

**Cornwall Local
Development Framework**
Framweyth Omblegya
Teythyek Kernow

St Austell, St Blazey and China Clay Area Regeneration Plan

Guidelines for Transformational Development Projects

October 2012

Foreword

Welcome to the St Austell, St Blazey and China Clay Area Regeneration Plan. There are many places within the St Austell, St Blazey and China Clay Areas of which we can be justifiably proud. There are also places and areas that are in need of investment and regeneration.

This Plan will be used alongside relevant national and local planning policy to ensure we are responsive to local circumstances and deliver more facilities for our communities, build high quality homes, improve our transport infrastructure and offer a range of jobs and invest in renewable energy technologies.

Positive and creative planning can help us preserve and enhance the Cornish environment whilst continuing to invest in our economic future. This Plan is a tool to achieve long-term benefits across the area and ensure that the vitality of our communities are maintained and enhanced.

Cllr Mark Kaczmarek

Raglavar

Dynnargh dhe'n Towl Dastineythyans S. Austel, Lanndreth ha'n Ranndir Pri Gwynn. Yma lies le a-ji dhe Ranndiryow S. Austel, Lanndreth ha Pri Gwynn may hyllyn ni bos prout anodho yn hwir. Yma ynwedh leow ha ranndiryow a's teves an edhom a gevarhow ha dastineythyans.

Y fydh an Towl ma devnydhys yn herwydh polici towlenna kenedhlek ha leel hag yw perthynek dhe surhe agan bos gorthebus dhe studhow leel ha delivra komoditys moy rag agan kemenethow, drehevel chiow a nas uhella, gwellhe agan isframweyth karyans ha profya kadon a sodhow ha kevarhewi yn teknegiethow nerth dasnowythadow.

Towlennans posedhek hag awenek a yll agan gweres ow kwitha ha tekhe an kerhynnedh Kernewek y'n kettermyn ha pesya kevarhewi y'gan devedhek erbysiethek. An Towl ma yw toul rag delivra prow hirdermyn dres oll an ranndir ha surhe bos mentenys ha tekhes an bywekter a'gan kemenethow.

Klr Mark Kaczmarek

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Introduction

- 1.** Cornwall Council has identified the St Austell, St Blazey and China Clay Area as one of its two priority areas for strategic regeneration and investment. This Regeneration Plan (hereafter referred to as the Plan) has come about in order to respond to this local circumstance and to take advantage of the opportunity to boost employment and stimulate sustainable economic growth. The Plan's boundary is the same as that for strategic investment which is defined through the St Austell, St Blazey and China Clay Area Strategic Investment Framework (SIF), which was originally drawn up for Convergence funding purposes.
- 2.** The Plan provides guidance in advance the emerging Local Plan. It is a criteria based plan that does not allocate sites or offer spatial guidance. It sets out the high standards that the Council expects large-scale mixed use developments to achieve in order to deliver sustainable transformational regeneration. It will be used as a material consideration when assessing major, large-scale planning applications and may be used in support of smaller, exemplar schemes. The Plan will become a Supplementary Planning Document alongside the Local Plan, and as such the weight afforded to this document will increase in parallel with the adoption of the Local Plan. Elements of this document that are included in this emerging development plan will be subject to further scrutiny as part of the formal adoption process of the Local Plan.. As the plan will eventually build upon policy in the Local Plan, it may need to be revised in the future to ensure it is consistent with it.
- 3.** National planning guidelines have recently changed with the publication of the National Planning Policy Framework (NPPF) on the 27th March 2012. This Plan has been reviewed against the NPPF and is considered to be wholly in accordance with it. The NPPF places the achievement of sustainable development at the heart of the planning system and establishes a presumption in favour of sustainable development.¹ This means that development proposals which accord with up to date policy should be approved without delay unless material considerations indicate otherwise.
- 4.** The NPPF is clear that the planning system should play an active role in guiding development to be sustainable. This Plan is a flexible and proactive tool that can help achieve this. It will work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area. This Plan will guide development to seek to improve areas where there is currently a poor environment, or lack of supporting infrastructure, to ensure that a beneficial and sustainable outcome is achieved.
- 5.** Planning applications will currently be judged against current adopted planning policy i.e. policies in the Cornwall Structure Plan (2004) and the Restormel Borough Local Plan (2001) to the degree that they are consistent with the NPPF. In the absence of an up-to-date Development Plan applications will be determined against the provisions of the NPPF, until such time as the Regeneration Plan and Local Plan are adopted.

