

# Hayle Neighbourhood Plan 2014-2030

March 2018



## Foreword

Without careful planning, our towns and villages will grow in an uncoordinated way without necessarily enhancing and improving the areas where we live. How many times have you wondered “how on earth did that get built,” or “wow, that development fits in well there,” or “why can’t we have more affordable housing so that we or our children can get on the housing ladder”? Until now, planning decisions have seemed remote from the people they affect. This **Neighbourhood Plan** is an opportunity to bring decisions on the way our area develops back to us – the people who live here.

Planning law has changed substantially in recent years and the primary document now defining the government’s planning policies for England is the **National Planning Policy Framework (NPPF)** of March 2012. The NPPF requires that the local planning authority, in our case Cornwall Council, should make a Local Plan that will set strategic objectives for each area. These objectives will include the amount of housing to be built, infrastructure requirements and support for economic development.

At the heart of the NPPF is a **presumption in favour of sustainable development** – provided the development is in accord with the Cornwall Local Plan. UN Resolution 42/187 defines sustainable development *as meeting the needs of the present without compromising the ability of future generations to meet their own needs*. There are three dimensions to sustainable development – economic, social and environmental – and the planning system must encompass them all. Since the Cornwall Local Plan takes a strategic view of development, any planning application in line with its policies that meets the criteria of sustainable development benefits from the presumption in favour of approval. The NPPF, however, recognises that local communities, while planning to positively support local development, will wish to shape and direct development in their area. **This is achieved through a Neighbourhood Plan**. Policies contained within a Neighbourhood Plan, once adopted, must be observed by the local planning authority. Since these policies have been produced through extensive consultation with the residents of the Hayle Parish – including our villages and rural areas – our development will meet the needs of our community for the Plan period.

While the Hayle Neighbourhood Plan has been led by a Steering Group comprising six town councillors and six community representatives, the content has been driven by the views of residents. This is Hayle’s Plan (described throughout as our Plan and containing our policies). We hope that by 2030 we all will be pleased with the outcome and that Hayle will be even better than it is today.



John Bennett

Chairman

Hayle Neighbourhood Plan Steering Group

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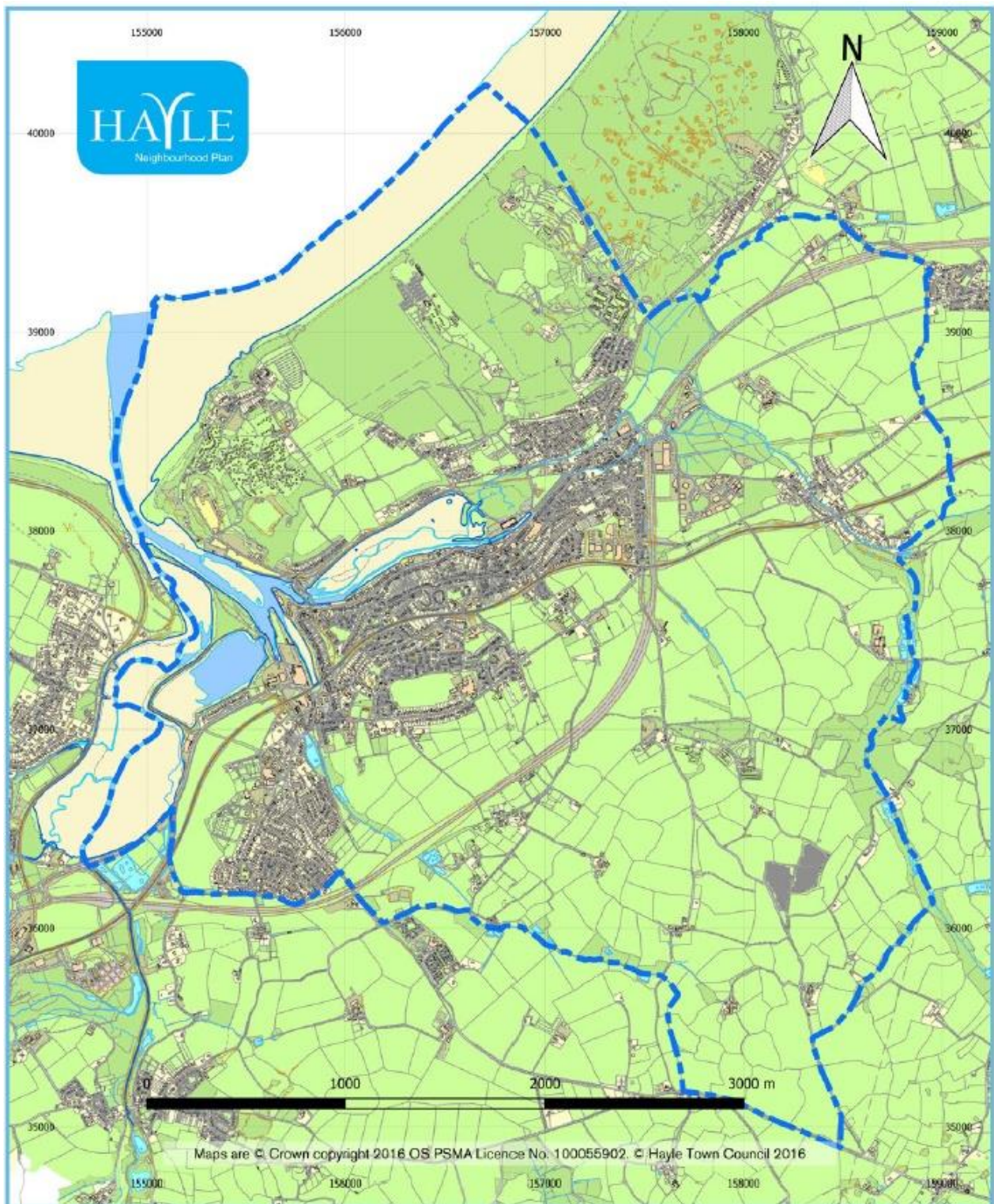
Notes for users of the Adobe Acrobat pdf version of this document:

- Clicking on the page number in the Table of Contents will jump directly to the topic;
- Clicking on the ► symbol at the bottom of each page will jump to the Policies Index.

# Hayle Neighbourhood Plan - Introduction

## 1. The Plan Area

- 1.1 The Hayle Neighbourhood Plan applies to the 'parished area' that is under the jurisdiction of Hayle Town Council. The plan area, designated as a neighbourhood area by Cornwall Council on 14<sup>th</sup> April 2014, is shown on Map 1 below (delineated by the blue boundary line).



Map 1 Hayle Neighbourhood Plan Area

## About the Neighbourhood Area

- 1.2 The town of Hayle is situated on the north coast of Cornwall at the point where the Hayle River, the Penpol River and the Angarrack stream join before entering the sea at St Ives Bay. Its name is derived from the Cornish 'heyl,' meaning estuary, and it is this broad shallow estuary, which cuts through the sand dunes bordering the coast from Hayle to Gwithian, that since pre-history has provided a safe harbour and focus for settlement, trade and shipping.

## A product of the Industrial Revolution

- 1.3 Hayle is largely a product of the industrial revolution of the 18th and 19th centuries, as the Hayle mining area was among the first in Cornwall to exploit its copper reserves on a large scale. Its advantageous coastal position meant that the settlement's rapid development was based on a seaborne trade between Hayle, Bristol and South Wales, which supplied and serviced the local mining industry as well as shipping the ore out of Cornwall. From 1740, increasing demands by local miners and traders for imported coal, timber, rope, bricks and other mining essentials led to the development of the first industrial quays at Carnsew and Copperhouse Creek. The earliest recorded residential properties associated with Hayle's industries were built at Carnsew in 1758 as part of the development of the quays. In 1758 the Cornish Copper Company set up a copper smelter on the foreshore of Copperhouse Creek, which is located on the eastern end of the town. In 1779, John Harvey established a foundry and engineering works at Carnsew at the western edge of the town, henceforth referred to as Foundry. It was the success of, and the intense rivalry between, these two companies that shaped the urban form and character of Hayle. Copperhouse and Foundry were to all intents and purposes two separate towns until 1934, and even today they are two separate shopping areas with, for many residents, distinct local identities.
- 1.4 Both Harvey's and the Cornish Copper Company were involved in shipbuilding from the early 19<sup>th</sup> century, but by 1893 shipbuilding in the town had largely finished. Although the heavy manufacturing elements of Harvey's Foundry closed in 1903, Harvey's survived and diversified as merchants and traders in bulk goods. Despite the decline of Cornish mining, Hayle continued to be an important industrial centre for the first half of the 20<sup>th</sup> century, and, until the 1960s, the harbour continued to import and export, with over 400 ships a year using the harbour.
- 1.5 Hayle's importance to the Cornish mining industry was recognised in July 2006 through the award of World Heritage Site status, which encompasses a large portion of the town – including both Foundry and Copperhouse shopping areas. This designation is an asset for regeneration and economic development as well as a focus for community pride. The World Heritage Site status covers the period from 1700 to 1914, but Hayle also has a number of other heritage assets including the Cunaide Stone, the oldest inscribed Roman stone in Cornwall, and Phillack Church, parts of which date back to the fifth century.

## Important Villages – Angarrack and Phillack

- 1.6 Adjacent to Hayle, lying within the parish boundary, are the two villages of Angarrack and Phillack. Angarrack preceded Hayle's development in that the first tin smelter was built there in 1704. Angarrack has its own industrial heritage including the steep incline of the Hayle Railway that required the wagons to be hauled up by ropes – now identified as Steamers Hill - and the stunning viaduct that spans the settlement. This was built by Isambard Kingdom Brunel, initially in timber and later rebuilt in granite. With its inland valley setting, Angarrack is a village clearly separate from the expanding Hayle. The Neighbourhood Plan seeks to continue to protect it from encroachment.
- 1.7 Phillack is considered to be the earliest settlement in the area. The church is documented as extant in 1130. Parts of the church that have been dated to the fifth century include the Chi-Rho stone,

which was embedded in the original fabric of the building and now sits over the arched entrance. As a discrete settlement, Phillack is still identifiable and also needs protection to secure its identity.

### Waterfront Environment with Golden Sands

- 1.8 Hayle enjoys a unique water frontage. The estuary was an important trading place in the early medieval period, particularly the fifth to seventh centuries, and it was the reason the town developed here. Modifications to the estuary, and the three channels that flow into it, have created quays and wharfs, canals, sluicing pools and a causeway. Copperhouse Pool, Carnsew Pool, the harbour and the tidal estuary are important wildlife habitats. Beyond the estuary, three miles of golden sandy beaches are backed by extensive sand dunes (known in Cornish as 'towans'), much of which enjoy SSSI<sup>1</sup> status. About half of this area falls in the Hayle parish, while the remainder is in the Gwinear/Gwithian parish.
- 1.9 The beaches attract holidaymakers in large numbers, and the Atlantic swell offers some of the best surfing conditions to be found in the UK. Tourism, however, needs careful management and this is something the Neighbourhood Plan is able to address.

### The Need for a Neighbourhood Plan

- 1.10 During the latter half of the 20<sup>th</sup> century, Hayle suffered post-industrial decline, which resulted in a lack of sensitive development. As a town of great historical significance set within a landscape of equal merit, Hayle needs to protect both its heritage and its environment. At the same time, it is essential to devise a framework for growth and for ongoing regeneration and revitalisation, which can also provide better employment opportunities and more housing for local people. This is the goal of our Neighbourhood Plan.

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<sup>1</sup> SSSI = Site of Special Scientific Interest (see Glossary).







## 2. Hayle by the Numbers

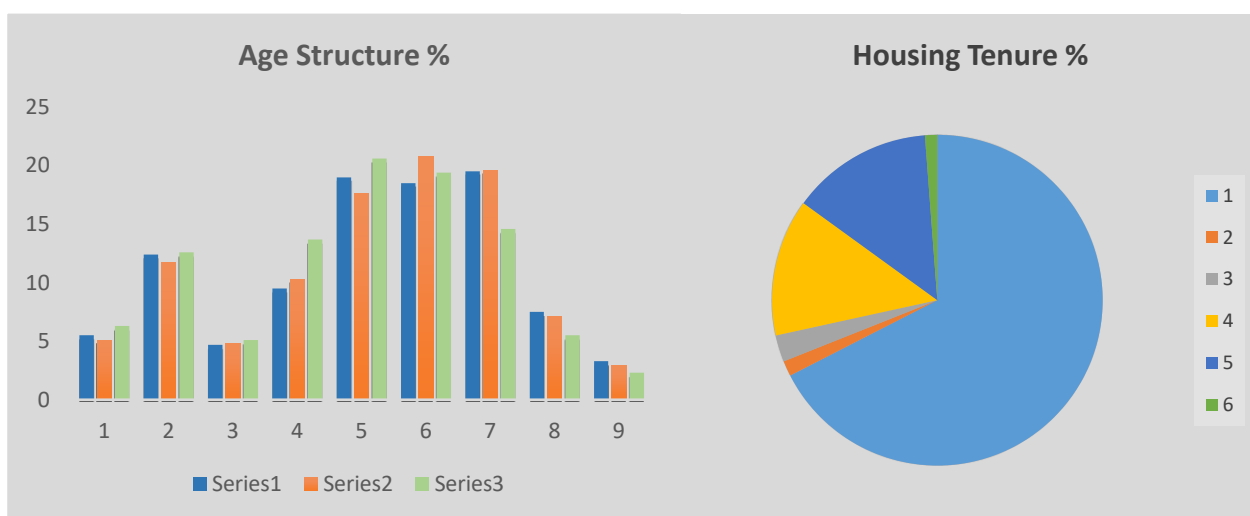
### The Parish

2.1 The parish of Hayle comprises an area of 1,442 hectares (3,562 acres). It abuts the parishes of St Ives, Ludgvan, St Erth and Gwinear-Gwithian. The built-up areas of Hayle cover around 200 hectares (13.9% of the overall area).

### Population (from the 2011 Census)

2.2 The total population of Hayle parish at the 2011 Census was 8,939, making up 3,815 households (average household size = 2.34 persons per household). 31% of households in the area were single person households in 2011.

2.3 The table below shows the area's age distribution profile and how it compares to the county and England.



### Housing

2.4 The 2011 census reports that there are 4,056 dwellings in the parish area. Only 388 are outside the built-up areas. Two-thirds of the area's dwellings were owner-occupied in 2011. 15% were rented from social housing providers. A similar proportion was privately rented.

2.5 With an annual average gross annual income of around £22,000, many residents in Cornwall struggle to access anything other than social rented properties<sup>2</sup>. The cost of a median lower-quartile home in Cornwall is about nine times the median lower-quartile annual earnings. Despite the Hayle area being one of the less expensive areas to buy a house in Cornwall, many local people still find it hard to get on the housing ladder. At August 2017, around 455 households with a local connection were on the affordable housing register<sup>3</sup>.

Band/Priority	1	2	3	4	5	Total
A	-	-	-	1	-	1
B	<b>29</b>	24	5	5	2	65
C	<b>33</b>	26	27	12	1	99
D	<b>29</b>	17	1	-	-	47
E	<b>103</b>	90	37	3	-	233
<b>Total</b>	<b>194</b>	<b>157</b>	<b>70</b>	<b>21</b>	<b>3</b>	<b>445</b>

<sup>2</sup> Cornwall Local Plan, Housing Evidence Base.

<sup>3</sup> Data provided by Cornwall Council, Housing Team, August 2017

2.6 Local people have to compete for homes with the demand for second homes. In 2012, around 340 local dwelling units were holiday lets or second homes.<sup>4</sup> Most of these were in the Hayle North ward. It was calculated that 6-8% of the whole dwelling stock was not occupied on a primary residence basis.

## Schools

2.7 The following schools are located within Hayle parish area<sup>5</sup>:

- Bodriggy Academy is a primary school covering the ages 3 – 11, with 351 pupils enrolled;
- Penpol School is a primary school covering the ages 4 – 11, with an enrolment of 381;
- Hayle Community School covers the ages 11 – 16 and has 577 pupils;
- St Piran’s School is an independent school covering the ages 3 – 16 and has 55 pupils.

Bodriggy Academy and Penpol Schools are full and cannot fulfil ‘first preference’ requests for all local parents. The Hayle Community School has sufficient capacity at present.

## Employment

2.8 Cornwall suffers from low wages, low GDP<sup>6</sup> per head and low productivity, all three hovering between 70-75% of the UK average. These low rates of performance have qualified Cornwall for EU intervention in the form of ‘Convergence Funding.’ Hayle is now in a post-industrial phase, with a workforce profile that is not too dissimilar to the rest of Cornwall, although it is noticeable that a smaller proportion of the working population, only 6.4%, is engaged in manufacturing. For some years now employment in the town has been dominated by the following service sectors: public administration, health and education and hotels and restaurants (which includes retail employment). Hayle has a smaller proportion of people in managerial and professional occupations than many parts of Cornwall.

2.9 At the time of the 2011 Census, less than a third (30.3%) of the population, ages between 16 and 74, was in full-time employment. This was a little lower than Cornwall (31%), and significantly lower than the proportion for England (39%). As is quite common in Cornwall, Hayle was shown to have a substantial proportion of employed persons who worked part-time (approximately two-thirds of these were female).

2.10 Poor economic performance and a lack of well-paid jobs locally have contributed towards making Hayle one of the more deprived communities in Cornwall.

## Transport

2.11 In 2011, almost 20% of households did not have daily access to a car. Hayle does have the benefit of a railway station, providing six different services, as well as 40 local bus services. However, like most of Cornwall, Hayle is a very car-dependent society. A third of households (33.3%) had two or more cars in 2011, and 72.5% of local persons in employment normally travelled to work by car. Traffic congestion at key junctions is often severe and certainly too frequent. It is at its worst in the tourism high season, but problems occur throughout the year. Increasingly, heavy transport is using local roads and accessing the A30 through Hayle via the villages; the roads cannot support this increase

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<sup>4</sup> [www.cllrandrewwallis.co.uk/?s=second+homes](http://www.cllrandrewwallis.co.uk/?s=second+homes). Data used by Cllr Andrew Wallis in his blog is taken from the Cornwall Council Holidays Lets Business Rates database on 29-11-12 and the Second Homes Council Tax database on 27-11-12 and equates to 8% of household spaces being of these types. Cornwall Council Intelligence Officer stated that in 2011, 244 out of 4,059 dwellings (6%) had no usual residents. (September 2017).

<sup>5</sup> Data from Cornwall Council, 11 September 2017.

<sup>6</sup> GDP = Gross Domestic Product, a measure of productivity.

safely. A lack of off-street parking further contributes to making many roads quite dangerous for pedestrians and cyclists.

- 2.12 Hayle is on the Cornish Way National Cycle Route 3 that goes from Land's End to Bude. We would like to encourage many more local trips by foot and bicycle, but this is unlikely to happen until the package of transport measures, including strategic highway infrastructure improvements, identified as necessary by Cornwall Council,<sup>7</sup> are all put in place.

## Environment

- 2.13 Hayle Parish has a number of Sites of Special Scientific Interest (SSSI) including:

- parts of the Hayle estuary;
- a large part of the Towans; and
- Copperhouse Pool.

These add up to 259 hectares, covering 18% of the neighbourhood area.

