultural facilities. With respect to recreation it is expected that demand for indoor sports and recreation facilities, both from residents and tourists is expected to increase because of both increased population and increasing participation over the next 15 years. Indoor facilities also help towards the Plans Tourism objective of extending the holiday season.

10.63 The South West Council for Sport and Recreations report on Community Sports Facilities recommends the upgrading of one of the towns school facilities to a dual use sports centre along with the provision of five Small Community Recreation Centres at Fowey, Par, Mevagissey, Bugle and St Columb Major. The Councils commitment and programme for the development of such facilities is contained in the Tourism and Leisure Strategy for Restormel, Appraisal and Policy Statement.

10.64 Consideration must also be given in assessing sports needs to the demands of the spectator. St Austell Rugby ground regularly hosts county matches whilst Polkyth has been the host to international tournaments. If the district's venues are to develop these roles and attract prestigious events, improved facilities for the spectator are necessary and will be supported by the Council.

10.65 The Tourism and Leisure Department of the Council in its Tourism and Leisure Strategy, Appraisal and Policy statement underlines the Council's commitment to the provision of general support for the arts and museums within the Borough. Policy objectives include the fostering or participation in the arts amongst all sections of the community including disadvantaged groups and the encouragement directly or indirectly of the provision of arts facilities.

10.66 Policy proposals contained within the report which have planning implications include the provision of grants and loans to assist organisations in the provision and improvement of facilities, as well as the recognition of the need for a performing arts venue in St Austell and a multipurpose hall in Newquay.

10.67 Sites for sports and recreation facilities may be difficult to achieve within development envelopes, particularly where associated with pitches provided under Policy 81. This will be due to difficulties in land assembly and cost of land. Policy 100(2) allows for possible provision of such facilities outside but adjacent to development envelopes. Clearly, such development will be subject to the test of harm to the countryside set out in Policy 3 and to the Environment policies in Chapter 5.

DUAL USE OF HOLIDAY FACILITIES

Policy 101

Proposals by operators of holiday centres, hotels and other holiday accommodation to allow use of recreation facilities by the local community will be permitted.

10.68 Restormel has many facilities, particularly in Newquay such as swimming pools, tennis courts and sports halls which are provided by the holiday industry primarily for holidaymakers. Many of these facilities are available for use by the local residents during and outside the main holiday season. In turn, many public recreation facilities are made

economic because of tourist use. The Council recognises the benefit of maximising this dual-use of public and private facilities and wishes such activity to be extended.

COASTAL RECREATION

10.69 Recent trends in coastal recreation include:

- The increasing popularity of coastal walking and in particular cycling which can cause problems of erosion in popular areas.
- Increasing participation in motorised coastal sports such as jet skiing; uses which may be undesirable in some areas.
- Increasing pressure on existing harbours with an identified need for more mooring facilities (ref. PPG 17).

10.70 Restormel is endowed with excellent coastal resources; fine beaches, estuaries and dramatic coastline. For both local recreation and tourism these resources are coming under increasing pressure. Many uses are incompatible and planning is necessary to co-ordinate the use of these coastal resources, to make the best use of and provide new opportunities for coastal recreation as well as to protect the intrinsic beauty and the natural environment which many find attractive. Activities such as yachting can however make a positive contribution to the local economy and have considerable green tourism potential.

10.71 Proposals for Coastal Recreation will be assessed against the Strategic Policies contained in this Plan together with the policies for Conservation of the Coastline as outlined in Chapter 5 paras 5.129–5.137.

INLAND WATER SPORT RECREATION

Policy 102
Proposals for recreational use of worked out mineral sites will be permitted where the development would provide positive landscape and nature conservation enhancement and management.

10.72 It has been said that Cornwall has estuaries, but no rivers. Certainly inland from the tidal range of estuaries most Cornish rivers are small and stream like in nature. Water sports in these circumstances are likely to be restricted to fishing and casual enjoyment through walking and nature observation. Opportunities may exist for inland water sports in disused mineral workings such as old china clay pits. However the steep sided nature of many of these pits may preclude such use on safety grounds. The Council will however regard any such use and associated enhancement favourably where consistent with the strategic policies of this Plan.

ACCESSIBLE RECREATION

10.73 Chapter 6 of this Plan sets out the Council's policies for creating an accessible environment that caters for the needs of all groups, including the disabled and elderly. Policies within that chapter of the Plan complement the policies contained in this chapter and set out the requirements for access to recreation and tourism facilities, and the Countryside.