¹ National Planning Policy Framework (NPPF) paragraph 14

Policy Statement

- 6.** This plan reflects the aims of ‘Future Cornwall’, Cornwall’s Sustainable Community Strategy, in that any large-scale development proposals that come forward within the Plan area will be required to deliver positive and sustainable transformational regeneration. The key aspects of a ‘transformational’ proposal will be to create economic growth and jobs; maximise green credentials; improve the natural and built environment and promote community resilience, similar in ethos and ambition to the Garden City movement. Proposals may also be considered transformational depending on their scale, location and context relative to existing conditions and identified need.
- 7.** Locally planned large-scale development is identified in the Government’s Housing Strategy² published November 2011 as a tool for securing better quality development for major new sites based on real community ownership, a clear local vision, and stronger incentives for investors. The Council accepts that where justified, large-scale employment-led developments could be appropriate for the Plan area providing they are sustainable, contribute positively to the achievement of high quality and inclusive design and make places better for people to live and work in. Development proposals will need to show how they will deliver jobs and enhance our community’s quality of life by delivering mixed-use schemes of a demonstrably low-carbon nature
- 8.** Proposals sited on a range of land-uses and locations will need to come forward in order to meet the housing targets outlined within the Local Plan and Town Framework. Where significant development of agricultural or Greenfield land is demonstrated to be necessary, the Council will seek to use areas of poorer quality land in preference to that of a higher quality.
- 9.** Where new housing is proposed the Council will expect developers to demonstrate how one direct job opportunity will be created per two homes, and how an overall provision of one new employment opportunity per household will be delivered by taking additional indirect employment opportunities into consideration. It will be expected that the phasing of employment opportunities will coincide with that of housing delivery.
- 10.** The creation of new opportunities to develop and modernise traditional economic drivers, particularly agriculture, mining, fishing and tourism and activities ancillary to them will also be supported.
- 11.** If applicants cannot meet each one of the policy criteria of Regeneration Plan Policy, they must demonstrate how the positive aspects of their scheme will outweigh the criteria that cannot be met or that certain criteria are justifiably not relevant to their proposal.
- 12.** In assessing how a scheme satisfies the relevant criterion of Regeneration Plan Policy, best practice and recognised standards will be used as a benchmark. Whilst viability for the developer will be taken into consideration in this process, the Council will look favourably upon proposals that can demonstrably exceed recognised standards at every opportunity.

² Laying the Foundations: A Housing Strategy for England published 21st November 2011

Our Vision is to establish the St Austell, St Blazey and China Clay Area as the ‘Green Capital’ of Cornwall, attracting investment in sustainable employment and communities, encouraging quality and innovation, and raising aspirations and community well-being.

Development will be supported which is sustainable, transformational, of a nature and scale that would bring about significant change for the better and which has been the subject of robust community consultation. In addition to meeting the requirements of the National Planning Policy Framework and any other up-to-date planning policy, proposals should avoid harm and should:

- A. Achieve high environmental standards.** Developers will be required to demonstrate the range of carbon reduction and energy efficiency measures that were considered as part of the proposal, and provide a rationale that explains which measures will be applied.
- B. Achieve high quality and inclusive design** and reinforce local distinctiveness;
- C. Support mixed use development** in order to deliver new jobs, skills and economic growth to existing or new businesses, and strengthen local supply chains;
- D. Contribute infrastructure, by joint delivery partnerships where appropriate**, that meets the needs of existing and future communities, particularly addressing transport, education, flooding, health needs, recreation and community scale renewable and low-carbon energy schemes;
- E. Deliver affordable housing** in accordance with Cornwall Council’s adopted Affordable Housing Policy;
- F. Deliver sustainable travel patterns by a variety of means that respond to and reflect the their location**, with an aspiration of achieving 50% of trips by sustainable travel means;
- G. Productively and positively remediate and reuse** previously developed land and despoiled, degraded, derelict, contaminated and unstable land including land in rural areas, particularly where the likelihood of early restoration of the land is remote, and where it is not of high environmental value;
- H. Avoid sterilisation of important mineral resources** for extraction and safeguard sites for important related infrastructure;
- I. Maximise the provision and access to new and existing green spaces**, and where appropriate create new opportunities for flexible and productive land use including food and fuel production to assist in the creation of healthy, inclusive communities.

Footnote: Each case for development will be determined on its own merits. It is recognised by Cornwall Council that in some cases not all of the above criteria will be able to be met. The support given by the council to any particular development proposal will include consideration of the extent to which the above criteria, and those within the NPPF, are met.

13. In accordance with European regulations proposals must consider impacts on internationally, nationally and locally designated sites and consider where appropriate impact and mitigation. Other guidance includes the National Planning Policy Framework, saved planning policy from the Restormel Local Plan and Cornwall Structure Plan, European regulations, polices for the protection of the World Heritage Site and its setting, Areas of Outstanding Natural Beauty, SSSI, designated Conservation Areas, historic buildings, monuments and archaeology.

14. The presumption in favour of sustainable development does not apply where development requiring appropriate assessment under the Birds or Habitat Directives is being considered, planned or determined. Any development that would be likely to have a significant effect on a site containing European protected species, either alone or in combination with other plans or projects, will be subject to assessment under Part 6 of the Habitat Regulations at project application stage.

15. Planning permission will not normally be permitted for development resulting in the loss or deterioration of irreplaceable habitats or features, including on Sites of Special Scientific Interest and European Sites. When determining planning applications, local planning authorities should aim to conserve and enhance biodiversity. If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.