- 2.14 We also have a beautiful beach, stretching three miles from Hayle Estuary to Godrevy Lighthouse. The Towans SSSI is the second largest dune system in Cornwall and supports a wide range of flora and fauna, including many rare species.

## Heritage

- 2.15 Hayle is in the Cornwall and West Devon World Heritage Site. 165 hectares (11.4%) of the neighbourhood area, primarily around Hayle Harbour, is designated as part of the World Heritage Site. The World Heritage Site covers the period from 1700 to 1914. Our historic Conservation Area covers 163 hectares (11.3%) and includes buildings and areas that are older or newer than those covered in the World Heritage Site, such as Phillack Church (parts of which may date to before 600AD) and the Cunaide Stone (the oldest inscribed Roman stone in Cornwall). The two designations overlap to a large degree, but about 36 hectares are in only one of the designations. The total area covered by a heritage designation is 200 hectares (13.9%).

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<sup>7</sup><http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/evidence-base/infrastructure-planning/infrastructure-needs-assessment-schedules/>

## Sports and Recreation

- 2.16 Hayle is well provided with both formal and natural open space, although this includes the highly sensitive coastal eco-system of national importance, which cannot sustain the level of access of other types of natural space. Youth provision is relatively good, although there are access deficiencies to the west of the town, while the provision of public sports and equipped children's play areas are quite low. Hayle is well-equipped with sports clubs including cricket, football, rugby, archery, tennis, golf and lawn bowling.

## Tourism

- 2.17 Hayle's tourism offer includes three miles of superb beaches, Paradise Park, bird and animal sanctuary, and the World Heritage Site. Hayle is the second-largest provider of tourist accommodation in Cornwall (after Newquay); it generates employment and attracts investment into the local economy. Most of the bed-spaces are in fixed caravans. Tourism is focused on the summer holiday season and consequently many tourism jobs are not full-time. Data for Hayle, from the 2011 census, show that of 3,723 employed residents, 633 or 17% worked in tourist-related sectors – although, not all of these workers would be wholly engaged in tourist activities. Using FTE (Full Time Equivalent) figures, total employment was 2,992 and 486 (16.3%) in the tourist-related sectors.

## Challenges

- 2.18 The challenge for the parish of Hayle is to ensure that the Local Plan allocation of 1,600 dwellings up to 2030, providing sufficient affordable housing, can be accommodated properly. This includes ensuring the necessary infrastructure is in place; the required local services, such as more primary school places, are available; and more local jobs, including quality jobs for skilled and professional workers, are on offer. This must be achieved while protecting both our heritage and our environment. We are particularly concerned to ensure that new developments provide sufficient safe space for children's play areas, since some large developments in Hayle have been built with none.

### 3. The Strategic Context

- 3.1 In preparing our Neighbourhood Plan we are obliged, by law, to:
- have regard to national policies and advice contained in guidance issued by the Secretary of State; and
  - ensure the Plan is in general conformity with the strategic policies contained in the Local Plan and National Planning Policy Framework (NPPF).

#### National Planning Policy Framework

- 3.2 We have been cognisant of the current national planning framework (NPPF) as set out in the 2012 publication<sup>8</sup> and supplemented by the Planning Practice Guidance relating to neighbourhood planning matters, which is published by the Department for Communities and Local Government via a dedicated website.<sup>9</sup> Since Neighbourhood Plans must comply with the NPPF, not everything requested in our surveys is possible.

#### Cornwall Local Plan 2010-2030

- 3.3 The Cornwall Local Plan was adopted on the 22<sup>nd</sup> of November 2016.
- 3.4 The Hayle Neighbourhood Plan is required to be in general conformity with the Cornwall Local Plan.
- 3.5 Cornwall Local Plan's policies are designed to achieve the following strategic objectives for the Hayle and St Ives Community Network Area:

##### *Objective 1 – Employment*

*Support new employment schemes both in the towns and in the rural areas. Emphasis should be given to quality, permanent work opportunities that break the cycle of seasonal labour. High-speed broadband should be encouraged in all areas to meet modern working requirements. This should ensure prosperous town centres in Hayle [and St Ives] particularly supporting flexible workspace and providing a continued delivery of the regeneration of Hayle through waterfront development associated with Marine Renewables and development of employment land to the south of Hayle.*

##### *Objective 2 – Housing*

*To deliver a mix of housing, of the size, type and tenure required to meet current and future housing needs, prioritising affordable and specialist accommodation.*

##### *Objective 3 – Community Infrastructure*

*Encourage investment in healthcare and GP coverage, education, neighbourhood centres, leisure facilities and open space provision, and protect current levels of provision. Create better linkages between Hayle and its surrounding beaches.*

##### *Objective 4 –Environment*

*Ensure development is sensitive to the outstanding natural, built and historic environment of the area, particularly sensitive to the World Heritage Site status of Hayle, giving careful consideration to the location, scale and design of all new development.*

- 3.6 *The Local Plan comprises 29 strategic policies with which the Hayle Neighbourhood Plan must conform. Most notable, perhaps, in terms of the impact on the neighbourhood area are:*

##### *Policy 2: Spatial Strategy*

*3(k) Generating and sustaining economic activity: Proposals will be welcome that improve conditions for business and investment in Cornwall, in particular by: ..... The regeneration of Hayle, focusing*

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<sup>8</sup> National Planning Policy Framework, Department for Communities & Local Government, March 2012.

<sup>9</sup> <https://www.gov.uk/government/collections/planning-practice-guidance>

*mainly on the harbour area and the development of the wave hub and associated employment development;*

Policy 3: Role and Function of Places

*The scale and mix of uses of development and investment in services and facilities should be proportionate to the role and function of places. New development up to 2030 will be accommodated in accordance with the following hierarchy:*

*1. Delivery of strategic scale housing, community, cultural, leisure, retail, utility and employment provision will be managed through a Site Allocations DPD or Neighbourhood Plans for the following locations: ....*

*Hayle – proposed allocation, 1,600; completions April 2010 - March 2015, 119; net extant permissions (at March 2016) 826, Net windfall projection 99, net additional urban capacity 43 – residual target 513 dwellings (from Site Allocations DPD).*

*Development within these named towns will provide an appropriate level of affordable housing in accordance with the requirements of Policy 8 [i.e. 30%].*

- 3.7 Local Plan Policy 2 clause 2(d) also makes plain the intention to support “*the delivery of made Neighbourhood Plans and other community-based initiatives that help to make communities more resilient.*”

### Site Allocations Development Plan Document

- 3.8 Cornwall Council is preparing a Development Plan Document (DPD) to accompany the Local Plan and provide an additional layer of strategic policy. The Site Allocations DPD will form part of Cornwall Council’s suite of planning documents, which are under the umbrella of the Local Plan: Strategic Policies document. To support the delivery of the Strategic Policies document, the Site Allocations DPD will allocate sites to meet the housing provision identified in the Strategic Policies document for the main Cornwall towns and allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres. The Site Allocations DPD will focus on medium/large/strategic sites.

- 3.9 A Cornwall Site Allocations Development Plan Document was put out for public consultation for a period of eight weeks ending on the 7<sup>th</sup> August 2017. The draft Site Allocations DPD document includes eight aims for Hayle to complement the four strategic objectives of the Local Plan:

1. Continue to deliver the coordinated regeneration of Hayle, including the harbour area
2. Be a highly connected community by road, rail, sea, cycle and high-speed broadband
3. Serve as a centre for renewable energy technology, business and tourism, and as an economic gateway to West Cornwall;
4. Significantly improve and enhance community and leisure facilities to enable residents to live, work and spend more leisure time within the town.
5. Be renowned as a visitor destination for tourism and leisure including heritage related tourism;
6. Ensure Hayle has a vibrant retail offer
7. Deliver housing growth that will provide much needed affordable housing and help facilitate the area’s economic aspirations,
8. Ensure change and new development is delivered sensitively, celebrating the unique heritage of industry and innovation as recognized by the World Heritage Site inscription, whilst

embracing the outstanding coastal and inland waterways and high quality natural environment.

- 3.10 Included in the draft text proposal for the Site Allocation DPD for Hayle are both a local Hayle Green Infrastructure Strategy and a Hayle Transport Strategy.

### Green Infrastructure Strategy

- 3.11 Hayle's proposed Green Infrastructure Strategy, as included in the draft text version of the Site Allocations DPD<sup>10</sup>, is a localised interpretation of the adopted County-wide Green Infrastructure Strategy<sup>11</sup>. It identifies:

- Existing public rights of way and cycle routes
- New/enhanced cycle and pedestrian routes
- Key strategic open space
- Key habitat corridors
- Existing ecological resources
- New open space
- SUDS<sup>12</sup> area

### Transport Strategy 2030

- 3.12 Hayle's proposed Transport Strategy 2030, as included in the draft text version of the Site Allocations DPD<sup>11</sup>, is a localised interpretation of the adopted county-wide strategy, Connecting Cornwall.<sup>13</sup> It identifies a series of proposed transport measures thought to be necessary to support the transport investment already made to restore Hayle Harbour (£16.75m for a new road access and a bridge and to unlock the work space on the Marine Renewables Business Park). *"To support this investment and the wider growth proposals for the town, there are a number other critical infrastructure measures required to improve the connectivity, accessibility and manage congestion, if Hayle is to realise its full potential."*<sup>14</sup>
- 3.13 For the Hayle Neighbourhood Plan, we commissioned a Transportation Assessment to look at the requirements for a new inner east-west connecting road and a junction on the A30 at Tolroy.

### Open Spaces Strategy 2030

- 3.14 The Cornwall Council Open Space Strategy for Larger Towns in Cornwall - Recommendations for Future Provision Standards, July 2014 states:
- "Open space is land in some form of public ownership that is regularly available for recreational or sporting use by the community, and also includes cemeteries & churchyards. Open spaces are valued community assets improving public health, well-being and quality of life, and bringing regeneration benefits to an area.*
- In 2012 a study of Cornwall's residents recorded that 95% rated having good quality open spaces as important or very important. Open Space Provision Standards are necessary to inform town framework plans, neighbourhood plans and local green infrastructure strategies, and to provide consistent guidance to developers."*

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<sup>10</sup><https://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/development-plan-documents/>

<sup>11</sup><https://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/green-infrastructure-strategy/>

<sup>12</sup> SUDS = Sustainable Urban Drainage System

<sup>13</sup> <http://www.cornwall.gov.uk/connectingcornwall>

<sup>14</sup> <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/development-plan-documents/cornwall-site-allocations-development-plan-document/>, P66, §4.45.

- 3.15 Hayle scores highly on access to Natural Green Spaces because of the Towans, King George V Memorial Walk and our ‘three miles of golden sand’. We are, however, under-supplied with equipped play areas for children. New developments must provide safe, local play areas so that children do not need to cross major roads.

### Purpose of the Neighbourhood Plan

- 3.16 Neighbourhood planning is intended to give communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of the local area. The National Planning Policy Guidance says that, in accordance with the Localism Act 2011, we are able to “*choose where [we] want new homes, shops and offices to be built, have [our] say on what those new buildings should look like and what infrastructure should be provided, and grant planning permission for the new buildings [we] want to see go ahead*”.

- 3.17 We have approached the task with an open mind as to what the Hayle Neighbourhood Plan would cover and what its themes and purposes would be. We understood from the outset that it would have to meet a number of basic conditions:

- have regard to national policies and advice contained in guidance issued by the Secretary of State
- contribute to the achievement of sustainable development
- is in general conformity with the strategic policies contained in the development plan for the area – the Cornwall Local Plan
- does not breach, and is otherwise compatible with, EU obligations

Within these constraints, we have consulted widely and engaged with local residents to understand their ambitions and concerns for Hayle and to determine what can be influenced by neighbourhood planning policies. The Hayle Neighbourhood Plan sets out how we would like to see the area developed over the period until 2030 and, through its policies, aims to guide sustainable development to provide the maximum benefit to those who live, work in or visit our area.

### The Neighbourhood Planning Process

- 3.18 The development and preparation of the Neighbourhood Plan has been undertaken by a Steering Group comprised of representatives of groups in the town and town councillors.

- 3.19 It was understood from the outset that for the Plan to be truly representative of the planning issues of relevance in the area and to be *the community’s plan*, we needed to carry out a thorough and on-going consultation process with those who live and work in the area and those who visit here on a regular basis. We also recognised that the Plan could not be properly developed without the input of organisations and agencies with a county, sub-regional or national remit and an interest in the area.

- 3.20 The process and the types of consultation exercise and discussion that we have gone through is documented in detail in our **Consultation Statement** which accompanies this Plan. The key methods we have used have included:

- Public exhibitions, meetings and events
- Regular articles in the Hayle Pump
- Wide distribution of postcards that advertised surveys and open days
- Use of social media
- Local newspapers and noticeboards
- A community questionnaire delivered to all households
- Widely publicised on-line surveys
- Focus groups and workshops



- Survey and discussion with local businesses and landowners
- Directly contacting wider-than-local organisations and agencies (strategic stakeholders) which have an interest in planning issues in the parish
- Consultation ‘windows’ during which comments have been invited on draft documents

3.21 The development of the Neighbourhood Plan was based on a desire to be open and to welcome comments and contributions from all quarters. Our aim has been to encourage discussion and debate within the community about the issues and opportunities that face us and to strive to achieve a community consensus. This Plan represents the results of this process.

3.22 A first version of the Plan was the subject of an informal consultation with local stakeholders, following which a several revisions were made. A formal Regulation 14 consultation with stakeholders and strategic bodies on the Pre-submission version of the Plan, has been completed and amendments made. Once the Plan has passed the Examination successfully, the Plan will be subject to a public referendum where residents on the electoral register will be asked if they support the final plan. If the referendum answer is a “yes” from a majority of voters turning out on the day, the Plan will be “made” (or adopted) by the local planning authority, Cornwall Council.

### The Status of the Plan

3.23 This Neighbourhood Plan, once made, will be a statutory development plan. This means that its policies will have full weight (or real teeth) when it comes to being used by the local planning authority to help determine proposals for development submitted through planning applications. It will form the local tier of planning policy in our ‘parished area’. It sits with the county-wide Cornwall Local Plan, produced by Cornwall Council (also a statutory development plan) and underneath the umbrella of national planning policy in the Government’s National Planning Policy Framework (NPPF) as the main planning policy documents relevant to the Hayle area. Other important planning documents which govern specific issues are the Minerals and Waste Plans produced at the county-wide level.

3.24 When this Plan is ‘made’ (i.e. adopted) its policies will be used by the Local Planning Authority when it considers decisions that need to be made about development proposals submitted through the planning application process. Although the Neighbourhood Plan’s policies cannot always guarantee the outcome of a development application, the policies will carry full weight alongside policies of the NPPF and Local Plan when considering the appropriateness of development proposals.

### The Structure of Our Plan

3.25 Our Plan sets out the aims and objectives for the neighbourhood area. These have been developed following a thorough dialogue with the community and contributions of key organisations and agencies; as well as being shaped by existing planning policies and plans.

3.26 The Plan sets out local planning policies on a topic by topic basis. The topics have been derived by pulling together common aims and key issues arising from consultations.

3.27 For each topic we set out which aims and objectives the policies are seeking to respond to, along with a summary of the local characteristics of that topic and the key issues which we have identified. For each policy, we set out:

- our justification, with evidence, for why we need the policies;
- reference to other planning policies in national and county-wide planning documents which relate to that policy; and,
- the policy itself.

- 3.28 It is important to note that, while we have packaged policies under topic headings, when development proposals are being assessed, the whole plan (i.e. all policies) should be considered, as policies under one topic heading may also apply to proposals which naturally fit under another.
- 3.29 Our Plan finishes with an explanation of how we will monitor and review the Plan. We have also included a glossary which seeks to demystify some of the planning terminology used in our Plan and a bibliography which includes the details of documents and current web-links to those documents.

### Companion Documents

- 3.30 A number of other documents have been prepared to accompany the Neighbourhood Plan. We are obliged to produce a:
- Consultation Statement
  - Basic Conditions Statement
  - Strategic Environmental Assessment
- 3.31 The **Consultation Statement** meets the requirements of the Neighbourhood Planning Regulations 2012, Part 5 section 15, to provide a document which:
- a) contains details of the persons and bodies who were consulted about the proposed neighbourhood development plan;
  - b) explains how they were consulted;
  - c) summarises the main issues and concerns raised by the persons consulted; and
  - d) describes how these issues and concerns have been considered and, where relevant addressed in the proposed neighbourhood development plan.
- 3.32 The **Basic Conditions Statement** is submitted alongside our draft Neighbourhood Plan. In submitting the Statement and, through its content, demonstrating how our Plan meets the Basic Conditions set out in paragraph 8(2) of Schedule 4B to the Town and Country Planning Act 1990 as applied to neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004.
- 3.33 We requested a screening opinion from Cornwall Council to ascertain if our neighbourhood plan required a **Strategic Environmental Assessment (SEA)** to help understand if it has any significant environmental effects on the plan area, and if so, what changes are recommended to minimise any such impact. It was concluded that we should undertake an SEA. The SEA has been produced independently by consultants (AECOM) and, for the draft version of this Plan, concluded that it is likely to lead to significant positive effects in relation to ‘population and community’, ‘health and wellbeing’ and the ‘historic environment and landscape’, and will initiate a number of beneficial approaches regarding ‘biodiversity’, ‘transportation’, ‘land, soil and water resources’ and ‘climate change’ sustainability. It recommended minor changes to policies NE5 and NE12 to strengthen them in relation to the protection of Sites of Special Scientific Interest (SSSIs) and biodiversity, changes which have been made in this version of the Plan. Following the Regulation 14 consultation, the amended plan was reviewed by AECOM and no significant changes were recommended.

### Community Action Plan

- 3.34 Hayle Town Council has agreed to produce a Community Action Plan. As the Consultation Statement highlights, our aims and objectives have been developed through a local consultation programme. Rather than try to constrain community debate solely to planning issues, our dialogue with the community was open and wide-ranging. Many of the issues which proved to be important to local

people are not necessarily planning-related. We felt however it would be wrong to excluded further consideration of them merely because the planning system is unable to deliver action in response.

- 3.35 Some of the agreed objectives, derived through the neighbourhood planning process, cannot be delivered through planning policies. We have, therefore, developed a series of ‘community actions’, which the Town Council will work to deliver with the community and other partners. In many cases, they are complementary to the planning policies in the Neighbourhood Plan.
- 3.36 The agreed community actions will be brought together in a Community Action Plan. These community actions are not planning policies and do not, therefore, form part of the statutory development plan for Hayle. They are nevertheless important to local people and to the future well-being of the area.
- 3.37 The Community Action Plan will be used to identify priorities for local investment through the Community Infrastructure Levy.