Type of Space	Size and Catchment radius	Characteristics
DISTRICT PARKS Weekend and occasional visits by foot, cycle, car and short bus trips.	20 hectares 1.2 km	Landscape with a variety of natural features providing for a wide range of activities, including outdoor sports facilities and playing fields, children's play for different age groups, and informal recreation pursuits. Should provide some car parking
LOCAL PARKS For pedestrian visitors.	2 hectares 0.4 km	Providing for court games, children's play, sitting out areas, nature conservation, landscaped environment and playing fields of the parks are large enough.
SMALL LOCAL PARKS AND OPEN SPACES Pedestrian visits, especially by old people, children, particularly valuable in high density areas.	2 hectares 0.4 km	Gardens, sitting out areas, childrens playgrounds or other areas of a specialist nature, including nature conservation areas.
LINEAR OPEN SPACES Pedestrian visits.	Variable wherever feasible	Paths, stream and riverside routes, disused railways and other routes which provide opportunities for informal recreation, including nature conservation. Often characterised by features or attractive areas which are not fully accessible to the public but

		contribute to the enjoyment of the space.
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Source: Greater London Development Plan, as amended by the London Planning Advisory Committee 1988, with minor amendments for this Plan.

TABLE 2: RECREATION OPEN SPACE, HECTARES PER THOUSAND OF POPULATION

Provision assessment against population sub-parish estimates 1990

Settlement	Formal Open Space (Standard 2.43 ha per 1000)			Playing Pitch (Standard 1.21 per 1000)			Informal Space
	Without Schools	Actual Dual Use	Potential Dual Use	Without Schools	Actual Dual Use	Potential Dual Use	
Bugle	1.6	1.8	-----	1.2	1.4	-----	1.1
Carlyon Bay	-----	-----	-----	-----	-----	-----	1.8
Carthew and Ruddlemoor	-----	-----	-----	-----	-----	-----	0.7
Charlestown	1.8	-----	3.1	1.8	-----	3.1	1.9
Coombe	2.3	-----	-----	-----	2.3	-----	-----
Crantock	0.02	-----	-----	-----	-----	-----	0.4
Fowey	1.8	4.4	-----	1.6	4.0	-----	0.8
Foxhole	3.5	-----	3.9	3.2	-----	3.6	-----
Golant	0.7	-----	-----	-----	-----	-----	-----
Gorran	1.5	2.1	-----	1.5	2.1	-----	0.6
Grampond	3.4	-----	-----	3.0	-----	-----	-----
Indian Queens, St Columb Road & Fraddon	0.9	1.2	-----	0.9	1.1	-----	0.4
Lanlivery	0.2	-----	-----	0.2	-----	-----	1.4
Lostwithiel	0.9	-----	1.4	0.9	-----	1.4	1.0
Luxulyan	0.6	-----	1.2	0.6	-----	1.2	0.5
Mawgan Porth	-----	-----	-----	-----	-----	-----	1.6
Mevagissey	1.4	-----	1.6	1.3	-----	1.5	0.9
Nanpean	1.3	-----	1.8	1.3	-----	1.8	0.9
Newquay	1.0	2.2	-----	0.8	1.9	-----	4.1
Penwithick	1.9	-----	-----	1.8	-----	-----	0.2
Polgooth	0.2	-----	-----	0.2	-----	-----	0.6
Polmassick & St Ewe	-----	-----	-----	-----	-----	0.7	-----
Porthpean	-----	-----	-----	-----	-----	-----	0.5
Quintrell Downs	1.8	-----	-----	1.8	-----	-----	0.3
Roche	1.2	-----	-----	1.1	-----	-----	0.6
St Austell	0.9	1.4	2.2	0.7	1.1	1.9	0.5
St Blazey Par & Tywardreath	1.5	1.6	1.7	1.3	1.4	1.5	1.5
St Columb Major	1.3	1.5	-----	1.1	1.2	-----	0.5
St Dennis	1.6	-----	1.9	1.5	-----	1.9	1.0
St Mawgan	1.4	-----	-----	1.4	-----	-----	2.0
St Stephen	1.4	4.4	4.8	1.1	4.0	4.4	1.2
St Wenn	-----	-----	3.8	-----	-----	3.3	1.6
Stenalees	3.6	-----	4.6	0.7	-----	1.2	2.4
Sticker	1.3	-----	-----	1.3	-----	-----	-----
Summercourt	1.0	-----	1.8	1.0	-----	1.8	0.6
Talskiddy	-----	-----	-----	-----	-----	-----	-----
Trethowel	1.4	-----	-----	1.4	-----	-----	-----
Trethurgy	1.5	-----	-----	1.5	-----	-----	-----
Treviscoe	2.2	-----	-----	1.9	-----	-----	-----
Trewoon	1.1	1.4	2.6	1.1	1.4	2.6	-----
Whitemoor	2.3	-----	3.00	-----	-----	0.7	0.1

Note: For the sub parishes of Lane, Tregatillian, Tregurrian, RAF St Mawgan, Talskiddy, Lanjeth and High Street, Pentewan, Gothers and Enniscaven, Tregorrick and St Michael Caerhays, no recreation provision has been identified. Clearly, residents of

these areas will probably use facilities in other areas indicating some additional demand. The sports fields at Blackpool Dries and Par Moor have not been included with any settlement.