16. In demanding high quality design for all new developments Cornwall Council will expect proposals to be informed by adopted design guidance. Where appropriate developers can expect to present their proposals to the Cornwall Design Review Panel. The Council will seek to apply specific design codes where it is appropriate. The Council will take a favourable view on proposals that are accompanied by evidence that demonstrates how the scheme will achieve zero-carbon status.

17. Cornwall Council will require the submission of additional plans and strategies that demonstrate how a proposal satisfies the relevant criteria contained in the plan. Where appropriate applicants can expect to prepare a Travel Plan, Biodiversity Action Plan, Economic Strategy, Water Cycle Strategies and Greenspace Plan to support their proposal. The requirement for these will be assessed at the pre-application stage, and on a case-by-case basis.

18. Developments which commit to performance targets, as part of a Planning Performance Agreement, through planning obligation or other legal agreement will be favourably considered. Such agreements will form an important part of the monitoring and evaluation process, which is likely to be jointly undertaken by the Council and the developer, where appropriate.

19. This policy document should be read in conjunction with the Regeneration Plan Guidance Note as set out in Appendix 1, which provides further guidance on the area and how high quality development is to be achieved. There is also further information about the area at the Councils website www.cornwall.gov.uk/regenmidcornwall.

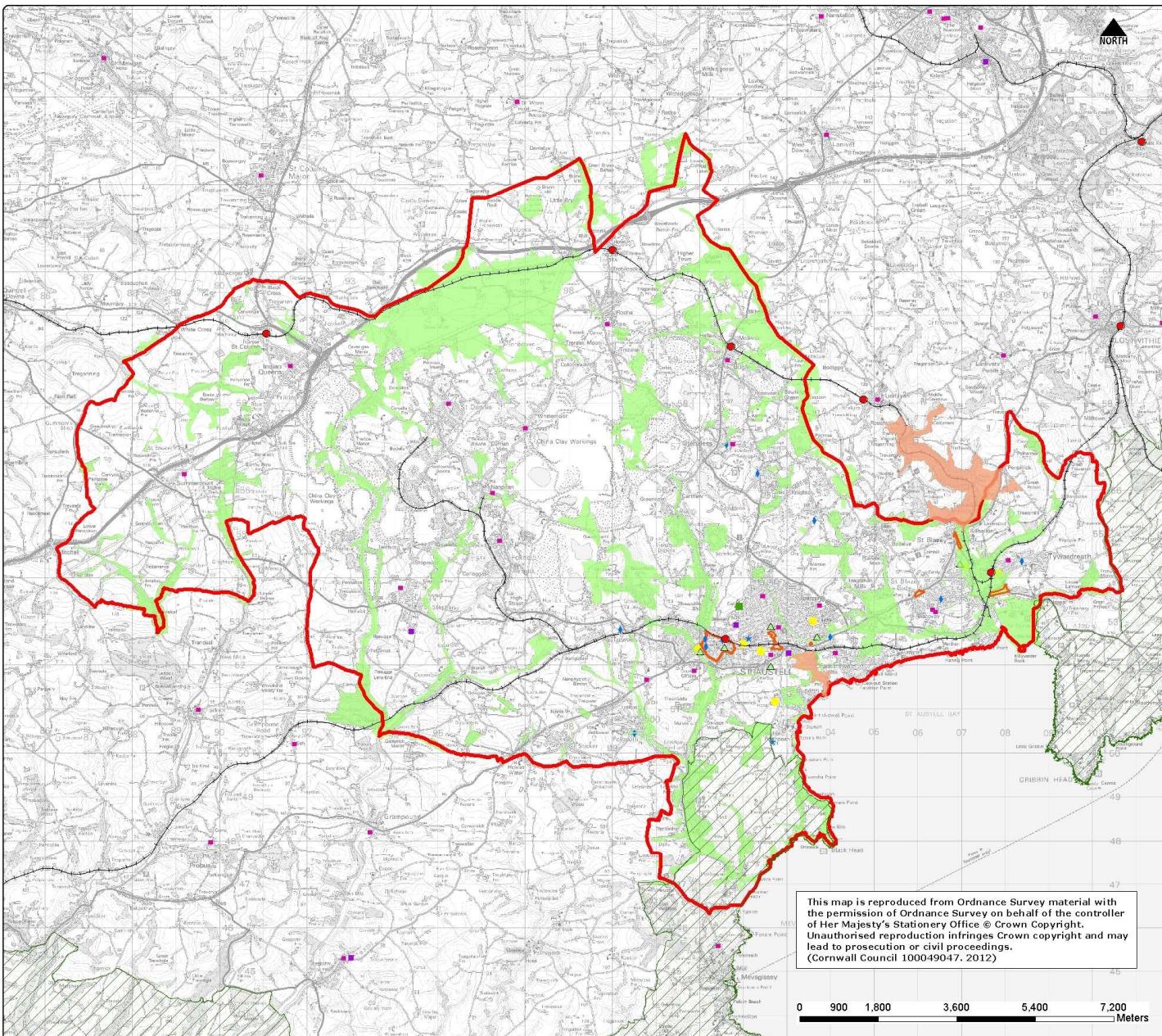
Regeneration Plan Area Map

St Austell, St Blazey & China Clay Area - Regeneration Plan Boundary

Legend

-  Area of Outstanding Natural Beauty
-  World Heritage Sites
-  Regeneration Plan Area
-  Town / District Centres
-  Areas of Physical Constraints
- Railway Station
- Railway Line
- College
- Primary school
- Secondary school
- △ Supermarkets
- ★ Leisure Centres
- ◆ Community Halls
- Doctor / Health Centre / Hospital