### Community Infrastructure Levy

- 3.38 The Community Infrastructure Levy (CIL) is a tool for local authorities in England and Wales to help deliver infrastructure to support the development of the area. A fixed tariff levy is payable on development which creates net additional floor space, where the gross internal area of new build exceeds 100 square metres. That limit does not apply to new houses or flats, and a charge can be levied on a single house or flat of any size, unless it is built by a ‘self-builder’. Also included amongst the exclusions are:
- social housing that meets the relief criteria<sup>15</sup>
  - charitable development that meets the relief criteria<sup>16</sup>
  - buildings into which people do not normally go
  - structures which are not buildings, such as pylons and wind turbines
  - vacant buildings brought back into use
  - specified types of development which local authorities have decided should be subject to a ‘zero’ rate and specified as such in their charging schedules
- 3.39 The money collected, by Cornwall Council, can be used to fund a wide range of infrastructure that is needed as a result of development. This includes new or safer road schemes, flood defences, schools, hospitals and other health and social care facilities, park improvements, green spaces and leisure centres. Once the Neighbourhood Plan is ‘made’ (adopted), 25% of the levy resultant from development in Hayle would be paid to Hayle Town Council to use on projects of its own choice. This investment strategy will be a part of the Hayle Community Action Plan.
- 3.40 Cornwall Council expects that the final CIL proposal will undergo Examination and then Adoption by the spring of 2018<sup>17</sup>.

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<sup>15</sup> set out in CIL Regulation 49 or 49A (as amended by the 2014 Regulations)

<sup>16</sup> set out in CIL Regulations 43 to 48

<sup>17</sup> <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/community-infrastructure-levy/>



## 4. Neighbourhood Plan Framework

### Our Vision

#### *A highly connected community:*

- *connected by road, rail, cycle-way, sea port, National Grid and high speed broadband;*
- *servicing as a centre for renewable energy technology, business and tourism, and as a gateway to West Cornwall;*
- *celebrating a unique heritage of industry and innovation, whilst embracing the outstanding coastal and inland waterways of our cherished natural environment, in a favoured location providing for high-quality living, work and recreation;*
- *supporting individuals to develop and families to have the opportunity to stay together for their whole lives.*

4.1 Our Vision endeavours to capture the topics and themes we have chosen for the Hayle Neighbourhood Plan. These have been selected following a process of community consultation and reflect our purpose and ambition:

*Sustainable Development and Housing - We will grow the town in the most sustainable way we can whilst meeting the housing needs of the local community.*

*Natural Environment and Landscape Setting - We will preserve and enhance the landscape setting of the town, coast and surrounding countryside.*

*Business, Enterprise and Economy - We will encourage and stimulate business development and improve employment opportunities and prospects.*

*Traffic and Transport - We will encourage non-car travel and reduce the impact of motor vehicles within the town.*

*Community Wellbeing - We will sustain the vitality, health and safety of all groups of the community.*

*Heritage, Culture and Built Environment - We will respect the town's historic and cultural legacy whilst promoting a modern, enterprising and forward looking outlook.*

*Sustainable Tourism - We will support tourism growth if it benefits the economy of the area and does not harm our sensitive environment.*

### The Aims and Objective of the Neighbourhood Plan

4.2 This Plan seeks to achieve the Aims and Objectives that have received support from the community. These have been developed on a topic by topic basis through a consultation process<sup>18</sup>. The aims and objectives for each topic are set out at in the introduction to each of the policy sections that follow. Where an objective is not reflected in the policies of the Neighbourhood Plan it is because we have assessed that it is covered satisfactorily in the National Planning Policy Framework or the new Cornwall Local Plan; it is not permitted, e.g. we may not specify insulation standards for housing in excess of those specified in the Building Regulations; or it is not appropriate for a Neighbourhood Plan that can only deal with matters relating to the use of land.

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<sup>18</sup> <http://np.hayle.net/documents/>

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## 5. Sustainable Development and Housing Policies (SD)

### Introduction

- 5.1 The Town Council has concurred with Cornwall Council's Town Framework approach<sup>19</sup> and its conclusions regarding an appropriate development and growth strategy for the neighbourhood area. This strategy is based on a sustainable approach that *"will aim to steer the options and the emerging strategy for Hayle towards meeting and delivering what are seen as the key objectives for the Town and surrounding areas"*.
- 5.2 The following are the seven key objectives:
1. To deliver the regeneration of Hayle including Hayle Harbour.
  2. To deliver new employment space and opportunities in appropriate locations including support for the wave hub facility and related business and employment opportunities.
  3. A planned expansion to the future growth of the town matched by appropriate infrastructure requirements to any proposed growth.
  4. To deliver a cohesive movement and transport network, including better links between the town and the beach and surrounding area.
  5. To encourage effective management and enhancement of the natural and built environment, which incorporates conservation areas and the World Heritage Site designation.
  6. To provide new, high-quality retail development within the town, to complement the existing centres.
  7. To deliver a mix of housing to meet current and future housing needs.
- 5.3 This strategy is reflected in the Cornwall Local Plan. Hayle is recognised in Local Plan Policy 3: 'Role and Function of Places', as one of 18 first-tier locations in Cornwall that will be the focus of the *"delivery of strategic scale housing, community, cultural, leisure, retail, utility and employment provision"*. This strategic development programme, says the Local Plan, *"will be managed through a Site Allocations DPD or Neighbourhood Plans"*.
- 5.4 We have worked closely with Cornwall Council in the preparation of the Hayle Site Allocation Development Plan Document (DPD). We also engaged AECOM<sup>20</sup> to provide a masterplan of the area of interest, which, in turn, has informed the DPD. The area proposed by Cornwall Council (at October 2017) in the emerging Cornwall Council Site Allocations DPD for the allocation of major housing development (H-UE1) is shown on Map 2.
- 5.5 As regards 'Sustainable Development and Housing', our extensive community consultation has established agreement that we should *"grow the town in the most sustainable way we can and meet the housing needs of the local community"*. To this end, we have agreed the following aims are appropriate and reflect the views of the community:
- Allocate employment land and space to reflect demand
  - Develop in the right places at the right time
  - Set high standards of design, layout and building quality for sustainability, energy and resource efficiency of new developments
  - Reduce the risk of flooding from river, rainfall and the sea

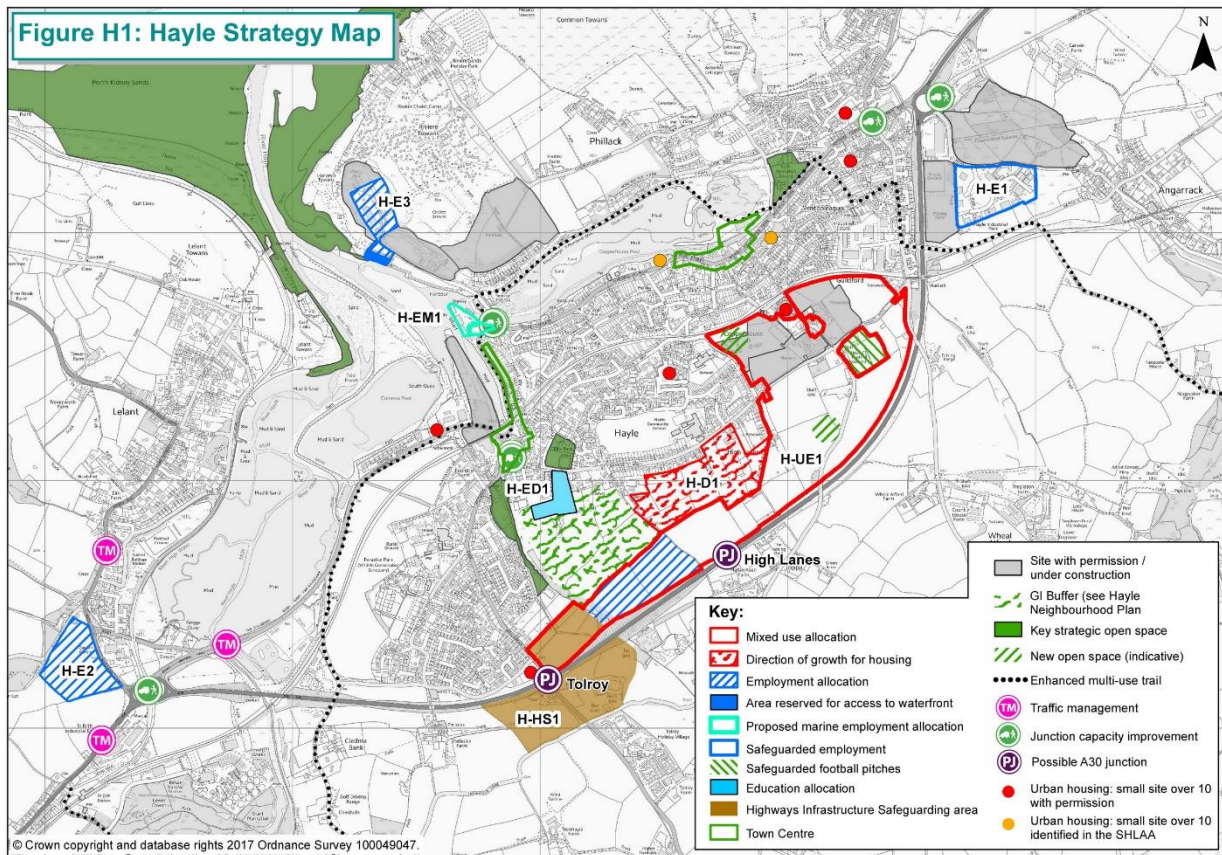
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<sup>19</sup> Hayle Urban Extension Assessment, Cornwall Council, 2012

<https://www.cornwall.gov.uk/media/3641240/Urban-Extension-Assessment-Report.pdf>

<sup>20</sup> Hayle Neighbourhood Plan Future Housing Expansion Vision Document AECOM, Planning Consultants, Dec 2015  
<http://np.hayle.net/documents/>

- Increase the supply of dwellings so as to meet the various needs of the local community
- Increase choice and flexibility in housing supply
- Make the quality of new housing developments a source of local pride
- Achieve social and environmental integration



Map 2 Site H-UE1 (Cornwall Council Site Allocations DPD – draft at 1 October 2017)<sup>21</sup>

5.6 These aims have been translated into the following neighbourhood planning objectives:

- Ensure that new housing is high quality in plan, size and materials, adapted to the expected results of climate change and suitable for the whole life needs of residents
- Require modelling of life-cycle costs and whole-life environmental impact for new developments
- Require construction practices to minimise environmental impact and pollution
- Support development proposals that increase the sustainability and habitability of the existing housing stock
- Encourage innovative design that does not compromise the quality and heritage of Hayle’s built character
- Require that new developments are designed with safety in mind and provide adequate footpaths, cycle-ways and bicycle parking
- Ensure adequate infrastructure is available to meet the needs of existing and new communities
- Require that new developments have a positive or no detrimental impact on flood risk for themselves or others
- Encourage on-site or local energy production

<sup>21</sup> <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/development-plan-documents/cornwall-site-allocations-development-plan-document/hayle-evidence-base/>

- Facilitate the outstanding [strategic] requirements of the Local Plan for dwellings constructed over the plan period, on those sites preferred by the community of Hayle
- New housing sites should be released for development in an ordered and phased manner
- Prioritise the redevelopment on brownfield sites
- In the interests of increasing the supply of affordable housing, consider allocating exception sites that provide:
  - a mix of housing types and tenures that meet an identifiable local need and support community integration
  - dwellings suitable for the elderly and disabled
- Consider allocating housing development sites suitable for new and/or innovative forms of housing provision such as self-build, live/work units
- Support, if necessary, a lower affordable housing quotient for brownfield sites that have substantial remediation or heritage considerations
- Consider adopting a design guide to help ensure housing construction is appropriate and sustainable
- Ensure new housing developments make provision for high-speed broadband and other communication networks
- Adequate off-road parking provision should be provided for all new housing developments
- Development on housing sites will be subject to adequate physical, social and community infrastructure being provided in a timely manner

5.7 The land use policies that follow are intended to ensure that future development in the Hayle neighbourhood area helps meet our objectives.

## Development within Built-up Areas

The Local Plan sets out a minimum amount of housing development that should be provided in and around Hayle in the period until 2030. National planning policy states that a neighbourhood plan cannot reduce this scale of development. If we are to have a plan for Hayle, it must understand and respond positively to the implications of this scale of development. We have, however, an opportunity to help ensure that this development happens on our terms and is brought forward in a way that assimilates what Hayle is like to live and work in.

While we support the principle of Hayle accommodating development consistent with that set out in the Local Plan, we are clear that this cannot mean development at any cost, or in any location. With the sensitive environmental areas surrounding Hayle and its status as a World Heritage Site, we need to be careful not to allow development in inappropriate locations that could compromise the high-quality local natural and built environment. Consultation has clearly supported this position. For example, the Community Consultation of 2016 showed that 98% of respondents support measures that protect and or enhance the unspoilt and undeveloped coastal environment, 93% support development where it is in keeping with its setting, and 92% want to ensure development contributes positively to maintaining the distinctiveness of the area's different settlement areas.

We are not allocating development sites in this Plan to accommodate the scale of development required by the Local Plan. Suitable sites need to be identified for that growth. We shall continue to work closely with Cornwall Council as it develops the Site Allocations Development Plan Document (DPD), which will

identify the larger scale development sites<sup>22</sup> for housing in the Hayle area. These should be contiguous with the edge of Hayle and the DPD will need to take into account the evidence behind our Plan and its policies.

Outside of any large-scale development locations, we also need to set the scope of where is, and is not, an acceptable location for windfall development<sup>23</sup> to take place. National policy supports this intent stating that the “*planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscape...*” (NPPF para. 109). The NPPF makes clear distinctions between built up areas and the countryside. A clear definition of a built-up area boundary will help distinguish between the built-up areas where sustainable development is acceptable in principle and the surrounding countryside.

Map 3 defines built-up area boundaries for Hayle, Harbour, Phillack and Angarrack. The boundaries have been drawn to encompass all areas that are developed (at October 2017) and considered to be part of the settlement area. Areas outside of the built-up areas are regarded as countryside and subject to countryside policies. We recognise that some of this land has extant planning permission for major development and other land will be identified for strategic growth development in Cornwall Council’s Site Allocations DPD. If, and when, these major developments have been completed they too should be considered as part of the built-up area.

By establishing built-up areas, we will afford some protection to the countryside areas adjacent to the built-extent of Hayle, we have set a development limit boundary. It will help to prevent the sprawl of Hayle outwards and ensure that the focus of any windfall development takes place in Hayle. These same principles are also behind setting built-up area boundaries for Phillack and Angarrack. To strengthen our position on defending the built-extent of Phillack and Angarrack, we have also introduced policy NE1 Local Gaps. The built-up area boundaries are defined on Map 3.

In setting a built-up area boundary, outside of the requirements for strategic growth set out in the Local Plan, we support the principle of development taking place within the boundaries, i.e. within the existing built-up area of the settlements. This aligns with national planning policy, which sets out a presumption in favour of sustainable development and requires our neighbourhood plan to “*support the strategic development needs*” set out in the Local Plan and “*to plan positively to support local development, shaping and directing development in their area that is outside the strategic elements of the Local Plan*” (NPPF para. 16). This does not mean that every application for development will be supported. Each proposal submitted, whether for a householder extension requiring planning permission or a new small scale housing site (of less than 10 dwellings), will still need to meet the requirements set out in other policies in this Plan, where those policies apply to that type and location of proposal.

Change of use to residential development within the built-up area, where it is not permitted development, will need to be justified in the context of Local Plan Policy 4, which protects community facilities including sports and recreation areas; or Local Plan Policy 5, which protects sites currently in employment use.

As well as helping to contain development to appropriate locations, the built-up area boundaries also help to frame a strategy for development in locations that will not require occupants to make all journeys by private motor car (supported by NPPF para. 30).

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<sup>22</sup> In this context, ‘large scale’ means sites of 10 or more dwellings, in line with the Government’s definition of ‘major development’

<sup>23</sup> Windfall development is defined in the Glossary.

## POLICY SD1 Development within Built-up Areas

Hayle, Harbour, Phillack and Angarrack built-up area boundaries are defined on Map 3 within which the principle of development is supported.

The built-up area represents the preferred location for new, small-scale development sites, whilst recognising that sites for additional “strategic” housing development may need to be allocated contiguous to this boundary (where they have no adverse impact on Hayle’s heritage assets or designation as a World Heritage Site) by the local planning authority during the plan period.

## Policy Context

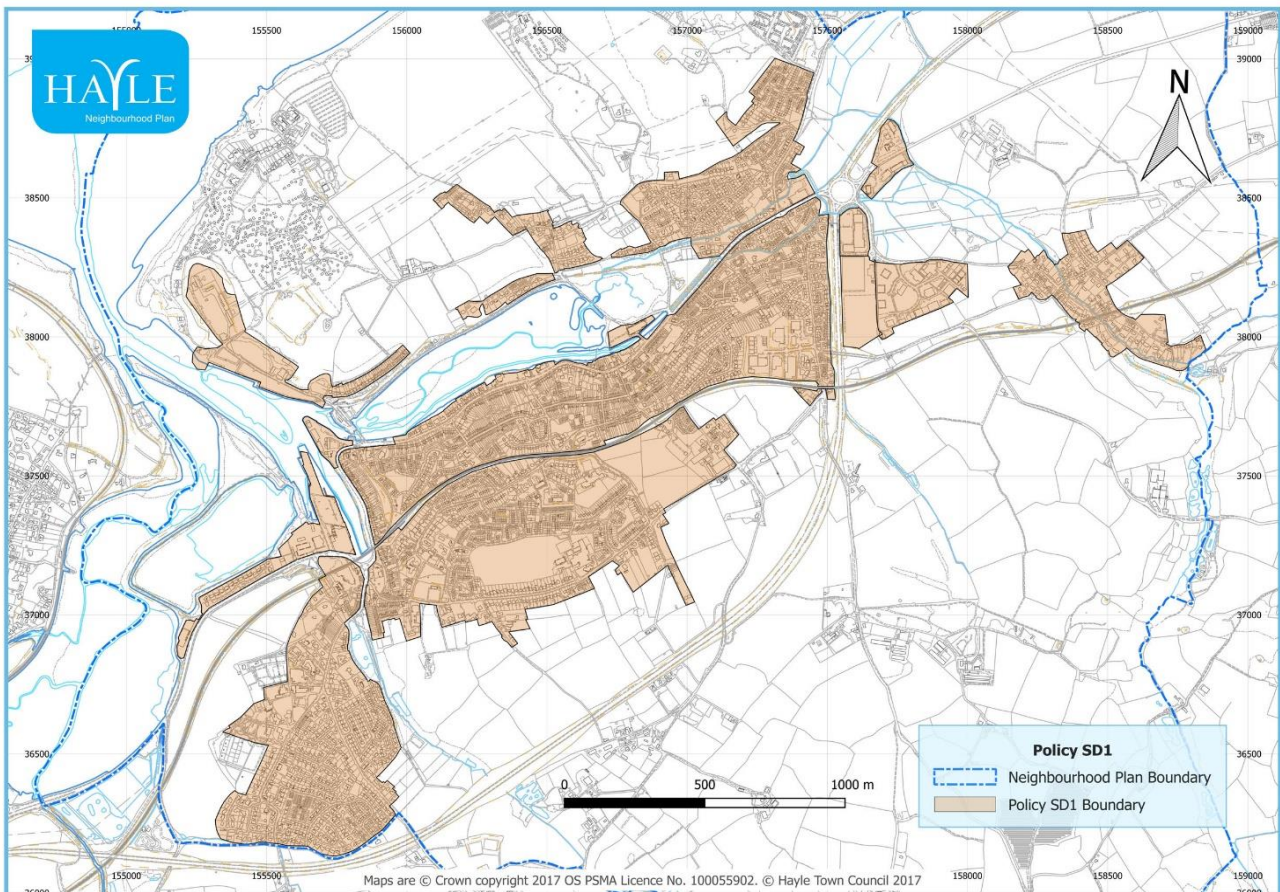
### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 109 - *protecting and enhancing valued landscapes*

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 2 Spatial Strategy



Map 3 Built-up Area Boundaries

## Design and Layout of Residential Development

With such highly valued natural and historic environment in and around Hayle there is a need to ensure that, when residential development proposals come forward, they respect their setting. The Hayle Heritage and Character Assessment (page 58)<sup>24</sup> confirmed this, stating that *“managing change in this area should focus on sustaining the heritage of the area whilst accommodating development which reinforces or enhances the quality and setting of the buildings and streets. This will be achieved through planning policies which require new development to have regard to the heritage and sensitive characteristics of the area and improvements to the public realm”*.