Formal and Playing Pitch Assessment

The figures show the amount of space in each category provided per thousand of population. The first column shows the provision of space excluding schools. The second column adds in existing dual use of any. The third column shows the total provision which could be provided with complete dual use.

CHAPTER ELEVEN COMMUNITY SERVICES

HEALTH CARE AND SOCIAL SERVICES

INTRODUCTION

11.1 Primary health care, psychiatric and community services are the responsibility of the Cornwall and Isles of Scilly Health Authority. The Cornwall Health Care Trust - formed in April 1993 - has day to day management responsibilities for community health services. These include community hospitals, health clinics, district nursing and health visitors .

11.2 The County Council is responsible for social services including services for elderly people, the handicapped, mentally ill and children. The private sector's role in providing residential care has increased since the mid 1970's, but this may not continue.

11.3 The Borough Council's role is limited to supporting and encouraging the retention and development of health care and social services, by assisting with site requirements by ensuring that sufficient land is allocated in local plans to meet any identified requirements and by articulating local peoples views to other bodies and the government.

11.4 The Borough Council in exercising its statutory planning responsibilities has regard to community service provision - for example by taking into account service availability in determining housing proposals: The Council's housing responsibilities include the provision of and support for specialised housing for the elderly and handicapped (Policy 71, Chapter 8 and Policy 44, Chapter 6). The Council are required to ensure public access to buildings meets the needs of the physically handicapped and policies for access are set out in Chapter 6.

11.5 The Council understands the need to ensure that the policies in this Plan, planning decisions and other initiatives are consistent with the governments community care policy. Policies and proposals relating to specific sites and facilities are set out in the relevant area chapters.

THE STRUCTURE PLAN

11.6 The Structure Plan recognises the important role of locally based community facilities as an essential component of sustainable development.

OBJECTIVES

11.7 The objectives of policies and proposals in the Local Plan are:

- to promote the retention and improvement of health and social services in the Plan area;
- to support improvements to community facilities particularly in the rural area;
- to ensure new or expanded facilities are well located and accessible to the local population, and thus meet the overall sustainability objectives of the Plan.

POLICIES

Policy 103

(1) Proposals for new hospital, clinic and other health care facilities will be permitted.

11.8 The introduction to this Plan sets out the Council's attitudes to and objectives regarding sustainable development. Clearly, moves to further centralise vital services and facilities will of necessity mean increased travel by car and less self containment of communities. In the case of health care, there are also commitments to care in the community which is promoting moves out of centralised institutions into smaller community based homes and clinics, etc. The Council therefore considers that any proposed changes to health care provision which would enhance sustainability and improve local access to services should be permitted. Clearly, the policies in this Plan cover only certain aspects of what is a more corporate policy involving links with voluntary bodies, housing initiatives and development and implementation of statutory community care plans.

COMMUNITY SERVICES

POLICIES

GENERAL

Policy 104

Development proposals which would cause the closure of village and other local shops and services meeting day to day needs will not be permitted where harm would be caused to the level of service locally.

11.9 A central objective of this Plan is to create sustainable communities. The existence of local shops and services, particularly in villages as well as the areas of towns outside the main town centres can play an important role in reducing the need to travel as well as servicing the less mobile members of society. This approach is considered consistent with the draft revised *PPG 6 which states that "Village shops play a vital role in rural areas. The loss of a village shop can be very damaging for its local community..... This should be taken into account when considering the change of use of existing shops into dwellings" (paragraph 3.9) This policy, whilst accepting that commercial realities cannot be ignored seeks to ensure that the loss of any such facilities only follows the closest examination of the circumstances involved. Developments which would result in the loss of a viable shop or service purely because a more lucrative use for the site or premises has been identified will not be supported.

11.10 The Council supports the creation of new Community facilities and will apply the general policies within this Plan when assessing proposals not specifically covered in this section of the recreation chapter.

LIBRARIES

Policy 105

Proposals for development which would result in the closure of libraries will not be permitted where harm would be caused to the level of service locally.