Types of physical constraints shown on the map include: Ancient Woodlands, Tree Preservation Orders, Cornwall Wildlife Sites, Sites of Special Scientific Interest, Biodiversity Habitat Action Plan Woodland and Flood Zone 3A



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Date: July 2012

Appendix 1

Regeneration Plan Guidance Note

This appendix gives additional advice and guidance in relation to the short policy statement. There are many ways to comply with the policy, as long as underlying themes of innovation and carbon reduction are evident. This document gives some starting points and suggestions both for developers and development managers regarding what may be appropriate, but should not be considered an exhaustive list of acceptable criteria.

Background

- 1.** The wider regeneration area has experienced a decline in major employment sectors in the last 20 years. During the same period it has experienced a significant amount of housing development the quality of which varies greatly. A positive and innovative response is required that can bring wider social and environmental benefits.
- 2.** There are areas where housing has been built in a piecemeal fashion leading to suburbanisation rather than the creation of vibrant communities. Some developments are viewed as poor in terms of both quality of design and materials and often lack the social infrastructure needed to make a community sustainable. The emerging Local Plan will establish growth levels and assess suitable sites for development.
- 3.** The Plan Area is made up of distinct places with varied and active communities, featuring access to internationally admired and designated coastline and countryside. The area has a long tradition of community togetherness that was fostered by the China Clay Industry, and was evident in the community response to the 2010 floods that affected St Blazey and St Austell. There is a wealth of community and voluntary groups, churches and chapels, brass bands and numerous sports clubs. Highly regarded annual events include the annual West of England's Brass Band Festival at Bugle, St Austell's Festival of Music and its rejuvenated carnival and the Indian Queens Music Festival which has been running for 80 years. Communities are proud of their area and want to celebrate it.
- 4.** Over the last decade the plan area has experienced some of the highest levels of population and housing growth across Cornwall, with the China Clay area experiencing the fastest growth of all. During the 20 years between 1991-2011 there has been a 28% growth in housing across Cornwall but many of parishes within the plan areas have far exceeded that average. The Parish of Roche has had a 75% increase in housing stock, in Treverbyn it has been 58%, in St Enoder 51%, in St Austell 39%, in St Stephen 36%, and in St Dennis 30%. Despite this growth in recent years delivery of new affordable housing has not kept pace with the level of housing need. Where affordable permissions have kept pace with need it has been focused on a small number of parishes such as St Enoder, Treverbyn and St Stephen. It is important that new development delivers transformational change and isn't solely focused on those areas that have historically taken the majority of growth.
- 5.** An enduring feature of the area has been the changes to the China Clay industry over recent decades. The industry directly employed approximately 6000 people in the early 1970s but now employs as few as 1000, partly due to improving industrial processes, and partly

because some of this direct employment has gone into local companies in the service industry such as lorry drivers or mobile plant drivers. Whilst staffing levels are relatively low, production is still high. This shift has had a profound impact locally, and particularly in the China Clay Area, through the loss of jobs within the China Clay companies and the wider supply chain. Many communities have been through phases of adjustment but the area continues to experience change, including large-scale house building, present additional problems such as increased traffic congestion (particularly in St Austell), social deprivation and a lack of employment opportunities. The landscape shows the physical scars from former China Clay workings.

6. There are a number of key messages that emerge from the extensive evidence base that help justify the criteria in Regeneration Plan Policy.

- The area contains some of the most deprived areas in England. St Blazey West is in the worst 10% and St Austell Gover South East, Mount Charles North West and Poltair South East are all in worst 20%.
- Between 2000 and 2009 house prices increased in percentage terms more in Cornwall than England and Wales. House prices in the plan area increased by 144% whilst at the same time wages in Restormel only rose by 34.5%.
- In October 2010 the Job Seekers Allowance claimant rate of 2.9% was higher than the Cornwall and South West average of 2.3%.
- Educational attainment is lower than the Cornwall average where more people have no qualifications (36.7% compared to 28.9% in Cornwall) and fewer people have graduate level qualifications (8.8% compared to 15.8% in Cornwall).
- The Cornwall rate of teenage pregnancy is 28.8 (per 1000) – St Blazey has the highest rate in Cornwall (57.8) and the China Clay Area is third highest (38) closely followed by St Austell (37.9).
- The plan area has a distinctive natural and historic environment with large parts of it still characterised by China Clay mining. There are significant areas of un-restored former china clay workings which are not likely to be restored in the immediate future and which comprise despoiled, degraded, derelict, contaminated and unstable land. The historic port of Charlestown is a prized asset of the Cornwall and West Devon Mining Landscape World Heritage Site.
- Highways infrastructure is poor, congested and has a lack of connectivity in places. Traffic speeding through villages is a particular and widespread problem and the community are concerned that there is a lack of suitable on-street parking.
- New economic investment is often hampered by the inadequate A391 link between St Austell and the A30.
- Flooding and drainage problems as shown by recent events particularly relevant to Par, St Blazey, St Austell and Pentewan.
- Schools are at or near capacity, unlike many places in Cornwall.
- Lack of green space and poor access to the countryside and the coast, people want spaces to walk the dog, ride their horse or just take in the scenery.
- Difficulties in accessing NHS healthcare, and those services not always being conveniently located.