National and Local Plan policy provide support for protecting the value of the built and natural environment by ensuring that high-quality design is a key factor in development proposals. The NPPF stresses that it is *“important to plan positively for high-quality design”* (para. 57) while recognising that achieving this is not down to policy imposing a straitjacket, stating that *“design policies should avoid unnecessary detail”* (para. 59). Good design is not just about the appearance of a development; it should also create safe environments and shared spaces that can be used for sport and all of which can help maintain and improve physical and mental health (as paras. 58, 69, 70 and 73 of the NPPF refer).

While Local Plan Policy 13: ‘Design’ and Policy 14: ‘Development Standards’ provide policy requirements on design-related matters, there are several factors that we believe are of particular importance with regard to the design aspects of any development proposals in Hayle, both within our defined built-up areas and without. The factors that we wish to ensure are taken fully into account in development proposals are that:

- density of new development respects the density of development in its immediate location and, at strategic housing allocations and be appropriate to the built character, function, setting and housing mix of the proposal site;
- the type and size of dwellings ‘fit’ with those types and sizes that the household sizes in the area demand and that local needs suggest;
- there is sufficient open space in new development to ensure opportunities to encourage an active and healthy lifestyle and which adds quality to the overall character of development;
- there is easy access to public transport (a target would be no farther than 400m);
- safe and easy access into, out of and around development is not impeded by poor design; and,
- the need for the design of new development play a role in helping to minimise crime and the fear of crime.

These factors received strong support during the 2015 Community Consultation on Aims and Objectives. For example, 95% of respondents support high-quality development, 93% support development only where it is in keeping with its setting and is visually unobtrusive, and 95% want development that improves public safety and reduces the risk of crime.

For some of these factors, we are aware that not all scales of development can deliver all of the requirements. Our requirements should be applied proportionately to the scale of development. For example, we would expect larger scale developments to be able to provide sufficient open space proportionate to the site itself, whereas a development of two new properties may not have the site capacity, or it may not be appropriate.

<sup>24</sup> See <http://np.hayle.net/wp-content/uploads/2013/10/Hayle-Heritage-and-Character-Assessment-HR-160512.pdf>

There are a number of standards that have been set by other authorities, in relation to some of the design and layout considerations we require of development, for example the Cornwall Design Guide produced by Cornwall Council. While these already exist, we considered that there is a need to refer to them in our policy SD2, for the avoidance of doubt as to the standards we require and in order to appropriately direct or signpost developers to them.

### **POLICY SD2 Design and Layout of Residential Development**

**Proposals for residential development will be supported where they deliver a design which demonstrates that:**

- i) the density of the development is appropriate to the built character, function, setting and housing mix of the proposal site;**
- ii) the mix of housing types and size reflects local needs and the composition of households;**
- iii) the provision of public open space within the development that is available for equipped or unequipped outdoor play and other communal uses meet the most up-to-date standards for open space set by the Local Planning Authority;**
- iv) the provision within the development of cycle paths and secure-covered cycle parking, appropriate to the size of the development, and connected to adjacent paths, if any, meet the most up-to-date standards for such provision set by the County Highways Authority;**
- v) the provision of safe and secure pedestrian access throughout the development, and to and from other parts of Hayle, meet the most up-to-date standards for such provision set by the County Highways Authority;**
- vi) practical planning for ease of movement and connections to ensure ease of access by all forms of transport, including, but not limited to, ensuring reasonable walking distance to a bus service, meet the requirements set out in the most up-to-date Cornwall Design Guide produced by the Local Planning Authority;**
- vii) the design and layout seek to positively protect and enhance local biodiversity and geodiversity where appropriate; and,**
- viii) positively consider the need to design-out crime, disorder and anti-social behaviour to ensure ongoing community safety and cohesion.**

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 57 - *plan positively for the achievement of high-quality and inclusive design for all development*

NPPG paras. 015-022 Design

## Community Housing

Low-cost and affordable housing<sup>25</sup> is a key issue across Hayle. Consistent with other parts of Cornwall, our local housing market is afflicted by the mismatch between wage levels and the consequent difficulty for so many local people to achieve the savings required for a deposit in order to access a mortgage and purchase a house on the open market. The private rental and social rented sectors also seem constrained by a lack of supply. However, the affordability problem is not defined simply by the result of house purchase or rental prices being higher than most local people can afford. Many other factors are at play, including: difficulties of building housing at a low cost and subsidising repayments; a generally low-wage local economy unaligned with the cost of housing; the desirability of owning homes in our high-quality environment being attractive for people who live and/or work in other parts of the country where wages are higher (which also serves to push the cost of housing upwards); a lack of supply to meet demand; the availability of housing in Hayle to anyone in the country, since we live in a free-market economy. It is a complicated problem that cannot simply be solved by the planning system, and certainly not by our Plan alone.

The Community Consultation 2016 showed that 75% of respondents agree with providing affordable housing in response to identified local needs. Many individual comments also suggested that Hayle needs more local housing for local people.

We recognise that national policy and the Local Plan already provide planning policy to enable the delivery of affordable housing. With the Local Plan setting out policies for the amount of affordable housing required as a proportion of new development, national planning policy requires that we do not repeat or contradict planning policy set elsewhere in the Local Plan. While the Local Plan sets out the amount of affordable housing that should be delivered to meet housing needs, there is little we can do to ensure that any affordable housing built is retained as such in the long term and restricted to occupation by local people. One thing we can do, however, is support community housing schemes where the housing developed can be retained in the long term for local people, and therefore our policy SD3 sets out our support for development proposals submitted by Community Land Trusts and other community-based housing initiatives, should they come forward.

<sup>25</sup> The current definition of which is set out in the National Planning Policy Framework as “*Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency. Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low-cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as “low-cost market” housing, may not be considered as affordable housing for planning purposes.*” See NPPF Glossary, <http://planningguidance.communities.gov.uk/blog/policy/achieving-sustainable-development/annex-2-glossary/>



### **POLICY SD3 Community Housing**

**Proposals for community-owned housing developments (such as those delivered via Community Land Trusts) that respond to demonstrated local housing needs will be supported.**

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

*NPPF para. 50 - plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community*

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 6 Housing Mix

## **Parking Provision for New Housing and Other Developments**

We have set out, in policy SD2, requirements for new development to be accessible by all modes of transport and to encourage provision to foster and enable increased use of travel by foot, bicycle and public transport. However, we are also aware that use of private motor vehicles is an ongoing necessity and that their use and number are increasing. We want to encourage greater opportunity to use non-car modes of travel for local journeys while accommodating the inevitable use of the private motor vehicle for most other journeys.

Modern housing development is particularly vulnerable to under-provision of parking spaces due to the cost of land and the desire of developers to maximise the return on a development site. Where land takes up more space for parking, it can increase the price of properties. Therefore, there is a fine line between the need to ensure good access through a new development and not putting pressure on the viability of a site by increasing property prices. For example, our Local Evidence report highlighted that a local estate agent has suggested that most house buyers now require at least two parking spaces. The 2016 Community Consultation on Aims and Objectives showed that 99% of respondents agreed with the need for new development to have adequate off-road parking.

Our policy SD4 introduces what we believe are realistic parking provision standards in the light of local car ownership and use, balanced with our desire to ensure good ease of access in new development. Our desired standards do not include provision of garages, which typically seem not to be used to park cars. While setting the standards, we are, however, realistic and therefore provide a set of criteria for proposals to meet should they not be able to provide spaces in accordance with our local standards.

We recognise the increasing role that electric-powered or partly electric cars are starting to play in private car use. To support this growing market for low- and zero-emission cars, we support the provision of dedicated charging points for electric cars, many of which currently require a different current of supply (typically 16 or 32 amp) than normal household circuits, to enable a faster charge rate.

Policy SD4 also takes design for parking further than the reference in our policy on design and layout, specifically referring to the need for development to take full account of the Cornwall Design Guide.

## **POLICY SD4 Parking Provision for New Housing and Other Developments**

**Proposals for residential development will be supported where they provide:**

- i) a minimum of 1 off-street parking space for dwellings with 1-2 bedrooms and a minimum of 2 off-street parking spaces for dwellings with 3 or more bedrooms; and,**
- ix) 1 additional off-street visitor parking space for every 4 dwellings for proposals of 4 or more dwellings.**

**The provision of electric vehicle charging outlets will be considered favourably.**

**Proposals will be supported where they meet the requirements for parking set out in the most up-to-date Cornwall Design Guide produced by the Local Planning Authority.**

**Proposals for residential development with parking provision of fewer parking spaces per dwelling than the above will only be permitted:**

- i) where the provision of the parking requirements set out above would prejudice the viability and/or deliverability of the site.**
- ii) alternative and reasonably accessible car parking arrangements can be demonstrated and which themselves do not add to on-street parking; or**
- iii) otherwise acceptable and well-designed new build or conversion schemes in conservation areas would be incapable of meeting the parking provision; or**
- iv) adequate parking is available through a residents' parking scheme.**

**All other, non-residential forms of development will be expected to provide a level of off-street parking that adequately serves the use proposed and takes into account a robust and realistic travel plan.**

### **Policy Context**

#### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 39 – *setting local parking standards for residential and non-residential development*

NPPG para. 040 Design

#### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 13 Development Standards

## Development in Private Gardens

Within the built-up areas, infill development in private amenity space (gardens) will not normally be supported. National planning policy defines such spaces in the NPPF as greenfield land and not brownfield (previously developed) land<sup>26</sup> and para. 53 of the NPPF provides support for “*setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area*”. In some locations, we are concerned that the loss of private gardens could erode the essential built character, impact negatively on heritage assets and the World Heritage status and the setting of the area. Infill development in gardens can also increase densities of development to inappropriate levels and reduce outdoor private amenity to be enjoyed by future residents of a property. Our evidence suggests that erosion of character has already taken place in parts of Hayle<sup>27</sup> and we do not wish to see further erosion of this character.

However, our policy recognises that development in private gardens may be acceptable in some circumstances and we have set out the criteria a proposal would need to meet for it to be acceptable.

### POLICY SD5 Development in Private Gardens

**Infill development in private gardens will be supported only where all of the following apply:**

- i) there is no loss to the character, local amenity or environmental quality of the surroundings;**
- ii) the site is served by a suitable existing highway on one or more boundaries;**
- iii) a building-to-plot ratio representative of the surrounding plots is maintained and a usable amenity space for both the existing and additional building is provided;**
- iv) proper respect is given to the relationship between the building size and plot size, which should be in keeping with the character area;**
- v) the proportions and positioning of the new buildings are in keeping with the character of the area, reflecting the scale, density and roofline of adjacent buildings; and**
- vi) significant features, trees, granite walls, etc. are preserved and reconstructed/replaced where unavoidably affected by development.**

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

<sup>26</sup> Previously developed land is defined in the NPPF Glossary as “*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.*” See <http://planningguidance.communities.gov.uk/blog/policy/achieving-sustainable-development/annex-2-glossary/>

<sup>27</sup> See the Hayle Heritage and Character Assessment, AECOM, p.33 refers to infill having begun to “*weaken the tight, historical and leafy character of the Foundry and Penpol area*” and the “*scale of infill development is in places larger than the context*”.

NPPF para. 53 - *resist inappropriate development of residential gardens*

NPPG para. 027 Natural Environment

**Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 12 Design

## Local Green Space

The NPPF gives us the right to designate local amenity and recreation areas that are highly regarded as 'Local Green Spaces' and to provide protection via policies in the Neighbourhood Plan. The Hayle neighbourhood area has a considerable number of small green spaces, all of which contribute to the quality of life for residents and visitors as well as enhance the appearance of the town. Some of these spaces are more 'public' in the sense that they are part of the fabric of the town and, as such, are used by many people on a daily basis. Other green spaces pertain to a particular area or neighbourhood and, although completely available to the public at large, they tend to be used predominantly by residents in the immediate area. These latter green spaces make a significant contribution to the lives of the people who live nearby, providing the amenity value of a safe local space for children to play and also enabling other members of the community to meet outdoors. Local green spaces are also important wildlife habitats and need to be preserved to ensure that Hayle's biodiversity is maintained.

The community consultation on the aims and objectives of the Plan made it plain that green spaces are important. 97% of respondents agreed that the town's green infrastructure should be protected and over 90% supported the objective of maintaining local access to play areas. Ten locations (see map 4) throughout the area have been designated as a 'Local Green Space' in recognition of their importance to the amenity and vitality of the neighbourhood and to protect them for the enjoyment by and appreciation of local people and visitors. Each of these sites was appraised and a Site Appraisal Document produced<sup>28</sup>.

1. Tremeadow Terrace – behind Tremeadow Terrace is a small green area that is enjoyed by local residents for picnics and quiet reflection. It is a pleasant green space that compensates for the dense housing and small gardens.
2. Isis Garden – a pleasant refuge in the centre of Foundry and a memorial to the lifeboat Isis, which served from 1866 for 21 years, saving 50 lives. It was replanted in 2016.
3. Penpol Terrace - the strip of land to the estuary side of Penpol Terrace once carried the railway line. It is now a public path and garden which provides views across the estuary. The land, which provides views across the estuary, has several small gardens, benches and a memorial. It also functions as a footpath along the side of the creek.
4. Wharves Branch Line – carried materials to the harbour from the main line and has one of the oldest sand drags in the country (a listed structure) used to catch runaway trains. It is now a footpath providing an important link for pedestrians and cyclists to the railway station. It is also a wildlife area and corridor.
5. Bay View – the Bay View playing field is a small, grassy area where local people stroll and play ball games in safety.
6. Tremorva – provides a safe, grassy open area in an otherwise built-up area for use by the whole community.

<sup>28</sup> <http://np.hayle.net/documents/>



7. Bodriggy Court – a locally important public space, safe for children and accessible via footpaths.
8. Bulls Ring - is a long-established play area that is well used by local children. Although surrounded by roads there is little other play area nearby.
9. Ventonleague Green – an important ‘village green’ that helps define the centre of Ventonleague and contributes to the sense of neighbourhood. Despite being a sloping site, it is used regularly by locals for community events as well as leisure walking and playing.
10. Loggans Estate – this parkland, complete with an equipped play area, serves the Loggans housing estate. It is relatively flat and serves a variety of recreation functions including ball games.

### **POLICY SD6 Local Green Space**

**The areas listed below and identified on Map 4 are designated as Local Green Spaces where new development is ruled out other than in very special circumstances:**

- 1. Tremeadow Terrace**
- 2. Isis Garden**
- 3. Penpol Terrace**
- 4. Wharves Branch Line**
- 5. Bay View**
- 6. Tremorva**
- 7. Bodriggy Court**
- 8. Bulls Ring**
- 9. Ventonleague Green**
- 10. Loggans Estate**

### **Policy Context**

#### **National Planning Context**

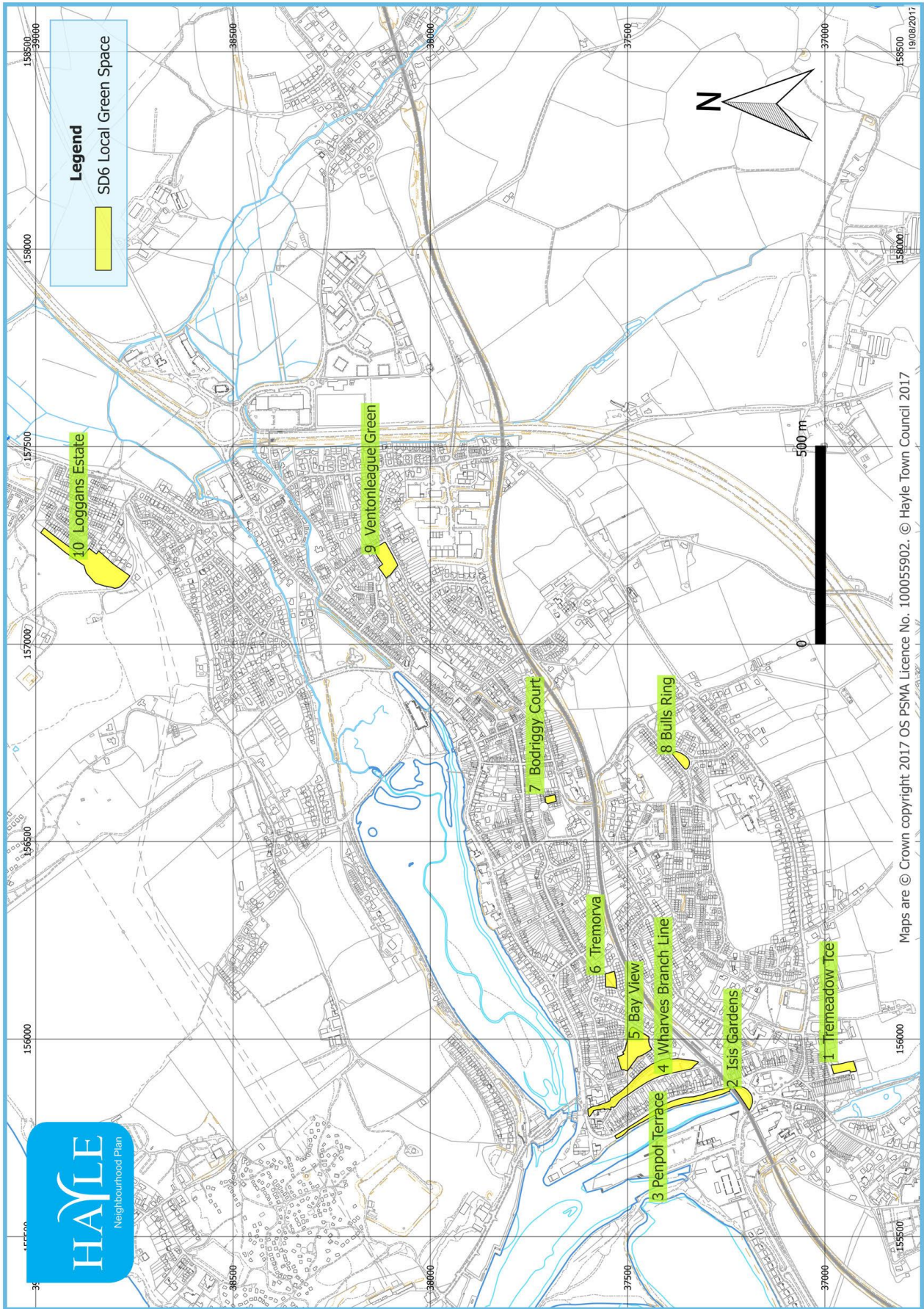
Our policy aligns with current national planning policies and guidance:

NPPF para. 76 – *Local communities through local and neighbourhood plans should be able to identify for special protection green areas of particular importance to them.*

NPPG paras. 005-022 - Local Green Space Designation

#### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 25 Green infrastructure



Map 4 Local Green Space

## 6. Business, Enterprise and Economy (BE)

### Introduction

- 6.1 From the mid-18<sup>th</sup> century Hayle developed into one of Cornwall's main industrial ports serving surrounding mines and heavy manufacturing areas, becoming home to the Cornish Copper Company and two of Cornwall's three largest foundries. Internationally known and renowned for the scale of work and their engineering expertise, these rival companies, Copperhouse Foundry and Harvey's Foundry, were responsible for the expansion of Hayle during the 19<sup>th</sup> century, when the twin settlements of Copperhouse and Foundry developed side by side.
- 6.2 Despite having both ceased operating by 1903, Hayle continued to be a thriving port until the Second World War, when it served as a base for ship-building and armaments. Commercial shipping finally petered out by the 1970s.
- 6.3 The 20<sup>th</sup> century was a tale of a long slow decline as far as Hayle's business fortunes were concerned and this certainly had an impact on the economic fortunes of its inhabitants. By the new millennium, Hayle was regarded as one of the most deprived areas in West Cornwall. We remain a relatively low-wage economy. Our highest earners tend to commute out of the area for work. Hayle has a smaller proportion of people in managerial and professional occupations than many parts of Cornwall. The Community Survey of 2014 found only 12% of respondents were satisfied with the current job opportunities in Hayle.
- 6.4 The industrial base has never really recovered. Hayle is now certainly in a post-industrial phase. Our local economy is now dominated by the service sector, i.e. hospitality and retail and community, social and personal services. The economy is characterised by a high number of small and medium enterprises of between 10 and 200 employees, but approximately 80% are micro-businesses, with fewer than five employees. In 2006, the majority of local businesses were small with a turnover of less than £50K per annum. The natural environment is the major reason for tourism which plays an important role in the economy.
- 6.5 There has been some positive change since the start of the new millennium. The regeneration of the Harvey's Foundry site at Hayle has created quality office space for small enterprises. The harbour area has been the focus of significant planning and investment, which has already resulted in the Wave Hub project offshore at Hayle that could provide 100 jobs directly, 450 jobs indirectly, and generate £15 million per year to the economy; the Asda supermarket; and 100 jobs at the 18 new business units in the £4.7 million Harvey's Foundry Phase 3 Project.
- 6.6 The Cornwall Local Plan's Objective 1, Employment, for the St Ives and Hayle area emphasises: *"Support new employment schemes both in the towns and in the rural areas. Emphasis should be given to quality, permanent work opportunities which break the cycle of seasonal labour. High-speed broadband should be encouraged in all areas to meet modern working requirements. This should ensure prosperous town centres in Hayle and St Ives particularly supporting flexible workspace, arts and tourism in St Ives and providing a continued delivery of the regeneration of Hayle through waterfront development associated with Marine Renewables and development of employment land to the south of Hayle."*
- 6.7 As regards 'Business, Enterprise and Economy', extensive community consultation has made clear that we should continue to *"encourage and stimulate business development and improve employment opportunities and prospects."* To this end we have agreed the following aims are appropriate:
  - Allocate employment land and space to reflect demand



- Improve local employment opportunities
- Meet the job needs of local people
- Encourage more training and education opportunities
- Support local enterprise, especially eco- and sustainability-related
- Encourage micro-, small- and medium-sized enterprise (SME) businesses

6.8 These aims have been translated into the following neighbourhood planning objectives:

- Allocate land for office accommodation and industrial use, to meet local economic demand, so as to help create more jobs that meet local employment needs
- Provide opportunity, especially for micro-, small- and medium-sized enterprise (SME) businesses, to develop and expand without having to move out of Hayle
- Support measures to increase over-16 education and skills provision in Hayle
- Maintain and enhance the vibrancy of high-street shopping at both Copperhouse and Foundry whilst protecting the historic fabric of these shopping areas
- Control out-of-town-centre food retail development proposals to minimise any adverse impact on town centre businesses
- Ensure that Disability Discrimination Act (DDA) compliance, accessibility, high-speed broadband and other necessary infrastructure is in place to support business

6.9 The allocation of the main areas/sites for future employment development will be made in the Hayle Site Allocation DPD. The land use policies of the Neighbourhood Plan are intended to ensure that, outside of these areas, employment-related development can take place where it will contribute to a more buoyant and sustainable local economy and is considered appropriate to its location.

## Employment Opportunities in Residential Areas

Whilst recognising the continued importance of traditional industries and working practices, it is important to broaden the economic base. The NPPF asks us to do what we can to support sustainable economic growth. This includes embracing flexible working practices. We received a number of positive comments during consultation about encouraging local employment initiatives close to home. The Community Consultation of 2016 showed that 92.6% of respondents were in favour of this policy. Our policy BE1 is supportive of small-scale development in the interests of local enterprise or leading to local employment as long as the proposed development does not result in harm to what is a residential area. The policy applies to all residential areas.

### **POLICY BE1 Employment Opportunities in Residential Areas**

**Proposals for development to provide small-scale employment opportunities in residential areas, including the creation of live-work units, will be supported provided that the proposals:**

- i) do not involve the loss of a dwelling;**
- ii) contribute to the character and vitality of the local area;**



- iii) do not harm residential amenity; and
- iv) do not adversely impact upon road safety.

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 21 - *facilitate flexible working practices*

NPPG para. 033 Methodology: Assessing Economic Development

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 5 Business and Tourism

## Rural Industrial Development

The NPPF says planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. This should include promoting the development and diversification of agricultural businesses.

We are keen to ensure that agriculture remains predominant in our local countryside. We recognise, however, that local farm businesses have had their struggles. For this reason, we are supportive of diversification involving the use of existing farm buildings for business purposes, not including holiday accommodation, which may, or may not, be directly related to the farming business. We do not wish to have a proliferation of new holiday sites/premises in the open countryside but will support conversion of redundant farm buildings for use as small business/workshop units, as already exist at Wheal Alfred/Lower Treglisson Farm. Our policy puts a number of criteria in place to protect the rurality and tranquillity of the countryside. We expect them to be secured through the use of conditions or a planning obligation.

The Community Consultation of 2016 showed that 95.3% of respondents were supportive of this policy.

## POLICY BE2 Rural Industrial Development

**The conversion of existing agricultural buildings for business or business-related purposes will be supported where it is justified in the interests of ensuring the continued viability of the farming business and where the proposal can demonstrate that there would be:**

- i) no harmful impact upon the surrounding rural landscape;
- ii) no unacceptable conflicts with agriculture and other land-based activities;
- iii) no harmful impact on the local road network;
- iv) no harmful impact on the amenities of neighbouring residents or businesses; and
- v) no requirement for rebuilding or a disproportionate extension.

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 28 - *promote the development and diversification of agricultural and other land-based rural businesses*

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 5 Business and Tourism

## Catering and Food Outlets

The NPPF says that our town centres should still be regarded as the heart of the community and we should pursue planning policies to support their viability and vitality. We should be positive and promote competitive town centre environments. 96% of respondents to the Community Consultation on Aims and Objectives in 2015 supported the principle of maintaining and enhancing the vibrancy of high-street shopping at both Copperhouse and Foundry.

Our policy BE3 is supportive of the provision of additional food establishments in those areas defined on Map 5 and Map 6 as long as they are judged to make a positive contribution to the town centre in accordance with the NPPF and the Cornwall Local Plan. Development proposals should also be mindful of the policies and guidelines in the WHS Management Plan and the WHS Supplementary Planning Guidance, when it is in place.

The Cornwall Local Plan confirms that Hayle has the *“potential to improve its retail offer.”* We believe it will need to do so to provide for the demand arising from a growing population. The Local Plan identifies that because there are limited opportunities for any expansion of the existing town centre area at Copperhouse *“the focus is on enhancing, marketing and strengthening the existing offer.”* At Foundry, its proximity to South Quay retail proposals *“will strengthen the town centre and there may be future opportunities for new retail uses on edge of the Foundry centre if sites become available.”*

Within both town centres there is a defined primary retail frontage within which we expect retail shops to continue to predominate. Where planning permission is required, development proposals for A3 uses that threaten that expectation will not be supported. To help ensure that retail shops are protected, our policy BE3 requires them to be marketed at a reasonable price for six months or more before any proposal for change of use can be considered.

The Community Consultation of 2016 showed that 93.5% of respondents were in favour of a policy that encouraged the provision of further restaurants and cafes.

### POLICY BE3 Catering and Food Outlets

**Where planning permission is required, proposals for catering and food outlets defined as use class A3 will be supported within the town centre areas as identified in Map 5 and Map 6, provided that they will not have an unacceptable impact on:**

- i) road safety;**
- ii) the environment;**

- iii) local amenity;
- iv) the character of the surrounding area; or
- v) the vitality and viability of the town centre.

Proposals for change of use from use class A1 to A3 within the primary retail frontage areas will be permitted only where it can be clearly demonstrated that the retail A1 premises have been actively marketed and no demand exists for the continuation of that use and a predominance of retail uses within the town centre is retained.

## Policy Context

### National Planning Context

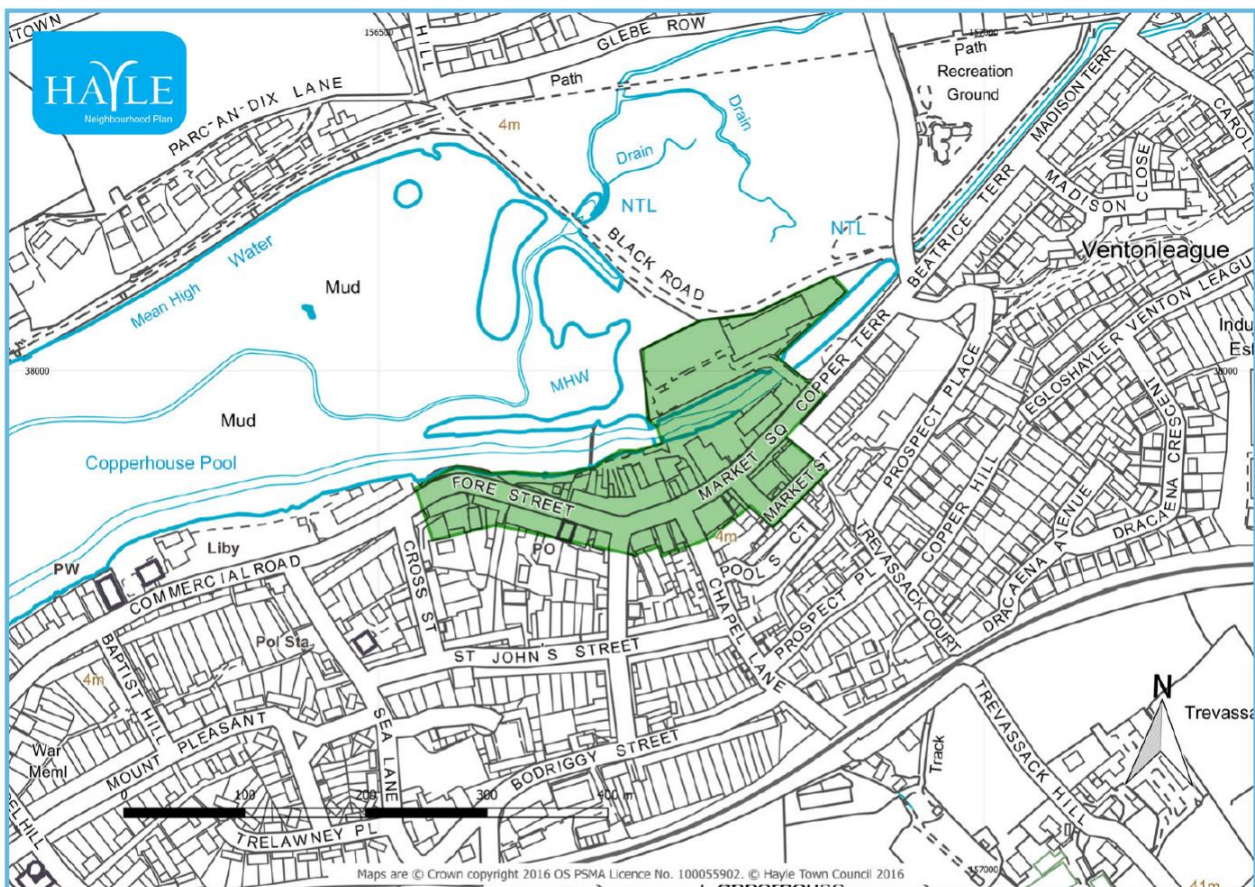
Our policy aligns with current national planning policies and guidance:

NPPF para. 23 - *recognise town centres as the heart of their communities and pursue policies to support their viability and vitality*

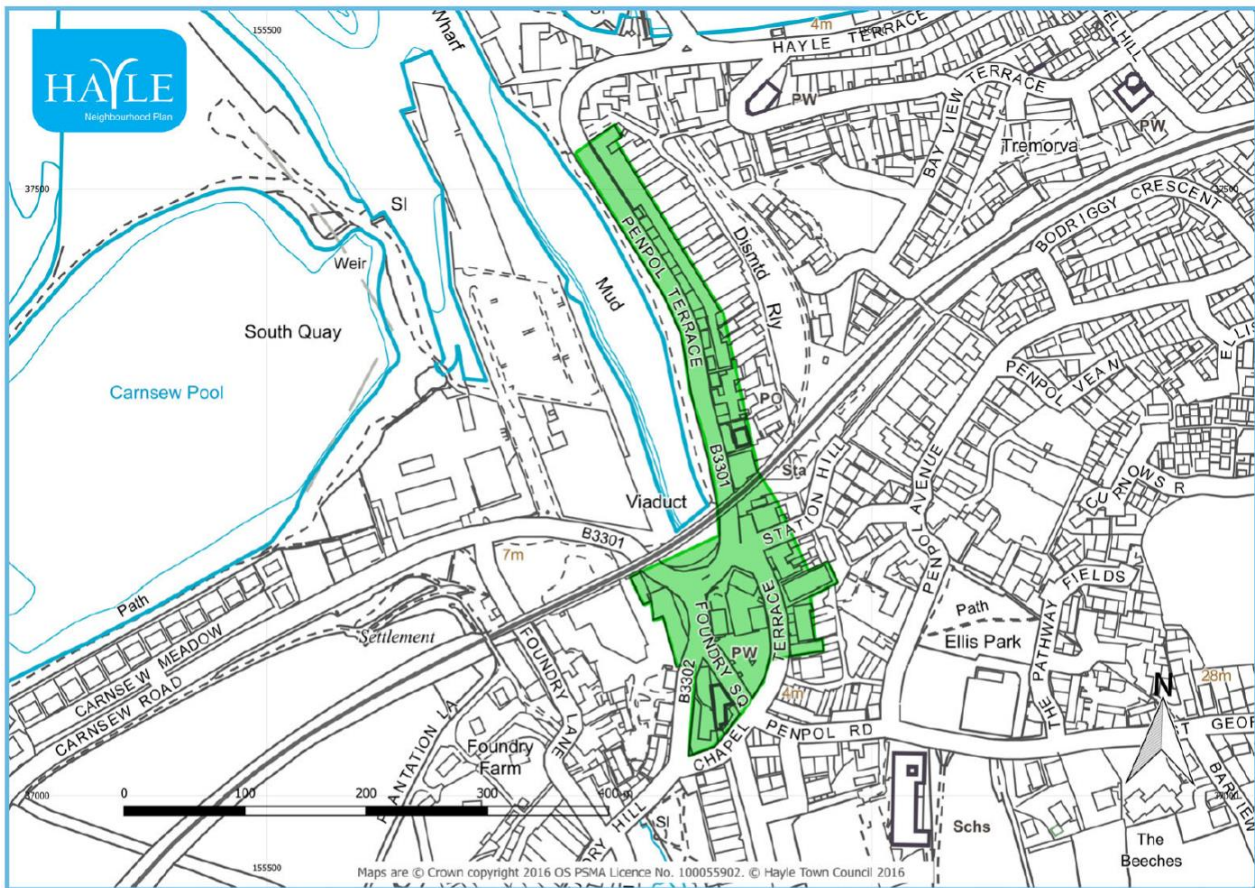
NPPG para. 001 Ensuring the Vitality of Town Centres

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 4 Shopping, Services and Community Facilities



Map 5 Copperhouse Town Centre Area



Map 6 Foundry Town Centre Area

## Out-of-Town Food Retail

The Town Council believes that further large food retail development either on the edge of our town centres or out of town, would be detrimental to the vitality and viability of our town centres. We have witnessed the problems that have plagued other local towns. They have caused severe stress to previously vibrant high streets and resulted in vacant shops and a poorer range of retail facilities. Penzance town centre has been adversely affected by the development of three large edge-of-town supermarkets.

The NPPF says that all applications for large (above 2,500 sq. ft.) retail, leisure and office developments outside of town centres should be subject to an assessment as to their negative impact on: existing, committed and planned public and private investment in local centres in the catchment area of the proposal; and town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, for up to at least five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to 10 years from the time the application is made.

The Cornwall Local Plan accepts that *“any future provision of further larger format stores would only be considered once town centre or edge of centre opportunities are delivered and if proposals do not impact on other town centre retail and regeneration objectives in west Cornwall”*.

A recent outline planning permission given by the local planning authority (LPA) for out-of-town retail development on the current site of Hayle Rugby Club at Marsh Lane, excluded food retail from the permission *“to enable the LPA to retain control over other uses that might harm the amenities of the area in accordance with paragraph 123 of the National Planning Policy Framework 2012 and to ensure that*

*permitted changes do not harm the vitality and viability of the town centres of Hayle, Penzance, Helston, Camborne, Redruth, Falmouth and Truro in accordance with the aims at paragraph 23 of the NPPF*<sup>29</sup>.

An additional consent for a retail site to the north of Marsh Lane has also been awarded with the conditions permitting only retail of comparison goods.

Our policy BE4 reflects our desire to ensure that proposals for large (above 2,500 sq. ft.) out-of-town food retail development does not cause harm to our existing retail sector. The Community Consultation of 2016 showed that 90.8% of respondents were in favour of a policy that restricts out-of-town food retail establishments.

#### **POLICY BE4 Out-of-Town Food Retail**

**Proposals for large food retail development outside of the town centres (as defined on Maps 5 and 6) will only be supported if they demonstrate that the development:**

- i) will enhance, and not damage, the economic vitality and viability of existing retail/commercial centres in the plan area;**
- ii) will enhance, and not damage, the consumer choice available within the plan area; and**
- iii) will not negatively impact existing, committed and planned public and private investment in the plan area.**
- iv) has demonstrated a sequential approach to site selection in accordance with para 24 of the NPPF and Policy 4 of the CLP**

#### **Policy Context**

##### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 24 – sequential test

NPPF para. 26 - *include assessment of the proposal on town centre vitality and viability*

NPPG para. 001 Ensuring the Vitality of Town Centres

##### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 4 Shopping, Services and Community Facilities

#### **Financial and Professional Services**

The NPPF says we should plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments.