11.11 The Borough is served by libraries in St Austell, Newquay, Fowey, Lostwithiel, Par and St Columb. There is also a flexible mobile library service which currently visits most of the rural area. Libraries perform useful social and cultural functions and the Council would resist proposals to use library premises for something else if no acceptable alternative library provision of a comparable level of service was made available. In assessing the harm which development proposals would cause to the level of service locally the Council will take into account both the level and nature of demand for the facility and the availability of alternatives which are easily accessible. The primary aim of this policy is to prevent facilities being lost because a more lucrative use is encouraged even though the existing facility remains in demand and is viable. There are currently no identified requirements for new or expanded libraries.

COMMUNITY HALLS

Policy 106

Proposals for community halls and places of worship will be permitted where they are central to the town, village or area they are to serve and not in locations away from other community facilities and public transport routes.

11.12 Many towns and villages have community halls which act as a focus for the area for social, sport, health, cultural and other activities. Some areas do not have halls and some existing halls need extending or refurbishing. The Council generally supports local initiatives to provide or improve such facilities and works with other funding organisations such as the Rural Development Commission. The Cornwall Rural Community Council can provide advice on the provision and management of community halls and may be able to help with grant aid towards new halls and relevant works.

11.13 Individual proposals for Community Halls are set out in the relevant parish chapters but the need for such facilities cannot easily be assessed although the 1991 rural facilities survey provides some guidance. Clearly proposals not identified in this Plan will come forward over the Plan period and these could normally be supported. Proposals for such facilities should be central to the town, village or area, particularly in larger settlements, in order to reduce travel

and link in with shops and other facilities. Occasionally, a suitable site may not be available, particularly in smaller villages serving a wide rural area. Because such a use is very important to sustain local communities, exceptions to policy may be justified in particular cases. Where no suitable site can be found for such a hall within the development envelope of a town or village or in the case of smaller villages clearly within the built up areas, then sites on the edge of the town or village may be permitted as an exception to normal policies.. Such justification will not be applicable to commercial development for leisure and recreation etc.

11.14 Other policies might apply to such proposals, in particular the policies on changes of use of buildings in the countryside, which allow for community uses of such buildings in certain cases (Policy 34). Policy 100 supports built recreation facilities and refers to a network of local sports halls in key settlements. Policy 83 refers to promoting the dual use of schools.

11.15 The need for Local Planning Authorities to make provision for places of worship is noted in PPG 12 paragraph 5.49. The demand for new religious facilities is likely to come from new groups or organisations which by their nature will probably have larger catchment areas and be therefore less place related in their locational needs. It is not possible therefore for the Local Plan to allocate specific sites for such needs. Policy 106 together with the general policies of the plan will be used for assessing proposals for new religious buildings which come forward. In many cases the adaption or re-use of existing buildings may be appropriate, for instance, the re-use of redundant chapels or churches.

PLAYGROUPS

Policy 107

Proposals for play groups, nursery schools or similar services will be permitted, subject to the following criteria:

(1) The proposal is consistent with Policy 37.

(2) Access and parking provision is suitable.

11.16 As with primary schools, it is important to retain and promote facilities for pre school play, care and learning within residential areas and in employment locations within walking distance of the maximum number of potential clients rather than in remoter areas which encourage unnecessary car journeys.

11.17 It is anticipated that most proposals will be for the change of use of existing buildings and clearly in some cases, particularly with non-detached houses, property may be unsuitable for reasons of unresolvable potential noise (see Policy 37), access, etc.

CEMETERIES

11.18 Clearly, with over 1000 people in the Borough dying every year there will continue to be a need for cemetery space. The growth in the proportion of cremations will reduce the land requirements but some account needs to be taken of such needs and land allocated accordingly.

11.19 Cemeteries also have a traditional role to play as open space in towns and villages, providing in many cases, a visual setting for a church and for a town or village centre, a peaceful area for sitting, walking or contemplation and a haven for wildlife. By providing sensitively for the departed we will ensure that they provide a valuable amenity for the living.

11.20 Existing cemeteries are included within informal open space assessments and protected from development by Policy 92 (recreation). In some cases, sensitive changes to older cemeteries can enhance their open space value (e.g. High Cross Street, St Austell) and such measures may be carried out on other cemeteries as well as normal maintenance and landscaping improvements.

11.21 An assessment was made of Borough Council cemetery requirements in 1991. The only need was for more space at Campdowns cemetery (Charlestown) and Rosehill cemetery (Lostwithiel). In addition, needs have been identified for cemetery extensions in St Mewan and St Stephen parishes. Specific proposals for these are set out in the Town and Parish chapters.