Nature and Scale

- 7.** The ability to deliver economic growth and jobs and/or to deliver significant strategic infrastructure which will benefit both existing and new communities will be given significant weight in the process of reaching planning decisions.
- 8.** Significant strategic infrastructure includes the provision of new sections of, or an entirely new route for the A391 link road to the A30; significant improvements to the A390 (which could include park & ride facilities or new east/west link road); the provision of extensions to or new primary and secondary schools; and provision of flood alleviation schemes - both surface water and fluvial - where they will assist in preventing recurrences of recent flood events.
- 9.** The primary need for the improvement of the A391 corridor from the A30 is driven by the need to unlock economic regeneration (which is limited in some parts of the plan area due to access constraints) and also to minimise the sense of severance experienced by existing communities (such as Bugle).
- 10.** Much of St Blazey lies within flood risk zones, and as such it is one of the communities most vulnerable to flooding. This constraint poses questions about how the town will grow and whether opportunities should be sought on higher ground. The local community has also set out a desire for more retail development in their Town Plan which will be supported where it respects location and context. Opportunities in St Blazey may be on smaller sites – but they have the potential to be transformational in terms of providing jobs and services locally. Some of these existing sites need to be modernised to become viable, so mixed used proposals (which may include retail) could have potential.

Design and Environmental Quality

- 11.** The Council attaches great importance to the design of the built environment, and will plan positively to avoid any repeat of the soulless and poorly designed developments that are prevalent in parts of St Austell and the surrounding area.
- 12.** The Council will support development, in particular mixed use development, which would embrace current best practice in urban and landscape design. In broad terms the Council expects new developments to:
- Function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
 - Create vibrant, interesting and connected places with: a well connected network of streets, paths and trails; travel networks leading to the heart of developments;
 - Create active frontages onto all areas of public realm; a variety of character areas and a mix of uses to encourage interaction and increase activity throughout the day, and where appropriate, at night;
 - Create flexible accommodation that can respond to different circumstances such as large or extended families;
 - Respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
 - Take into account ‘Designing Out Crime’ and the fear of crime in the design process so that communities feel safe;

- Take into account Sport England's 'Active Design' principles;
- Enhance the Green Infrastructure function of river corridors where appropriate; and
- Create healthy places which includes the provision of allotments for food production or dwellings that are large enough to provide for dedicated dining space and flexible community spaces that can be adapted to the health needs of the community.

13. The exploitation of China Clay deposits has left its mark on the area's landscape, leaving areas of scarred landscape but also some iconic and unique features including pits, tips, lakes and pools. Additionally the area features the World Heritage Site at Charlestown, panoramic coastlines and rugged moorland, ancient monuments and historic buildings. It is these historic and natural environment assets that make the area distinctive, and which should inspire place-making to take innovative and contemporary approaches to local distinctiveness through design, materials and land use patterns and at the same time restore damaged landscape. Furthermore development should seek to retain, conserve and enhance historic and natural environment features as part of an overall landscape scheme.

14. Proposals within the Charlestown area of the Cornwall and West Devon Mining Landscape World Heritage Site and its setting should demonstrate how the outstanding character of the site would be both protected and - where appropriate - enhanced by new development.

15. Proposals within currently open countryside should consider their impacts on Historic Landscape Character Zones as described in the Cornwall and Isles of Scilly Historic Environment Record. Major developments in particular should be informed by a Historic Environmental Assessment, given the high potential for the existence of as yet unrecorded archaeological heritage assets in the area.

16. Cornwall Council has a positive strategy to promote the use and supply of renewable and low carbon energy, and the Plan area forms a central part of this strategy, both in terms of geography and a focus for investment. As such the area can rightly be termed as the Green Capital of Cornwall, and the advancements made in this area will cascade throughout the county and beyond, bringing greater energy efficiency and security for all. Community heating and energy systems can help to reduce the carbon footprint of development. The viability of community-scale decentralised energy schemes such as combined-heat and power, solar power, geothermal energy and anaerobic digesters must be fully explored, particularly where existing communities might benefit from low-carbon energy in the form of heat and/or electricity.