We have identified an area of predominantly larger Victorian properties along the main commercial artery, between the two town centres, which have the potential to be converted in part or whole to offices for local financial and professional services such as dental, medical and accountancy practices (see Map 7). Nos 66 and 68 Hayle Terrace, for instance, demonstrate what can be achieved without harming the integrity of the terrace.

Our policy BE5 is supportive of proposals to convert these premises so long as they do not result in nuisances to nearby residents or other users.

<sup>29</sup> <https://democracy.cornwall.gov.uk/mgConvert2PDF.aspx?ID=84846>

The Community Consultation of 2016 showed that 91.7% of respondents were in favour of a policy that allowed the larger properties in the defined area to be converted to provide professional services.

### **POLICY BE5 Financial and Professional Services**

**Change of use from residential to A2 use will be supported within the area shown in Map 7 as long as no significant and adverse impact arises to nearby residents or other sensitive land uses.**

### **Policy Context**

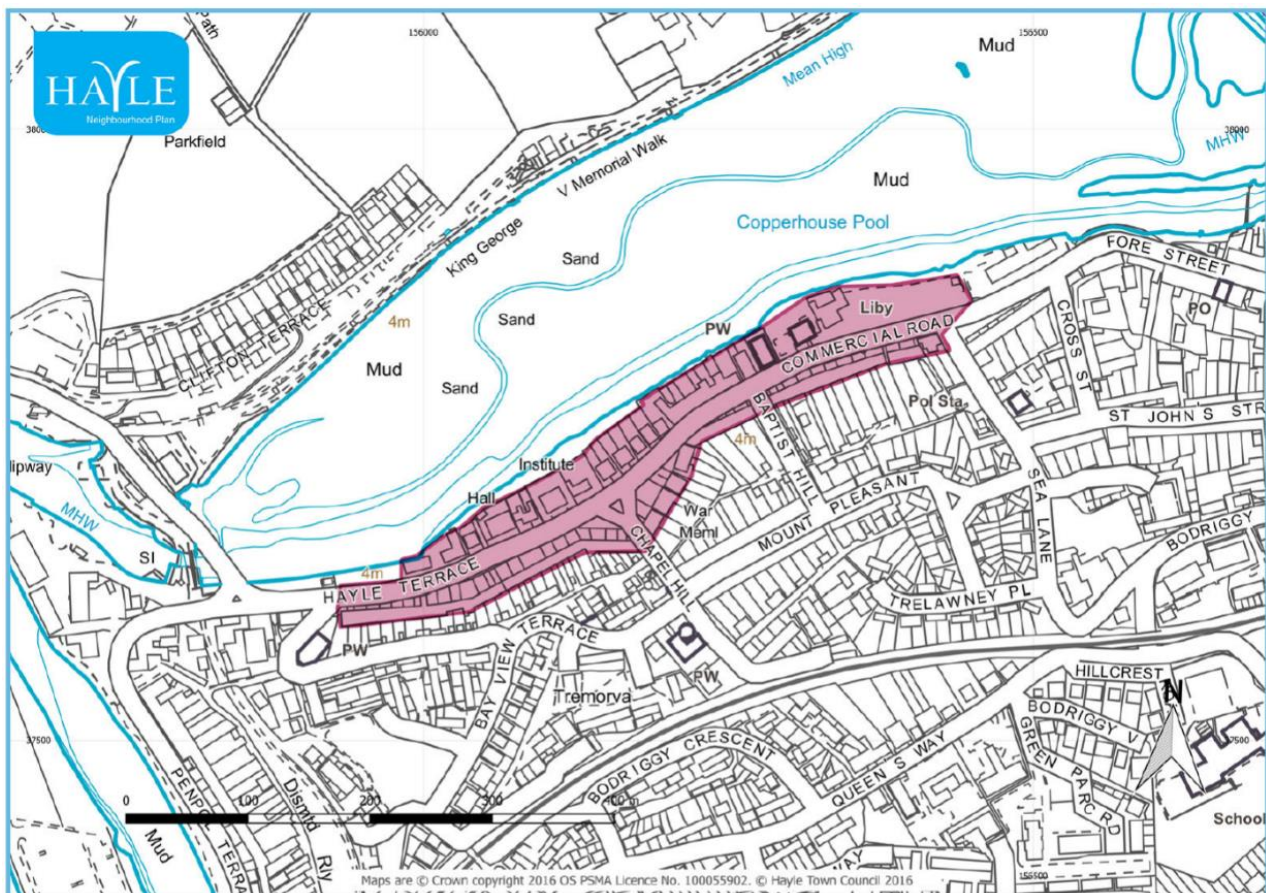
#### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

*NPPF para. 70 - plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments*

#### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 4 Shopping, Services and Community Facilities



*Map 7 Financial and Professional Office Zone*

## 7. Natural Environment and Landscape Setting (NE)

### Introduction

- 7.1 The countryside and coastal and rural setting of our neighbourhoods is widely recognised as being special. Much of it is protected from harm by statutory designations. Its character, quality and idiosyncrasies have been written about, researched, filmed and painted. The following general description of the area's natural landscape has been taken from Cornwall Council's Landscape Character Assessment<sup>30</sup>.
- 7.2 *"The area forms the coastal strip of St Ives Bay with its sweeping sandy beaches, sand dunes, estuary of the River Hayle, the settlements of Phillack and Lelant and a fringe of pastoral/arable land. The extensive sand dunes have spread onto low cliffs and reach 72 metres AOD<sup>31</sup>. They have been developed over time to provide tourism facilities including chalets and caravan sites, and exhibit the remains of a former ordnance factory. The limited agricultural land is pastoral and arable with low cut Cornish hedges and hedgerows. The tidal estuary, once dredged as part of the access to Hayle harbour, provides a semi-natural core to the area and a setting to Lelant, a historic settlement with wooded surrounds. Development on the outskirts of Hayle forms ribbon development and there is an appearance of development pressure. Leisure uses include a golf course north of Lelant. The patchy development of the area forms a contrast to the simplicity of the bay itself. The river flowing out to sea through a narrow channel amongst sand banks, inland, forms extensive sheltered tidal mudflats that provide an important habitat for wading birds. On the east side of the bay a smaller river, the Red River, enters the bay close to Godrevy Point. The sand dunes around this area have been exploited for building and fertiliser. The area has a wide range of diverse habitats. There is a significant area of Coastal Sand Dunes between Phillack and Gwithian forms one of the largest stretches found in Cornwall, with open dunes, extensive dune grassland, scrub and dune slacks. The majority of the coastal area is made up of extensive sand dunes, fringed by development and (mostly arable) agricultural land."*
- 7.3 The Towans is a three-mile stretch of sand dunes extending north east from the river Hayle. They have heritage significance as part of the industrial, defence-related and settlement history of the whole Hayle area. Today they are most significant perhaps because of their ecology and largely unspoilt character. Again, we can make use of recent written descriptions, the one that follows is from the Hayle Area Action Plan.
- 7.4 *"The second largest system in Cornwall, the Towans are home to a fifth of the county's flora, amongst which are a number of locally, nationally and internationally significant species, as well as a multitude of insects, butterflies and birds. Upton and Gwithian Towans, St Gothian Sands and Gwithian Green are all designated Local Nature Reserves, managed by the Cornwall Wildlife Trust. Gwithian to Mexico Towans is also a Site of Special Scientific Interest (SSSI).*
- 7.5 *The Towans also contain a large number of archaeological remains. Evidence shows that the Towans have been used for agriculture since prehistoric times. Upton Towans, locally known as Dynamite Towans, was the site of an explosive factory in the late 19th and early 20th centuries. The factory supplied the needs of local mines, and also the armed forces during World War I. Manufacturing*

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<sup>30</sup> Cornwall Landscape Character Assessment, Cornwall Council, 2007

<https://www.cornwall.gov.uk/environment-and-planning/cornwalls-landscape/landscape-character-assessment-2007/>

<sup>31</sup> AOD = "above ordnance datum", i.e. above sea level

ceased in 1919, but the site was used to store explosives until the 1960s. The associated earthworks are now overgrown but are visible on the site.

- 7.6 Although heavily influenced by past industrial use, the Towans are now an important area for local and tourist recreation, including a number of access points to the beaches. They are valued for their open vistas and tranquil atmosphere and as a haven for wildlife and a beautiful area to explore. However, the Towans and the habitats that they support are fragile and susceptible to all year-round pressure from a range of recreation and sporting activities, including horse riding and extreme sports.
- 7.7 A network of informal paths stretch across the length of the Towans, to which there is generally open access, although some of the areas are privately owned and access is at the discretion of the landowners. The south west coast path runs along the seaward edge of the Towans. Some routes, especially those to the beach, are used more than others and path erosion is evident in some areas.
- 7.8 Parking is also a major issue across the Towans, with the area attracting many local and tourist visitors, most of which use their own transport. Car parks in the area are at capacity for the majority of the peak season which causes congestion and visual impact. This situation and the use of the Towans is likely to be intensified by future growth and an increased population at Hayle, and also at Camborne-Pool-Redruth. It is important, therefore, that the implications of development are considered through the Hayle Area Action Plan.
- 7.9 Management of the Towans by the Towans Partnership aims to maintain the area and the habitats that it supports in a favourable condition whilst enabling sustainable recreational use. The Hayle Area Action Plan has a role to play by controlling development and supporting only those developments which are consistent with these aims.<sup>32</sup>
- 7.10 We recognise the importance of the undeveloped environment. Extensive community consultation has made clear that we should ensure we “*preserve and enhance the landscape setting of the town, coast and surrounding countryside.*” To this end, we have agreed the following aims are appropriate:
- Protect and improve the natural setting of the beaches and the Towans and resist all inappropriate development
  - Protect and improve our countryside and green spaces
  - Maintain distinctiveness of individual settlements.
- 7.11 These aims have been translated into the following neighbourhood planning objectives:
- Support measures that protect and/or enhance the unspoilt and undeveloped coastal environment
  - Provide better public amenities and access where they are required
  - Support development only where it is in keeping with its setting and where it is needed and is visually unobtrusive
  - Support development that enables improved public access to the beach
  - Preserve the character of the Riviere Towans Chalet Site by upholding existing controls and restrictions
  - The town’s green infrastructure/ornamental landscape should be protected, enhanced and better linked
  - Every child should have access to a play area by foot without having to cross any uncontrolled crossings
  - Existing trees should be protected from loss through development

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<sup>32</sup> Hayle Area Action Plan – Issues and Opportunities, Penwith Council, 2006



- Landscaping requirements for new developments must include the planting of native species trees
- Ensure development contributes positively to maintaining the distinctiveness of the area's different settlement areas.

7.12 The land use policies that follow are intended to ensure that future development in the Hayle neighbourhood area helps meet our objectives.

## Local Gaps

We have indicated the importance of the local countryside and the need to keep sprawl of the settlements to a minimum by introducing a built-up area boundary policy SD1 for Hayle, Angarrack and Phillack, with a focus on new development being in Hayle and on its built edge. However, we are keen to reinforce this principle with a specific policy that seeks to maintain a buffer or 'local green gap' between both Phillack and Angarrack and Hayle, specifically to prevent coalescence. The principle of a buffer to prevent coalescence or urban sprawl and protect the integrity of the settlements was raised in comments received during our Aims and Objectives Consultation in 2015. The need to prevent coalescence is recognised in the Hayle Heritage and Character Assessment, which states that "*the character assessment has identified that the open countryside which provides the setting of Hayle and prevents its coalescence with surrounding settlements is sensitive to change and a key characteristic of the area*"<sup>33</sup> (page 59). This evidence reinforces restrictions placed on development in areas around Phillack and Angarrack by previous planning policies.

The Penwith Local Plan (2004) identified a number of areas around the settlements in its policy TV2 protecting the 'local environmental value.' Our policy NE1 on local gaps extends these areas to create wider buffers specifically to prevent coalescence and provide an open break between settlements so as to maintain character and identity. Our policy NE7 identifies particular pockets of land, some within the local gaps, which require additional protection by virtue of their quality as green infrastructure.

The local gaps are shown on Map 8. Proposals in these areas will only be supported for uses or development that are essential because of their location or need on the site proposed. Notwithstanding this, proposals that qualify for development in these local green gaps must not take place at the expense of the quality of the landscape or setting. Our policy NE1 seeks to ensure this is taken fully into account.

### POLICY NE1 Local Gaps

**To ensure that Phillack and Angarrack maintain their separate identity, setting in the landscape and local built character and extent, a local green gap (as identified on Map 8) will be maintained to prevent coalescence between:**

- i) Phillack and north east of Hayle and Riviere Towans;**
- ii) Angarrack and the east of Hayle and Marsh Lane employment area; and**
- iii) Foundry and developments to the south and west.**

**Proposals for development will only be supported where they:**

- i) are for measures to prevent coastal erosion or flooding; or,**

<sup>33</sup> See <http://np.hayle.net/wp-ads/2013/10/Hayle-Heritage-and-Character-Assessment-HR-160512.pdf>

- ii) propose improvements to access to the countryside; or,
- iii) are for essential agricultural uses; and,
- iv) do not compromise the visual openness and landscape character of the gap; and,
- v) do not compromise the character or setting of important international, national and local heritage assets.

## Policy Context

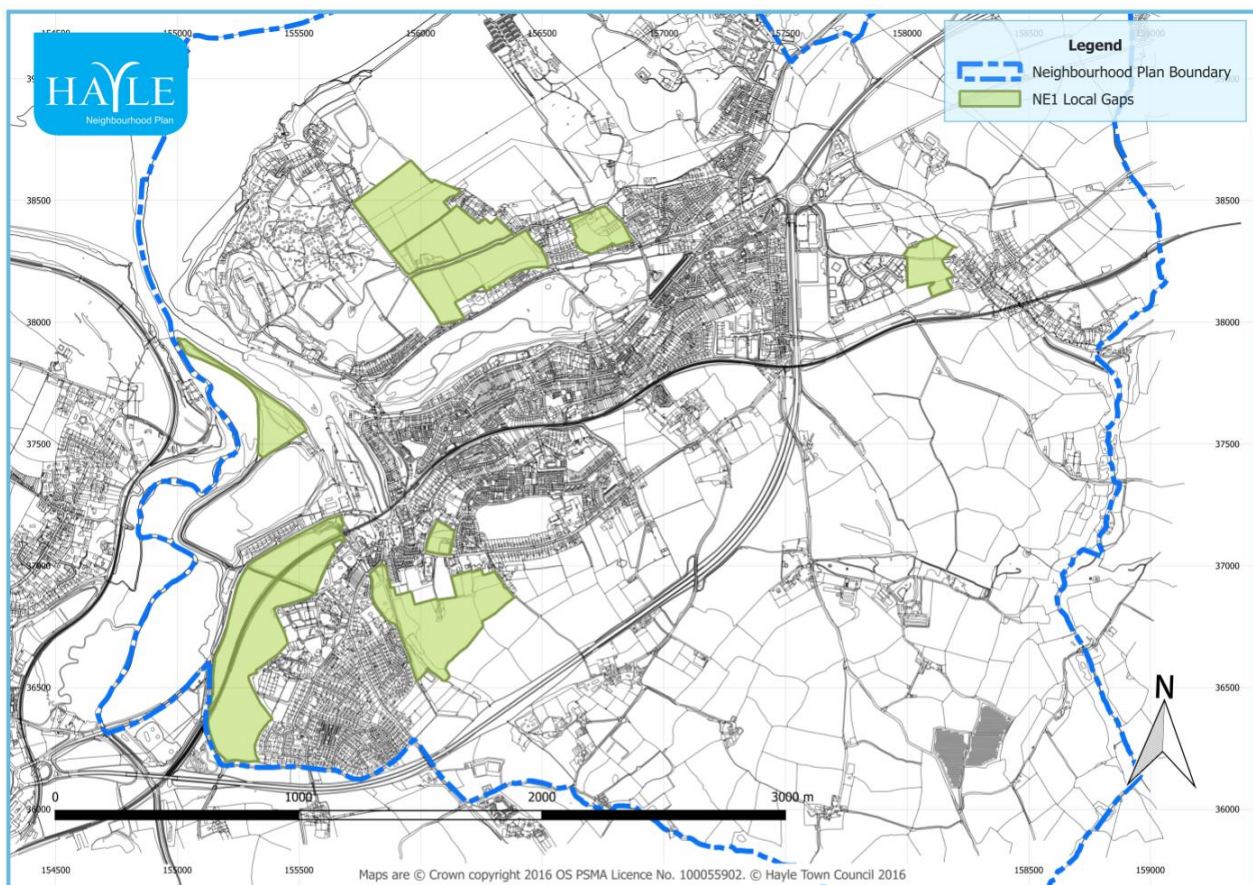
### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 109 - *protecting and enhancing valued landscapes, geological conservation interests and soils*

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 3 Role and Function of Places



Map 8 Local Gaps

## Undeveloped Coastal Areas

Hayle is characterised not only by its World Heritage Site status and quality of surrounding countryside, but also by its areas of undeveloped coast, shown on Map 9 (along with areas designated as SSSI<sup>34</sup>).

These sensitive areas are an integral part of the landscape and seascape, which contribute to our high-quality environment being special, not just to people who live and work in Hayle and wildlife that inhabit these areas but also to visitors who contribute to our local economy. Their importance is recognised by the Local Plan and Shoreline Management Plan. Policy 23 of the Local Plan includes the statement:

*In areas of undeveloped coast, outside main settlements, only development requiring a coastal location and that cannot be achieved elsewhere, will be acceptable.*

The consultation on our aims and objectives found that 98% of respondents support measures that protect and/or enhance the unspoilt and undeveloped coastal environment. The NPPF is clear in its intention to protect and enhance valued landscapes, minimise impacts on biodiversity and geodiversity (para. 109) and also in reducing risk from coastal change by avoiding inappropriate development in vulnerable areas or adding to the impacts of physical changes to the coast (para. 106). Much of the area of undeveloped coast is designated as SSSI, which gives a good level of protection for nature conservation reasons. However, we want to ensure that landscape, seascape and amenity value are also recognised.

For these reasons, our policy restricts development in undeveloped coastal areas identified on Map 9, while providing criteria to guide decisionmakers on the circumstances where development in these areas might be acceptable.

In 2006, the Hayle Area Plan 2005-2025 was published as part of the Market and Coastal Towns Initiative. This highlighted the need to both protect the sensitive coastal areas and also improve access to the beach.

Within Hayle Parish, there is only one disabled accessible pathway to the beach – at Riviere Towans<sup>35</sup>.

This has adjacent parking. Additional access points with roads, going east from Riviere Towans, are at:

- Beachside Holiday Park. This is only available to site residents (chalets, caravans and camping).
- Sandy Acres. Formerly a quarry and now a camping and touring caravan site. There is a temporary café and parking. It is open to the public but the current access to the beach is steep and sandy.
- St Ives Bay Holiday Park. Touring and residential caravans and chalet residents only.

The Cornwall Landscape Character Assessment recognises that parking is a “major issue across the Towans, with the area attracting many local and tourist visitors, most of whom use their own transport. Car parks in the area are at capacity for most of the peak season, which causes congestion and visual impact.”