EDUCATION

INTRODUCTION

11.22 The County Council as the local education authority is still responsible for statutory education provision but the changes in national law and policy over the last few years which appear likely to continue mean that over the Plan period there is likely to be an increase in self management of schools. Colleges of further education became independent of County Council control on April 1st, 1993. The Borough Council supports the retention and expansion of education facilities but its direct involvement is limited. The Borough Council's role as planning authority is in consultation with the County Education Department to anticipate the need for new schools and expansion of existing

schools so far as possible, and where necessary, propose sites in this Plan or broad areas where schools should be provided consistent with existing and proposed housing developments and other services. Past experience shows that picking sites does not often work as the views of the County Council change and alternative sites are promoted or sites are dropped altogether. This situation is likely to continue, particularly as individual schools become more independent. This Plan adopts the broader approach to provision where necessary by specifying areas of towns or particular villages where new schools or expansion will be supported but without specifying sites. In some cases provision of land for schools is linked through plan policies to housing provision, particularly where large amounts of new housing will add significantly to pressures on existing schools.

11.23 An analysis of the projected school rolls for different areas, based on potential development and changing age structure, migration, etc. is undertaken on a regular basis by the County Education Department.

11.24 The latest assessment by the Education Authority identifies the following pressure areas in Restormel.

11.25 St Blazey: The projected primary school numbers in this area exceed the capacity of the two schools at Biscovey. This pressure may be accommodated by the expansion of the existing schools.

11.26 St Austell: The primary schools in the east of the town are under extreme pressure and additional places will have to be created. The St Austell Chapter of this Plan contains policies for the possible expansion of Bishop Bronescombe school.

11.27 Newquay: A projected increase in the primary school age population in Newquay. Part 3 of this Plan for Newquay contains policies for the provision of a new primary school although currently increased numbers are being accommodated at Trenance and St Columb Minor. The secondary school situation in Newquay is also currently being reassessed.

11.28 St Columb Major: The numbers of children in the town is expected to increase and additional classrooms will be required together with additional playing fields.

11.29 St Stephen Churchtown: This school has experienced a dramatic increase in rolls and expansion will be necessary. The St Stephen Chapter of this Plan contains policies for this expansion.

The local plan also identifies land for the expansion of St Mawgan and Nanpean schools.

11.30 There will continue to be a need for temporary classrooms, particularly as self management of schools and increased parental choice lead to less predictable changes in supply and demand of school places.

SCHOOL FACILITIES

Policy 108

Proposals which would cause the closure of school facilities will not be permitted where harm would be caused to the level of service locally.

11.31 Clearly, schools form a vital element in maintaining a sustainable community with a balance of jobs, homes and facilities and helping the objective of reducing energy use and traffic congestion. In most cases, the loss of schools is not for these reasons desirable. Likewise it is important that schools, particularly new ones should be accessible on foot. In assessing the harm which development proposals would cause to the level of service locally the Council will take into account both the level and nature of demand for the facility and the availability of alternatives which are easily accessible.

11.32 The Council is keen to ensure that school sites are also protected from short term assessments of needs that limit the future flexibility of school provision in adapting to changing rolls. Policy 108 together with recreation Policy 87 will be applied to ensure that development within existing school grounds for non-educational purposes would not normally be favourably considered. However the Borough Council supports the concept of providing social and recreational facilities in association with schools. The upgrading of school facilities to allow greater use by the local community will be supported and encouraged (Policy 90 (recreation)).

11.33 The playing fields of schools are protected from loss through the recreation policies where they have been assessed for their contribution, actual or potential, to open space needs (Policy 87 (recreation)).

11.34 The Borough Council is concerned to protect existing schools from intrusive developments and will ensure through exercise of its powers that development near schools will not be allowed if it is likely to create traffic, noise, pollution or other problems which cannot be reasonably mitigated through conditions or legal agreements (see Policy 37 which covers noise in particular).

CHAPTER TWELVE UTILITY SERVICES

INTRODUCTION

12.1 Recent years have seen changes in the provision of utility services. Privatisation has come to all sectors, and although public responsibilities remain, the companies today are profit seeking enterprises. New technology has seen new impacts on the environment and this Chapter seeks to ensure that new developments, essential to the growth of a modern economy preserve environmental quality.

GENERAL POLICY

Policy 109

(1) Proposals to reduce the impact of utilities infrastructure, especially overhead lines within conservation areas and landscapes, features and habitats of heritage importance, will be permitted.

(2) Developers will be encouraged to underground cables and pipelines to all new developments.