17. Where appropriate proposals should provide a mix of public or private open spaces in perpetuity that account for at least 40% of the total development area, with at least half of this land accessible to the public in the form of well designed open space and at least some of this should be provided before any residents move in. The Council acknowledge that greenspace will not necessarily be required for solely retail and employment schemes, but high quality, multi-functional landscaping around them will.

18. A greenspace plan should be produced to guide the masterplanning and should set out to create a network of joined up sites that fill the gaps between existing green space features and sites of importance for biodiversity.

19. Joined up networks are more functional and allow species to move between sites, helping them to adapt to the likely effect of climate change. This should be through joined up multi-functional greenspaces and green infrastructure networks which:

- seek to link, buffer and protect existing wildlife and create new habitat to maximise wildlife potential;

- encourage the movement of people and biodiversity throughout the site;
- promote active and healthy lifestyles for all ages;
- provide a choice of shade and shelter;
- provide opportunities for food and energy production through traditional means such as allotments or greenspace that can be adapted to future needs;
- provide Sustainable Urban Drainage Systems (SUDS) and details of SUDS adoption to not only provide management of surface water but also accommodate and encourage biodiversity and wildlife;
- provide flood storage;
- provide vehicle-free links with surrounding countryside and public rights of way; and
- celebrate and enhance the historic environment.

20. Developments that provide sufficient land for the community or individuals to take action to grow locally some of their own food will significantly improve the sustainability credentials of any development proposal.

21. Details of future long-term maintenance, management and funding arrangements should be part of the greenspace plan and will be secured via a legal agreement.

22. Detailed consideration must be given to downstream and upstream flooding and drainage impacts, particularly where existing problems would be exacerbated. Opportunities to alleviate these issues should be taken, and may involve the undertaking, or funding of off-site works.

23. Applicants should discuss with the Local Planning Authority and the Environment Agency the need for Water Cycle Strategies to plan for the necessary water infrastructure and where required these should be included with all planning applications. All proposals however, should demonstrate how resource use - including water use - would be minimised and how new developments have been designed for a long lifespan.

24. Sustainable waste management should be built into the new developments to make reuse and recycling of resources easy and unobtrusive both during and after the development stage. Innovative methods of minimising waste are encouraged.

25. Proposals should be future-proofed in their design, so as to avoid adding to the vulnerability of existing or proposed development to impacts arising from changes in climatic conditions.

26. Proposals which seek to, or contribute towards, the retrofitting of existing building stock will be welcomed.

27. Great weight should be given to conserving landscape and scenic beauty in National Parks and Areas of Outstanding Natural Beauty. Planning permission will normally be refused for major developments in the designated areas except in exceptional circumstances and where it can be demonstrated they are in the public interest. In such circumstances the Council will normally seek developments to demonstrate that their impact on the AONB will be “positive” or “neutral.”

28. The provision of one bird nest-box and one bat-box is encouraged for each dwelling or workspace unit, or more in areas identified as habitats for specific species. For multiple-dwelling buildings or those over 9m in height multiple swift nestboxes can provide for colony-forming species.

Jobs and Skills

29. Sustainable economic growth, skills development and the provision of long term, high quality jobs across a range of employment sectors is a crucial part of responding to the needs of employers and businesses. Existing local development plan policies are supportive of both new and extensions to employment space but are at times narrow in their breadth.

Accordingly a proactive and flexible approach will be taken to proposals that deliver new jobs. Support will be given to the flexible use of new buildings by minimising the use of conditions to prevent changes of use. The Council may apply Local Development Orders to remove unnecessary burdens.

30. The Council is committed to securing economic growth in order to create jobs and prosperity. The Council will in particular support mixed use development which delivers new jobs, skills and economic growth to existing or new businesses, and strengthen local supply chains.

31. To help achieve economic growth the Council will plan proactively to meet the development needs of existing and emerging businesses, and as such does not limit the definition of ‘new jobs’ the traditional B1, B2 and B8 business use class categories, recognising that a new and flexible approach to employment creation will be needed to support emerging industries and sectors. Retail enterprise can provide a range of jobs and so will be considered - providing the location would not give rise to undue adverse impacts on the health of existing town and district centres, and that the proposal brings with it additional benefits.

32. The area has significant potential for the further development of sustainable tourism, building upon the area’s natural assets and existing tourism facilities such as the Eden Project. Sustainable tourism facilities which optimise enjoyment of these assets, encourage people to visit the area across the seasons and to stay for longer are to be encouraged.

33. Inclusion of the following will be considered favourably:

- offering short term interventions, such as rent subsidies to stimulate business start-ups and entrepreneurial activity;
- providing space which accommodates the needs of self-employed and small business start-ups (which may include flexible office/workshop space in new housing) or work hubs, or the provision of some self-build plots in order to stimulate supply chains for smaller companies;
- facilitate flexible working practices, including provision of home offices and integrating residential and commercial uses within the same unit;
- the initiation of community management opportunities across a range of issues from car clubs to green space management to social enterprises;
- investment in skills and training (from apprenticeships to highly skilled specialisms) in order to create a sustainable local workforce for the present and future. Collaborative opportunities with the Combined Universities of Cornwall (CUC), Cornwall College and other further and higher educational / training institutions should be maximised; and
- boosting the local economy through the use of local suppliers, materials and construction workers. We encourage developers to embrace this to make their development both more sustainable and locally resilient. The use of design codes may enable local businesses to create the desired products, thereby keeping resources in the local supply chain.