We consider modest development that would provide for improved accessibility at established beach access areas together with a better integrated and co-ordinated set of public facilities, which include a café, public toilets facilities and improved parking, if done sensitively and in a way that furthers the interest of the SSSI, could be acceptable.

<sup>34</sup> SSSI = Sites of Special Scientific Interest

<sup>35</sup> A project of the Town Council in 2014



## **POLICY NE2 Undeveloped Coastal Areas**

Proposals for development on the natural undeveloped coastal areas, identified on Map 9, will only be permitted where the proposal requires a coastal location and:

- (i) is for coastal defence; or
- (ii) is for the improvement of an existing built facility and enhances the quality and appearance of the facility in relation to the coastal landscape and seascape; or
- (iii) supports an additional public access to the beach (preferably disabled accessible) and the scale, size, siting and design of the development is in keeping with the rural character of the location and the permitted use of the site and the visual impact on the landscape and coastal setting of the site is minimal or satisfactorily mitigated;

and

- (i) it protects and/or enhances the natural and undeveloped coast, geodiversity and biodiversity; and
- (ii) it demonstrates, through a coastal landscape and seascape impact assessment (where required), no significant adverse impact on the natural undeveloped coast.

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 106 - *avoiding inappropriate development in vulnerable areas or adding to the impacts of physical changes to the coast*

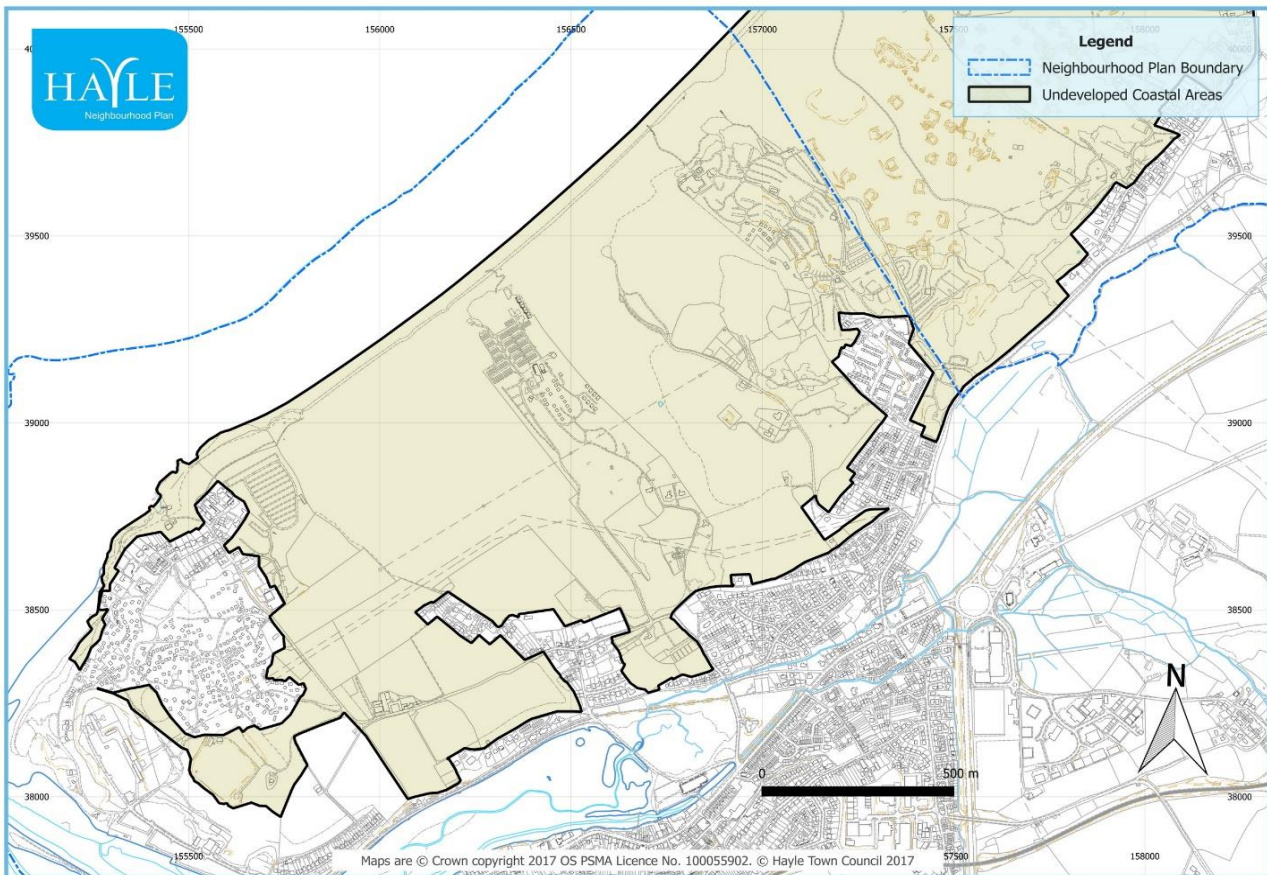
NPPF para 109 - *minimising impacts on biodiversity*

NPPF 114 - *maintain the character of the undeveloped coast, protecting and enhancing its distinctive landscapes*

NPPG para. 006 Landscape

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 23 Natural Environment



Map 9 Undeveloped Coastal Areas

## Development in Keeping with its Landscape Setting

As we have set out in the supporting text to policy NE2, we value the landscape in and around Hayle. We wish to protect and enhance this landscape, not just for its own sake but for the sake of maintaining the contribution it makes to the overall quality of life, wildlife habitats, local economy and heritage setting. The natural environment landscape, biodiversity and habitat designations are set out on Map 13 *Areas of Ecological and Geological Importance*.

Development proposals should ensure that adverse impacts are kept to a minimum and mitigated where necessary, and the natural environment enhanced wherever possible. This will include taking account of the immediate landscape setting and species of plant local or native to the area. For example, in the Towans this might include planting schemes that avoid the introduction of garden species which are not native to the area and using plants grown from seed collected from similar natural dune systems in the area; avoiding the planting of trees to protect the area's open character; and using turf to reduce colonisation of non-indigenous species of grass.

## **POLICY NE3 Development in Keeping with its Landscape Setting**

**Proposals will only be supported where they:**

- i) have demonstrated that there are no adverse impacts on the natural environment (landscape, biodiversity, habitats and wildlife corridors) or are satisfactorily mitigated; and,**
- ii) enhance the natural environment where there is the opportunity to do so.**
- iii) Where mitigating measures are unavoidably required for development to be acceptable within its landscape setting, appropriate landscaping should be employed to mitigate the impact of the development. Such measures must include the use of appropriate planting which can enrich the biodiversity of the area such as trees and other plants native to the local area.**

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 109 - *protecting and enhancing valued landscapes, geological conservation interests and soils ... minimising impacts on biodiversity and providing net gains in biodiversity where possible*

NPPG para. 001 Landscape

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 23 Natural Environment

## **Improved Access to the Beach**

While we recognise the importance and high quality of our coastal environment, retaining good access, in the interests of maintaining the quality of life of residents and visitors to the beach, is also important. The 2015 Community Consultation on Aims and Objectives showed that 97% of respondents supported provision of better public amenities and access to recreational areas and almost 93% supported development that enabled improved public access to the beach.

However, we are acutely aware that increasing access points to the coast could lead to overuse and compromise environmental quality. Therefore, we have focused our coastal accessibility policy on the improvement and enhancement of existing rights of way to and from the beach rather than to introduce new additional routes.

## **POLICY NE4 Improved Access to the Beach**

**Proposals to improve or enhance public rights of way to and from the beach will be supported.**

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 114 - *improve public access to and enjoyment of the coast*

NPPG para. 006 Landscape

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 23 Natural Environment

## Riviere Towans Chalets

The Towans is an ecologically sensitive stretch of sand dunes covering approximately 500 hectares along the coast between Hayle and Godrevy. The system comprises a number of separately identified sections, including: Harvey's Towans; Riviere Towans; Mexico Towans; Phillack Towans; Common Towans; Upton Towans; Gwithian Towans; St Gothian Sands; and Godrevy Towans.

We recognise the significance of the Riviere Towans chalet site (identified on Map 10) both to the character of the dunes and the contribution the chalets make to the local economy as holiday accommodation. The AECOM Heritage and Character Assessment recognises the attractiveness of the low-density, organic layout of the site, given that the Towans lie within a sensitive area, as we have highlighted in policy NE2. Our Consultation on Aims and Objectives in 2015 showed that 93% of respondents support the preservation of the Towans by upholding existing controls and restrictions. Consequently, the number of chalets will continue to be restricted to the current level of 300 and any replacements must adhere to limitations on floor area, height and traditional design. The established maximum size for a chalet at Riviere Towans, as confirmed by the Chalet Camp Guidance<sup>36</sup>, is a footprint of 63.2=17m<sup>2</sup> (680ft<sup>2</sup>).

The Hayle Heritage and Character Assessment summarised that development at the Towans has *“not always been sensitive to the natural characteristics of the area, including the rolling and dynamic sand dunes, the indigenous vegetation and the remoteness, exposure and wildness of the area. The value of parts of the area for nature conservation is recognised in its designation as a SSSI. However, its important landscape and amenity value should also be recognised.”*<sup>37</sup>

National policy is clear about how proposals should be treated in or around an SSSI, stating that *“when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles . . . proposed development on land within or outside a SSSI likely to have an adverse effect on a SSSI (either individually or in combination with other developments) should not normally be permitted. Where an adverse effect on the site’s notified special interest features is likely, an exception should only be made where the benefits of the development, at this site, clearly outweigh both the impacts that it is likely to have on the features of the site that make it of special scientific interest and any broader impacts on the national network of SSSI”* (para. 118). Our policy NE5 has been developed to balance all of these factors. It recognises that the chalets exist and focuses on the size and design aspects that are acceptable and the use of the chalets for holiday accommodation, while being clear that the highly valued landscape and coastal area, within which the Riviere Towans sits, cannot be compromised.

<sup>36</sup> Riviere Towans Chalet Camp Planning Procedures, General Guidance V7/022016.

<sup>37</sup> See <http://np.hayle.net/wp-content/uploads/2013/10/Hayle-Heritage-and-Character-Assessment-HR-160512.pdf>

## **POLICY NE5 Riviere Towans Chalets**

Proposals for replacement chalets, or small extensions, on the Riviere Towans chalet site shown on Map 10 will be permitted where they:

- i) do not increase the total footprint of the chalet to more than 63.17m<sup>2</sup> (680ft<sup>2</sup>), this includes any exterior finishes, i.e. cladding or render;
- ii) are of a single-storey design (except for existing two-storey chalets), which is in keeping with the traditional character and topography of the site;
- iii) do not result in a disproportionate increase in the ridge height;
- iv) are finished in pastel or neutral colours;
- v) have no significant impact on the existing and essential built character of the site;
- vi) are for holiday chalet accommodation with non-permanent residence; and,
- vii) avoid any significant negative impact on the:
  - a) biodiversity, landscape and setting of the site;
  - b) Gwithian Towans to Mexico Towans SSSI; and,
  - c) Hayle Estuary & Carrack Gladden SSSI; and,
  - d) Hayle Dune County Wildlife Site.

Proposed development on land within or outside Gwithian Towans to Mexico Towans SSSI or Hayle Estuary and Carrack Gladden SSSI likely to have an adverse effect on a Site of Special Scientific Interest (either individually or in combination with other developments) will not normally be permitted.

Proposals for additional new chalets will not be supported.

The relocation of a chalet will be permitted subject to making good of the existing site and compliance with the rest of this policy.

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 28 - *support sustainable rural tourism and leisure developments...which respect the character of the countryside*

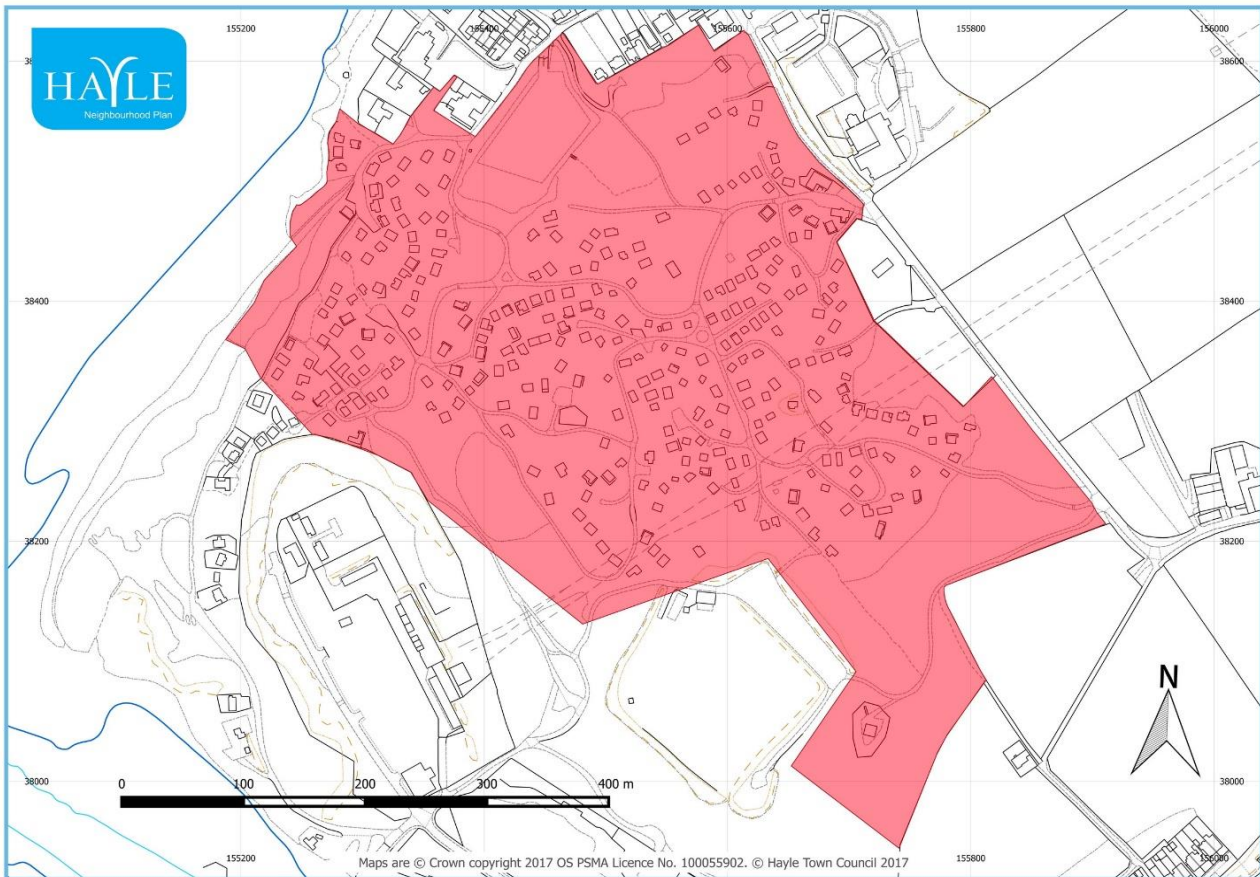
NPPF para. 109 - *protecting and enhancing valued landscapes*

NPPF para. 118 - *aim to conserve and enhance biodiversity*

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 23 – Natural Environment





Map 10 Riviere Towans, Policy NE5 Area

## Protection of Green Infrastructure

We wish to protect the use and role of our valued local green infrastructure in and around Hayle. A number of specific areas in and around Angarrack, Phillack and Hayle play an important role and make a valuable contribution to the local environment, many providing an open aspect and area of tranquillity and serving a recreational role, as well as allowing for wildlife habitats. Some areas also perform an important role in helping to define the heritage value of the locality and contribute to the overall character of the vicinity; others bring green space into the built-up vicinities.

The areas of green infrastructure that we wish to protect are identified on Map 11 and are as follows:

- *Land around and to the north of Carnsew Pool* – This low-lying spit of sand and shingle allows important visual links extending across the Hayle estuary towards Lelant from within the town itself. As such, it is a significant and valuable open space within the built-up area of Hayle.
- *The Plantation* – This area adjacent to the main road provides a predominant visual and physical feature of the Foundry area, traversed by a series of walkways offering spectacular seaward views over the estuary. Built by Henry Harvey, it is a Scheduled Ancient Monument.
- *Ellis Park* – This open area, which consists partly of formalised amenity space and partly informal play space, provides an important amenity and green space within this built-up area.
- *The Millpond* – This open area forms a significant green finger that effectively extends the countryside to the Millpond and the heart of the Foundry area. It also separates the Mellanear and Penpol residential areas.

- *King George V Memorial Walk* – The award-winning sub-tropical gardens that line this walk offer an opportunity to enjoy tranquillity and a view of Copperhouse Pool.
- *The Lethlean Lane Recreation Ground* – This area includes a playground for young children, sports facilities and a marvellous skate park. This large greenspace is a magnet for all ages and, in addition to its importance for recreational use, offers an important area for wildlife, providing a corridor from the Angarrack River to the Towans and the Memorial Walk.
- *Trevassack* – These sports facilities and football pitches provide an important and accessible green space for residents and wildlife.

We have developed a specific policy to help ensure that these defined areas are protected from loss. In some places, our valued green infrastructure also plays an important role in preventing coalescence. This is reflected in the designation of the local gaps in policy NE1. The Hayle Heritage and Character Assessment<sup>38</sup> identifies the designated areas, which have previously been recognised in other planning policy in the Penwith Local Plan, as being particularly worthy of protection. Our policy NE6 serves to play a more defined role in protecting areas of land for their role as green infrastructure in terms of leisure and recreation, local amenity and as important to the landscape setting of Hayle, Phillack and Angarrack.

#### **POLICY NE6 Protection of Green Infrastructure**

**Map 11 identifies locally valued green infrastructure assets in Hayle. These are:**

- i) Land around and to the north of Carnsew Pool (The Spit)<sup>39</sup>**
- ii) The Plantation**
- iii) Ellis Park**
- iv) The Millpond**
- v) King George V Memorial Walk**
- vi) Lethlean Lane Recreation Ground**
- vii) Trevassack**

**Proposals for development of these green infrastructure assets will only be supported where they include measures to mitigate any loss and enhance the overall connectivity of green infrastructure in the area and:**

- i) the development is necessary for the continuation or enhancement of established uses for recreation, leisure or nature conservation that would result in community benefits and where the proposal maintains the open character of the area, and maintains or enhances visual amenity; or**
- ii) the development is minor in nature and includes the provision of an appropriate equivalent or improved replacement facility in the locality, of at least quantitative and qualitative equal value to compensate for the open space loss, and it can be**

<sup>38</sup> See <http://np.hayle.net/wp-content/uploads/2013/10/Hayle-Heritage-and-Character-Assessment-HR-160512.pdf>

<sup>39</sup> Natural England intends to notify 'the Spit' because of its important population of petalwort, which is a Red Databook Species. (NE consultation response, 3 August 2017.

demonstrated that the character and appearance of the area to be lost is not critical to the setting of the area; or

- iii) where development relates to a formal open space, the loss of the space can be mitigated by replacement of an equivalent or better facility within easy access of the community to which it relates.