12.2 Many of the works referred to in Policy 109 can be carried out without planning consent. The Council, however, is concerned that such works can have a detrimental effect on the environment, particularly in environmentally sensitive areas, both visually and in terms of the damage to or destruction of sites of nature conservation or historic interest. The Council wishes to encourage through consultation and statutory proceedings, a responsible, sensitive and constructive attitude towards the Boroughs natural environment by both private developers and the utility companies compatible with their statutory duties.

12.3 The Council will, wherever possible, encourage utility companies and developers to underground electric and telecommunications cables. This is particularly important in environmentally sensitive areas although not always appropriate for nature conservation sites and is not practical or environmentally or financially appropriate for high voltage electricity lines. Clearly, it is sometimes costly to remove existing overhead lines, but when resources permit the Council will consider promoting schemes in conjunction with the appropriate companies to encourage householders to underground cables on existing development. Proposals for individual areas are set out in the relevant Town and Parish Chapters whilst considerations related to specific utility services are contained within the following sections.

SEWERAGE, WATER AND DRAINAGE

INTRODUCTION

12.4 The Council is concerned to promote and provide adequate sewerage capacity, water supply and drainage provision to meet the development needs of the area while maintaining and improving the quality of controlled waters, and protecting people and property from flooding. To this end, the general policies in this section and the more specific policies and proposals in the area chapters complement the policies and activities of the Environment Agency, reflect guidance in the Government circular on Flood Risk and PPG 20, incorporate the programme of South West Water and indicate and promote the Council's priorities for future investment by South West Water in infrastructure.

WATER QUALITY AND WATER RESOURCES

12.5 All the waters relevant to planning are controlled waters, which means waters over which the Environment Agency has jurisdiction. These waters are classified by the Environment Agency and quality objectives set for each class depending on usage. There is a need to prevent and/or limit the adverse effects of development on the water environment and therefore meet the sustainability objectives of this Plan. The policies in this section will help achieve those objectives.

POLICIES

WASTE WATER AND SURFACE WATER MANAGEMENT

Policy 110

(1) Proposals for development will not be permitted until the local planning authority is satisfied that the proposed development will not produce effluent or result in surface water discharges which will add to the pollution of the land including ground water, watercourses, beaches and/or the sea or overload any part of the sewerage system or cause flooding to property.

(2) In order to ensure compliance with policy 110(1) and prevent commencement of development until such time as agreed arrangements have been implemented, planning conditions will be imposed or planning obligations sought.

12.6 The Council wishes to ensure that new development occurs in such a way that the sewerage needs of the area can be adequately met. Some existing sewerage systems and sewage treatment works are overloaded or are likely to become overloaded over the Plan period. The Council is concerned that adequate finance for funding such investment may not be available.

12.7 Unless additional infrastructure is provided, further demands placed on existing facilities may result in pollution of land and watercourses, beaches and the sea. Such pollution poses risks to water quality, water-based recreation, fisheries and nature conservation and is thus an economic as well as an environmental threat.

12.8 This policy will ensure that development will only take place where existing infrastructure is adequate and/or ensure that new facilities are provided to satisfactorily deal with increased demand.

12.9 The Environment Agency and South West Water operate restrictions in certain areas. This information is updated each year. Clearly, therefore, this list will vary over the Plan period as improvement works are undertaken.

12.10 The Council supports the Environment Agency's approach and will use this policy and others in this section to back up the restrictions to protect South West Water's facilities until necessary improvements are carried out.

12.11 Maintaining or enhancing the water quality of rivers, canals, lakes, ponds and other water bodies is important for a wide range of uses. Deteriorating water quality can affect the supply of water for domestic, industrial and agricultural uses, general amenity, the provision of water based recreation, fisheries and nature conservation. The Council, in conjunction with the Environment Agency, or its successor bodies, will seek to restrict development which seems likely to threaten surface water quality, and will generally encourage initiatives that result in an improvement in surface water quality.

12.12 The disturbance of contaminated land could release toxic contaminants into the water environment. Her Majesty's Inspectorate of Pollution and the Environment Agency will be consulted on developments on these sites.

12.13 Groundwater resources are an invaluable source of water for public supply, industry and agriculture, as well as sustaining the base flows of rivers. Some activities, such as the disposal of effluent in soakaways, landfilling of unsealed sites over permeable bedrock, or inappropriate storage of chemicals can result in the pollution of groundwater. Since the clean up of contaminated groundwater is difficult and very expensive, the Council will seek to prevent or reduce the risk of ground water pollution by refusing planning consent for developments which it considers pose an unacceptable risk to groundwater.

INDEPENDENT SEWAGE TREATMENT

Policy 111

(1) Proposals for independent conventional and novel forms of sewage treatment including septic tanks and cess pits compatible with Policy 110 will only be permitted where the mains sewer system and or relevant treatment works are inadequate or non existent.