34. All proposals other than small scale developments should be accompanied by an Economic Strategy. The Strategy should detail the approach taken with regard to: the delivery of economic growth and jobs; the types of employment targeted; buildings proposed;

details of phasing and delivery, including funding mechanisms and skills-development opportunities including details of how these would be delivered.

Infrastructure

35. New development cannot be expected to resolve all existing problems - but it can make a significant contribution towards meeting the strategic infrastructure needs of an area.

36. Together with other authorities and providers the Council is working to secure a more joined up approach to infrastructure planning by preparing an Infrastructure Delivery Plan to accompany the Local Plan and pursuing a Community Infrastructure Levy (CIL) to contribute funding towards Cornwall's strategic infrastructure needs. However, whilst this approach takes account of the need for strategic infrastructure it does not guarantee funding and the Council will seek positive negotiations with developers whilst applying a proportionate scale of obligation and policy that, where possible, will not unduly affect viability.

37. Infrastructure requirements will change over time, and the Council will work with other authorities and providers to forecast future demand and plan for the provision of these, a schedule of which will be available via Cornwall Council's Infrastructure Delivery Plan. The following list indicates only current need and applicants will be expected to include proportionate and reasonable provision or contribution to the strategic infrastructure needs, and until a CIL is in place this will be negotiated on a site by site basis. The level and type of contribution will be offset against the direct infrastructure benefits that a scheme can offer.

Infrastructure needs presently include:

- the provision of a new A391 major road connection between the A30 and Carclaze;
- improvements to the existing road network including the A390 and the possible provision of new east/west link roads if appropriate;
- park & ride facilities, in conjunction with measures below;
- improvements to existing public transport, including the provision of real time passenger information, an appropriately frequent service, installation of bus priority measures and bus shelters that meet suitably low-carbon specification;
- other transport infrastructure such as rail, multi-use trails, footpaths, cycleways and bridleways to connect within and between settlements, and to the open countryside;

Renewable energy at county to district scale

- new education facilities;
- new health and social care facilities specifically NHS dentists;
- flood alleviation schemes (both surface water and fluvial) and coastal change schemes;
- greenspace/green infrastructure including allotments close to dwellings, landscape and biodiversity enhancements;
- community facilities and services including youth facilities (the co-location of services, such as doctors with other public services is encouraged);
- leisure and recreation facilities;
- employment space; and
- the provision of next-generation broadband network which is currently being delivered throughout Cornwall.

38. All applications should be accompanied by a draft legal agreement detailing the infrastructure to be provided, together with details of a mechanism to secure longterm maintenance, management and funding arrangements. Where a mix of uses is proposed, the draft legal agreement will need to establish phasing and trigger points for the provision of infrastructure and employment space.

39. Affordable housing provision will be based on the relevant policy of the Council and informed by a robust evidence base in accordance with NPPF. Existing adopted policy as set out in the former Restormel Borough Council Supplementary Planning Document (SPD) for Affordable Housing carries some weight until it is superseded by the Council's emerging Local Plan. In some circumstances, opportunities to provide off-site affordable housing provision could be supported, but only where it can be clearly demonstrated that this would provide the greatest benefit to the regeneration initiative and thereby help to deliver the objective of achieving transformational change.

Transport

40. Access to transport can have a significant impact on the ability of people to access basic services and amenities. Development proposals should be focused in sustainable locations where the need to travel is minimised, how sustainable travel patterns can be established or in locations which can be made sustainable. Cornwall Council expect applicants to demonstrate how their proposal will deliver sustainable travel patterns by preparing a Travel Plan, and will work with applicants to agree the terms of these on a case by case basis. Support will be given to proposals that are able to meet an aspiration of achieving at least 50% of trips within an agreed area by sustainable modes of travel. Cornwall Council may require a contribution to infrastructure and behaviour change projects to achieve sustainable transport targets..

41. Transport proposals that meet these targets should prove to be an effective means of implementing the policies of Connecting Cornwall: 2030. This could be achieved by increasing the proportion of trips in the local area made by sustainable modes and minimising the need to travel by:

- designing houses, workplaces and other destinations to promote sustainable transport over the use of the private car;
- implementing travel plans to monitor and review the success of the measures put in place. These plans must set out penalties that would be triggered should the proposal not meet their agreed target;
- providing for safe and attractive walking and cycling opportunities including associated infrastructure such as secure cycle parking, showers and changing facilities;
- providing sufficient public and alternative transport options in place at the start of development to encourage residents and employees to take the green option. This would include providing improved public transport and car clubs, promoting car sharing, providing electric car and cycle charging infrastructure and real time passenger information (RTPI). Cornwall is already instigating RTPI in the area, and this should act as a catalyst for the provision of both in-house information systems and community information networks; and
- providing new technologies such as video conferencing in new office development to reduce the need to travel.

42. It is also acknowledged that the area has more rail connections than most other areas in Cornwall. Proposals which take advantage of this to provide key distribution sites to remove freight from the road system would be supported.

Community

43. The Council will require that a wide section of the community is proactively engaged in plan making, and will expect developers to undertake surveys and/or consultation events at all stages in the planning procedure as part of all major development proposals in order to demonstrate that their proposal contributes positively to the collective community vision of the area.

44. Vigorous efforts must be made by developers to engage with and inform Local Members, Town and Parish Councils and the community both at an early stage and throughout the project development. They will have views on infrastructure provision and their input should be encouraged. We will encourage Parish Councils to review and update their Parish Plans regularly so that up-to-date priorities are clearly stated.

45. Many residents are keen to exploit opportunities to self-build, indeed the self-build sector was the second largest provider of new homes in the UK in 2010. Providing that self-build projects conform to the highest environmental criteria and can demonstrate a low-impact on the surroundings, this could add variety and local distinctiveness to an area, and we encourage developers to explore this where appropriate.

46. Schemes that can demonstrate innovative opportunities for communities to become more involved in the management of shared resources will be actively encouraged.

Despoiled, Degraded, Derelict, Contaminated and Unstable and Previously Developed Land

47. The Plan area contains some areas of previously developed land³ and large areas of despoiled, degraded, derelict, contaminated and unstable land such as that formally used for China Clay extraction and refining. Much of this land is unrestored or not fully restored, unlikely to be fully restored for a number of years, and detracts significantly from the visual appearance of the area.

48. Where any despoiled, degraded, derelict, contaminated and unstable land is subject to restoration conditions, development proposals will be considered favourably which propose environmental, social and economic gains over and above that which would be achieved through existing restoration conditions and which can be brought forward significantly sooner than is likely to take place otherwise. The developer should carry out a full appraisal and assessment of relevant matters to accompany any such planning application relating to this land.

³ As defined in NPPF, Annex 2 Glossary: “Previously developed land: Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.”

49. It is also recognised that the scale of the China Clay Area provides a unique opportunity to create a network of new green spaces, nature reserves or even a regional eco-park on a landscape scale. In order to achieve the community's aspirations for more access to green spaces, any proposals on this land should seek to maximise the potential to contribute to the creation of high quality landscape and green spaces.

Minerals

50. The China Clay industry remains a prominent influence in the area and its resources together with its infrastructure (such as the mineral railway lines, rail heads, private haul roads and the Port of Fowey) are of national and local economic importance. Both resources and infrastructure are protected under existing adopted minerals policy and it is expected that the industry will remain an important employment provider in the area for many years to come. Any non-mineral development proposals on sites believed to contain minerals resource would need to prove that there is no longer any remaining resource or that the remaining resource is no longer viable.

51. In contrast the Council wants to secure the use of redundant former mineral roads and rail lines for public use or alternatives uses such as footpaths and cycle ways. Proposals which deliver this will be supported. Where delivery is proven to be not viable at this stage existing connections should be safeguarded for future development.

52. The re-use of clay mining by-products such as secondary aggregate and micaceous sediment presents a key opportunity to create new sustainable products that prevent the need for future extraction of primary materials. As such proposals that demonstrate innovation in this field will be supported.

Glossary of terms

Major development proposals: As per current DCLG guidance, the thresholds that will be applied to determine if a proposal is ‘major’ are:

A large-scale major application will be defined as:

- Residential: a large-scale residential major is one where the number of residential units⁴ to be constructed is 200 or more. Where the number of residential units or floor space to be constructed is not given in the application, a site area of 4 hectares or more should be used as the definition of a large-scale major development.
- Non-residential: for all other uses a large-scale major development is one where the floor space to be built is 10,000m² or more, or where the site area is more than 2 hectares.

A small-scale major application will be defined as:

- Residential: a small-scale residential major application is one where the number of residential units to be constructed is between 10 and 199 inclusive. Where the number of dwellings to be constructed is not given in the application, a site between 0.5 hectares and less than 4 hectares should be used as the definition of small-scale major development.

Non-residential: for all other uses, a small-scale major development is one where the floor space to be built is between 1,000m² and 9,999m², or where the site area is greater than 1 hectare but less than 2 hectares.

Zero-carbon:

Until a national standard definition of Zero Carbon is established, the term zero carbon is understood to mean:

Net emissions (including from appliances) over the course of a year should have net zero carbon emissions after taking account of:

- emissions from space heating, ventilation, hot water and fixed lighting
- expected energy use from appliances
- exports and imports of energy from the development (and directly) connected energy installations to and from centralised energy networks:

And should:

- be built with high levels of energy efficiency
- achieve at least a minimum level of carbon reductions through a combination of energy efficiency, onsite energy supply and/or (where relevant) directly connected low carbon or renewable heat; and
- choose from a range of (mainly offsite) solutions for tackling the remaining emissions.

⁴ This refers to buildings, not caravans.