(2) Where it is clear that there is a scheme to improve the mains system programmed within five years and/or where a developer proposes unilaterally to improve the mains system or contribute sufficiently to such an improvement or undertake similar measures by means of a planning obligation, and the development proposed is otherwise acceptable the Council may, instead of promoting the course set out in 111(1), impose a "Grampian" condition on any planning approval preventing occupation of the proposed development in whole or in part until such time as the mains system is sufficiently improved.

12.14 Private sewage treatment plants require constant maintenance, in order to produce effluents which meet with the Environment Agency's discharge consents. Enforcement can be difficult where a plant is not working satisfactorily. It is not therefore considered to be desirable for the proper planning of an area to permit developments to be served by private plants when mains services are adequate.

12.15 Where mains services are not adequate and the Council wishes to support a particular development, in order to avoid problems of liability and enforcement in the future the Council will need to be assured that any independent sewage treatment works, septic tanks or cess pits will be properly constructed, maintained and replaced where necessary or de-commissioned if unsatisfactory, and a mains connection made.

12.16 There are a number of methods of local sewage treatment which have been successfully used elsewhere but which are almost radical in this country. These methods use natural processes and operate at or close to the source of sewage. They can help in reducing the need for major investments and improve the water environment. The use of reed beds and other plant media is one example of this. The use of such methods will contribute to the Plan's sustainability objectives. The Council will take appropriate technical advice from the Environment Agency or its successors or from independent experts when considering proposals of this kind.

12.17 Septic tanks and sealed cess pits can be a convenient and technically satisfactory way of treating sewage in the right circumstances. The Council is concerned to normally prevent the use of such treatment methods in sewerred areas even where the technical requirements of the Environment Agency can be met. This is because it is considered that the long term risks to public health and the environment in built up areas may be unacceptable, that it is an inefficient use of publicly provided facilities and that, in the case of cess pits, the regular requirement for sludge tanker movements in normal residential areas may be unacceptable.

WATER SUPPLY

Policy 112

Proposals for development which increase the requirements for water will not be permitted unless adequate water resources already exist or will be provided in time to serve the development and without detriment to existing abstractions, water quality, fisheries, amenity or nature conservation.

12.18 The supply of water to new developments is becoming increasingly onerous. Additional water abstraction could have a detrimental impact on existing abstraction, river flows, nature conservation, fisheries, amenity or recreation, particularly in areas where watercourses already experience low flow rates, although the likelihood of such problems is low. New development should however be limited to locations where adequate water resources already exist, or where new provision of water resources can be made without adversely affecting existing abstraction, river flows, water quality, amenity or nature conservation, and where it coincides with the timing of the new development. This policy applies to demands on the water resource and not to inadequacies on the mains water distribution system.

FLOOD DEFENCE

Policy 113

Proposals for development in areas at risk from flooding, including intensification of existing developments and land raising will not be permitted if the storage capacity of a floodplain will be reduced or natural flows of water impeded.

12.19 Throughout England and Wales, and particularly in urban areas, a considerable amount of development has taken place in river floodplains. Consequently, people and property in these areas are already at risk from flooding. New development in the floodplain is also likely to be at risk from flooding. These areas may change in the long term due to rises in sea level or climate change. Development can also have the effect of reducing the storage capacity of the floodplain, and/or impeding the flow of water, thereby increasing the risk of flooding elsewhere. It is essential, therefore that development (including redevelopment and land raising) in the floodplain should be avoided or should include appropriate flood protection and mitigation measures to comply with this policy. There may also be opportunities to restore the natural floodplain when redevelopment takes place. The Environment Agency has produced a set of indicative flood plain maps for the Borough. Those included in the Restormel Local Plan cover the main watercourses. The Environment Agency maps are subject to ongoing review and these areas will be updated when the Local Plan is reviewed. Interested parties are advised to check with the Planning Service or the Environment Agency for the latest up to date version.

SURFACE WATER RUN-OFF

Policy 114

Planning permission will not be granted for new development or redevelopment of existing urban areas if such development would result in flooding to areas downstream due to additional surface water run-off, river channel instability or damage to ecological habitats.

12.20 New developments may result in a substantial increase in surface water run-off as permeable surfaces are replaced by impermeable surfaces such as roofs and paving. This may result in an increased risk of flooding downstream, increased pollution, silt deposition, damage to watercourse habitats and river channel instability. These effects can often be at some considerable distance from the new development. New developments will only be permitted where the Council is satisfied that suitable measures, designed to mitigate the adverse impact of surface water run-off, are included as an integral part of the development. The Council supports the principle of Sustainable Urban Drainage (SUD) and where appropriate, the development should include provision for the long term management of these measures (for example, the maintenance of balancing ponds). The Council intends to produce Supplementary Planning Guidance on SUD measures.

SEA AND RIVER DEFENCES

Policy 115

- (1) Proposals for new sea and river defences will where feasible be expected to make use of soft engineering techniques.**
- (2) Proposals for development which will harm sea and river defences or have adverse consequences for off site coastal loss and deposition will not be permitted .**

12.21 In general few developments will require a coastal location and where they do the undeveloped coast will seldom be acceptable. Policies 1, 6, 13 and 28 will form the framework for assessing development proposals in coastal areas; in particular Policy 13 which protects the AONBs and Heritage Coast and Policy 28 which defines and protects a Coastal Zone. These policies together with Policy 1 would direct such developments where necessary to the development envelopes of key settlements in the Borough.

12.22 Traditional, "hard engineering" approaches to the protection of coastal areas are increasingly being criticised as expensive, damaging to the natural environment as well as visually unappealing. Policy 115(1) endorses the use of soft engineering approaches which can be designed in a way which maintains coastal habitats and geological processes which are particularly important to preserve on stretches of the undeveloped coast. Soft engineering techniques enable natural processes to take over part of the present role of man-made "hard" structures allowing erosion or mobility of features like soft cliffs and shifting shingle bars to continue at a controlled rate and on a scale which does not threaten human safety.

12.23 Policy 115(2) is intended to reduce the risk which might result from inappropriate development adjacent to tidal or sea defences. A breach in the fluvial or tidal defences could lead to serious flooding, not only in the vicinity of the breach, but also in areas of low lying land often at some considerable distance away. Such flooding places both people and property at risk. As a result, development which poses a threat to the stability and continuity of these defences will not be granted planning consent. The successful operation of fluvial or tidal defences often requires access for maintenance and emergency purposes, and the Council will protect or improve such access wherever possible. Riverside planning applications will be designed to secure a range of environmental benefits, for instance increasing public access to the waterside. It is recognised that planning obligations are often a means of achieving such improvements.

12.24 For any development involving the construction of a new sea or flood defence, the Council will assess whether the development will adversely affect the long term coastal or river regime or injuriously affect any existing defences and shall take account of factors such as maximum wave heights and potential rises in sea levels, as well as other environmental aspects.

TELECOMMUNICATIONS

POLICIES

12.25 The Environment and Conservation Chapter sets the general framework for developments likely to effect designated areas such as AONBs, or scheduled sites (such as SSSIs and listed buildings). Telecommunications proposals will be assessed against those policies along with those contained in this section.

Policy 116

Proposals for telecommunications masts antennae or satellite dishes will be permitted provided:

- (1) They are designed and sited to reduce visual impact through:**
- (A) Appropriate shape and colour**
 - (B) Being the minimum size required to be operationally functional and compatible with promoting long term mast sharing**
 - (C) Being sited in the case of antennae or satellite dishes, on elevations hidden from public view or in special enclosures**
 - (D) Landscaping.**
- (2) No significant electrical interference will result from the development.**
- Proposals for large telecommunications masts should wherever possible, use existing buildings, masts or structures.**

12.26 Sensitive siting and design of telecommunications equipment can avoid harming the built or natural environment. Policy 116 seeks to ensure that the greatest possible care is taken by the operators and users in this respect and contains detailed advice for the siting of satellite dishes and other antennae equipment sharing is encouraged and 116(A) Policy refers to instances where, for example in a block of flats, it is possible for more than one customer to share an antennae. The Council is especially concerned about the impact of such equipment on Listed Buildings in a Conservation Area. Policies 31 and 33 of the Conservation Chapter will apply in such instances.

12.27 ♦PPG 8 states that "Local Planning Authorities may reasonably expect applicants for large masts to show evidence that they have explored the possibility of erecting as an existing building most or other structure"
The last sentence of this policy will ensure that his guidance is following regarding any proposals for masts in the Borough.

12.28 The General Development Order grants permitted development rights for the location of satellite dishes on dwelling houses. Although the Council cannot refuse such developments it can advise as to their siting and may serve a breach of condition notice if required. In general the Council advises that antenna should not be placed in front gardens, on front facades, or on front roof slopes visible to the public or on chimney stacks.

12.29 Modern industry and commerce makes increasing use of telecommunications ♦PPG 8 states that "in considering planning applications for other forms of development, planning authorities should encourage prospective developers of new housing, office and industrial estates to consider with all relevant telecommunications operators how the telecommunication needs of the occupiers will be met"