## Policy Context

### National Planning Context

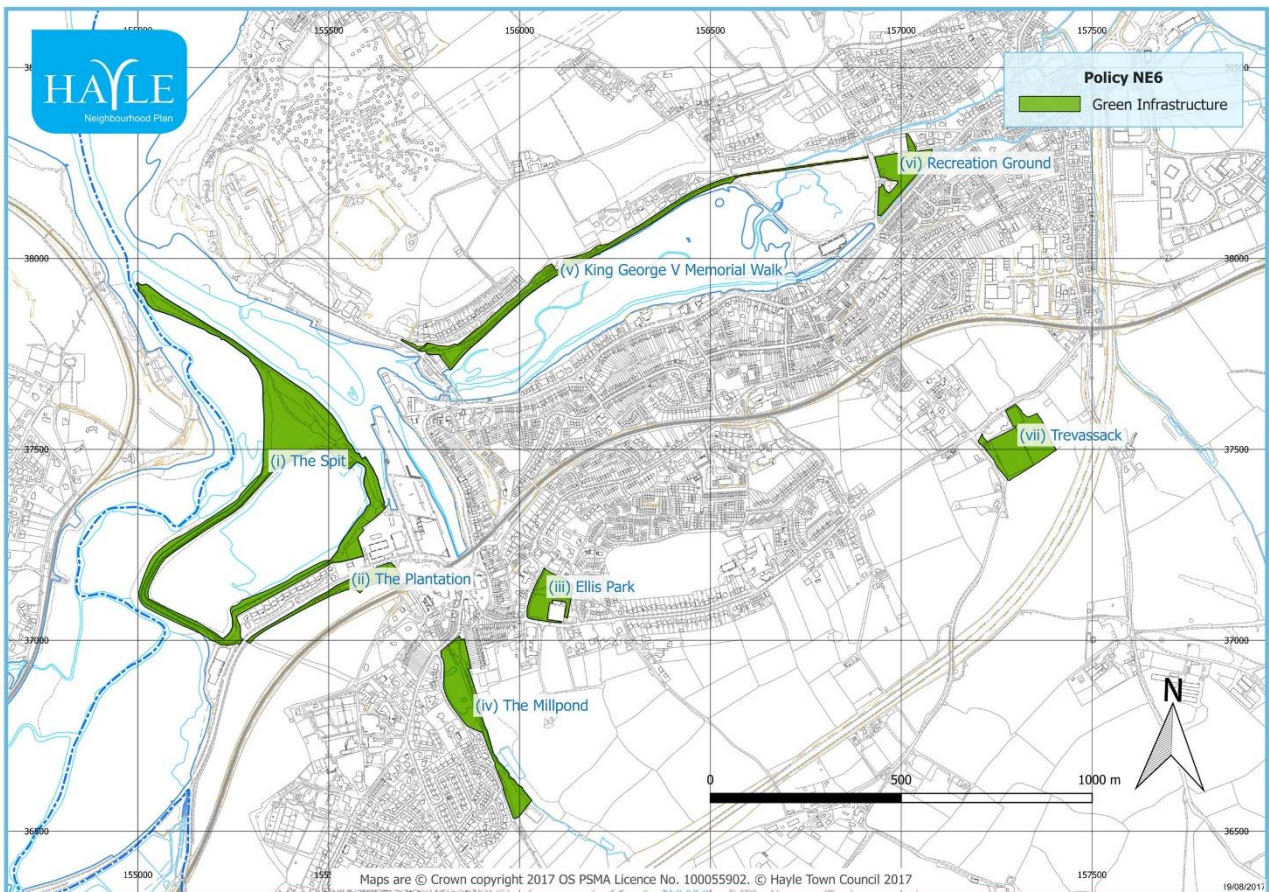
Our policy aligns with current national planning policies and guidance:

NPPF para. 74 - *Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless: ....*

NPPG paras. 027-030 Green Infrastructure

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 25 Green Infrastructure



Map 11 Green Infrastructure

## Protection of Trees

Despite the coastal area having so few trees, we have no doubt that trees are an important character-forming aspect of our local landscape. The Hayle Heritage and Character Assessment of 2016 recognised the importance of trees in helping to enclose and define settlements and serve as screening in many instances. Phillack has the highest density of mature trees. Angarrack has a large number of mature trees and hedgerows. Parts of Hayle, too, have a number have mature trees that contribute to a leafy character.

The Cornwall Landscape Character Assessment of 2007 bemoaned the depletion of the tree population in some areas. One of its management guidelines for our landscape character area (CA05) was to conserve and enhance trees and woodlands and encourage regeneration of hedgerows.

The NPPF emphasises that the planning system should contribute to the Government's commitment to halt the overall decline in biodiversity by "*protecting and enhancing valued landscapes, geological conservation interests and soils; recognising the wider benefits of ecosystem services; minimising impacts on biodiversity and providing net gains in biodiversity where possible.....*" (para. 109)

NPPF para. 118 – states that "*planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.*"

Many of our trees have protection either because of an existing TPO<sup>40</sup>, which have their own national policy protection and relevant guidance<sup>41</sup>, or because they are in the Conservation Area, for which Cornwall Council has set out guidelines<sup>42</sup>. Our policy NE7 seeks to protect existing trees wherever and whenever appropriate and possible. We support an approach not dissimilar to that set out in the Cornwall Design Guide, which stresses the importance of retaining trees as part of good design and suggests that existing trees need to be carefully designed into the development, if possible (section 2.6). It states that trees can help create well-defined spaces (section 2.7). Wherever trees are to be planted or replaced it advocates "*using trees and shrubs native to Cornwall and appropriate to the local area and character, for tree and woodland planting schemes use mainly sessile oak with hazel with lesser proportions of holly, grey willow, mountain ash, ash, or beech, on dry ground, and common alder in damp and wet areas.*"<sup>43</sup> We expect major development proposals to include a tree survey and statement that demonstrates how loss of existing trees will be avoided if at all possible and how the development will comply with the British Standard 5837<sup>44</sup>, in taking care of the trees on site.

The 2015 Community Consultation on Aims and Objectives showed 92% of respondents were supportive of this policy approach to minimise the loss of trees as a result of development.

### POLICY NE7 Protection of Trees

**Proposals for development should avoid loss of existing trees. Where unavoidable, proposals should demonstrate how the loss of trees will be mitigated through replacement planting.**

<sup>40</sup> TPO = Tree Preservation Order

<sup>41</sup> See <http://planningguidance.communities.gov.uk/blog/guidance/tree-preservation-orders/>

<sup>42</sup> Tree Works Application Submission Guide, Cornwall Council, 2016

<https://www.cornwall.gov.uk/media/6614090/tree-works-application-submission-guide.pdf>

<sup>43</sup> Cornwall Design Guide, Cornwall Council, 2013

<sup>44</sup> "Trees in Relation to Design, Demolition and Construction – Recommendations", British Standard 5837, BSI, 2012

### Proposals must provide details of:

- i) the type of trees;
- ii) how they will be provided for in relation to watering; and
- iii) how they will be managed in the future.

Trees must be of a type that will not damage the proposed and existing developments including roads, footways, etc.

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 118 - *permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees*

NPPG paras. 151-154 Replacing Protected Trees

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 23 Natural Environment and Policy 25 Green Infrastructure

## Cornish Hedges

The Local Plan Policy 2 states that development should respect and enhance the quality of place. Proposals should maintain and respect the special character of Cornwall. Cornish hedges are an important character feature. The typical Cornish hedge is *“a stone-faced earth hedge bank with bushes or trees growing along the top. It is called a ‘hedge’, never a ‘hedgerow’ or ‘wall.’”*<sup>45</sup> Our countryside is still defined in many places by the pattern of Cornish hedges. The Hayle Heritage and Character Assessment of 2016 noted the *“predominance and impact of Cornish hedge banks that provide field boundaries and distinctive local character.”*

Our policy NE8 serves to protect existing Cornish hedges on development sites. Cornish hedges either on or bounding a development site should, whenever possible, be incorporated into the design and, if necessary, reinstated or made good condition during the development. Opportunities to include new lengths of Cornish hedge within the development should be considered. As the Cornwall Design Guide (para.2.9) states, new development should consider including *“landscaping traditions that are fundamental to character, especially boundary treatments.”*<sup>46</sup> Whenever a Cornish hedge is lost and replacement is considered necessary mitigation, we are advised by the Cornwall Wildlife Trust<sup>47</sup> that providing double the length of hedge than is lost is required to avoid a net loss of ecological value – as the new hedge will usually be less valuable than an existing one.

<sup>45</sup> <http://www.cornishhedges.co.uk/different.htm>

<sup>46</sup> Cornwall Design Guide, Cornwall Council, 2013.

<https://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/cornwall-design-guide/>

<sup>47</sup> Comments on draft Neighbourhood Plan policies May 2016 (based on Emerging Biodiversity SPD), Cornwall Wildlife Trust, Jun 2016.

The 2015 Community Consultation on Aims and Objectives showed 98% of respondents were supportive of this policy approach to minimise the loss of Cornish hedges as a result of development.

### **POLICY NE8 Cornish Hedges**

**Cornish hedges should be protected within developments. The incorporation into the site design, reinstatement and extension of these features within development sites will be required whenever practicable and appropriate.**

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 58 - *respond to local character and history, and reflect the identity of local surroundings and materials*

NPPG para. 020 Design

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 12 Design

## **Protection of Copperhouse Pool**

Copperhouse Pool, shown on Map 12, is part of the broad shallow and tidal Hayle Estuary. Largely comprised of intertidal mudflats and saltmarshes, it performs a reservoir role and controls the silting of the estuary by sluicing it with the tide. The Copperhouse Canal runs along the southern edge of the Pool. The Pool area plays an important role in marking the heritage of Hayle and at the same time contributes to the overall character of the landscape and estuarine setting, while its designation as an SSSI denotes its importance to nature conservation and wildlife. The Pool also is an important recreational asset with the King George V Memorial Walk running along its northern edge, but the area could play a greater role in local recreation as long as its importance as an SSSI is not compromised. There is limited access to the Pool on the southern side. We would like to support opportunities to create additional access or increase use of existing access to the Pool edge, and improvements to enhance the existing access to the public will be supported in principle. There are also opportunities for continued regeneration on the boundary of the Pool area, and while such improvements will be welcome, these cannot be developed at any cost.

The Hayle Estuary Management Plan (2008) set a number of objectives of relevance to Copperhouse Pool that are likely to remain relevant today, including:

*E2 - Ensure an environmentally friendly balance between local communities, conservation areas and water/tidal land users;*

*E3 - Ensure that arrangements for the impoundment of water at Copperhouse Pool for recreational events are publicised and made available to event organisers;*

*E4 - Maintain and, where appropriate, enhance public access on foot, for quiet recreational enjoyment of the estuary and its surroundings;*

*F1 - Ensure that the Sites of Special Scientific Interest and the interests of RSPB and Natural England are respected in the design and implementation of any development.*

Additional factors are to be considered in relation to flood risk in the area, and the Shoreline Management Plan highlights that a “*Significant future flood risk exists along the southern bank of the Copperhouse Pool. This risk extends significantly into the Hayle Conservation Area and also into Ventonleague to the north-east of the Pool. The structures within this part of the estuary are currently managed as flood defences. There is very little scope for realignment due to the position and magnitude of residential development adjacent to the southern (and northern) banks of the pool. In addition, the Copperhouse Pool and its structures are also listed features of the Mining World Heritage Site. The preferred plan is to maintain the current level of protection provided to the residential development through a policy of hold the line. This would also prevent loss of, or damage to, the WHS features.*” In addition, the West Cornwall Catchment Flood Management Plan (2008) has an objective to see no deterioration of SSSI sites, to help achieve favourable conditions on designated sites and Biodiversity Action Plan habitats and species, and to create conditions that encourage increased biodiversity. Therefore, any development proposal must take fully into account the risk of flooding as set out in national and Local Plan policy and also not contribute to an increase in flood risk.

Our policy reflects these issues, providing balance between the desire to increase access and vitality of the area, while at the same time seeking to protect the value of the area in environmental, design and heritage terms.

#### **POLICY NE9 Protection of Copperhouse Pool**

**Development proposals within the Copperhouse Pool area shown on Map 12 should:**

- i) be for community benefit and access;**
- ii) preserve the character and appearance of Copperhouse Pool;**
- iii) avoid the loss or reduction of existing open spaces between buildings that contribute to that character in views from the main road (B3301) and the King George V Memorial Walk;**
- iv) take full account of flood risk issues; and,**
- v) enable, wherever possible, the provision of additional access for the public to the poolside; and,**
- vi) support the biodiversity interest of the site and its setting and the status of the Hayle Estuary and Carrick Gladden SSSI.**

**The replacement of existing buildings will be supported where the replacement building would not obscure views to the pool to a greater degree than the existing building, including the height and width of the structure. Height shall be measured from the height above ordnance datum.**

**Prospective developers are encouraged to engage with the community at the earliest opportunity.**

## Policy Context

### National Planning Context

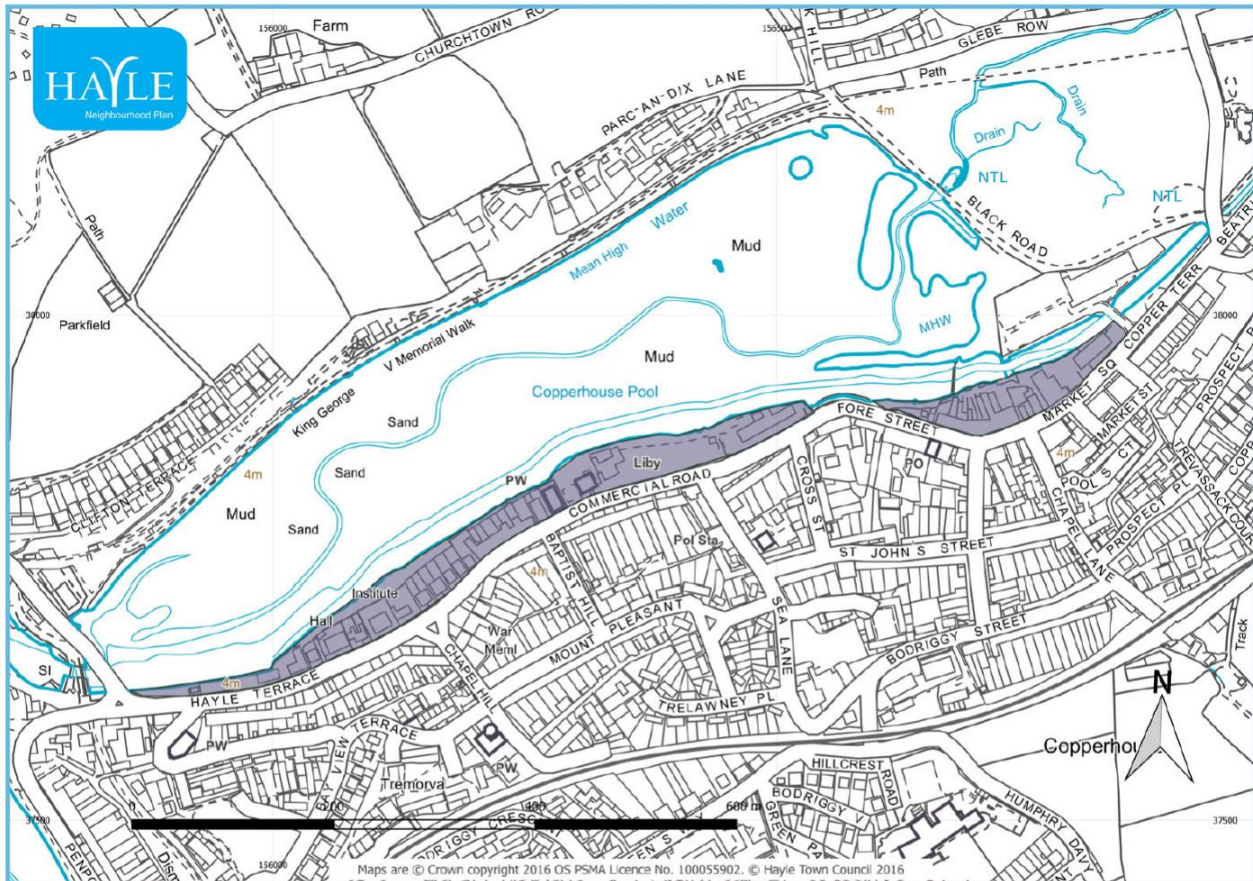
Our policy aligns with current national planning policies and guidance:

NPPF para. 118 - aim to conserve and enhance biodiversity

NPPG para. 017 Bio-diversity and Ecosystems

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 23 Natural Environment



Map 12 Copperhouse Pool



## 8. Traffic & Transport (TR)

### Introduction

- 8.1 Despite having the benefit of public transport services serving the town, we remain, in 2016, very much a car-dependent community. Public transport provision to and from Hayle and the surrounding area is poor. The linkage between the town and the beaches is inadequate. Bus service to the villages is poor, especially in the evenings. Insufficient trains stop at Hayle en route to or from Penzance and there is a lack of integration between rail and bus services.
- 8.2 In 2011, only 20% of households did not have regular access to a car (compared with 26% in England). A quarter of households had two cars. In 2011 Hayle had 1.24 cars for every household.
- 8.3 A high proportion of visitors to the area come by car. This results in severe parking and congestion problems at and around the key tourist locations in high season. We have relatively few public car parks and two of these are associated directly with supermarkets.
- 8.4 The street network of much of the town was laid down well before the invention of the motor car. Off-street parking opportunities are relatively few and on-street is often an impediment to traffic and safety hazard to road users. Many roads in the area are considered dangerous for pedestrians and cyclists. Too many roads have discontinuous and narrow pavements. In the villages, there is an absence of pavements even on the busy through-roads. The few existing cycleways we have are badly marked, have poor intersections with roadways and are not completely segregated from the highways.
- 8.5 To make matters worse, heavy transport is increasingly using local roads and accessing the A30 through Hayle via the villages; the roads cannot support this increase safely, and community life is being affected adversely.
- 8.6 The Cornwall Local Plan puts the *“enhancement and promotion of sustainable transport options forms at the heart of Hayle’s transportation strategy.”* Despite the emphasis on non-car use, the Local Plan does recognise that highway improvements are required at locations such as Loggans Moor, St Erth, Carwin Rise and Foundry Square. It also states: *“to maintain two access points to Hayle requires mitigation measures to be implemented along the Causeway and beyond or provision of a new A30 junction”*.
- 8.7 Regarding ‘Traffic and Transport,’ extensive community consultation has established agreement that we should endeavour to *“encourage non-car travel and reduce the impact of motor vehicles within the town.”* To this end, we have agreed the following aims are appropriate:
- Reduce the need to use private motor vehicles
  - Reduce impact of motor vehicles in the built-up areas
  - Increase the number of safe pedestrian and cycle routes
  - Maintain and enhance Hayle’s transport links
- 8.8 These aims have been translated into the following neighbourhood planning objectives:
- Improve the linkages between the various neighbourhood areas by means other than the private motor car
  - Ensure route-ways are adequately lit and sign-posted
  - Discourage through-traffic whilst facilitating local traffic access to the two centres of Copperhouse and Foundry
  - Improve opportunities to use modes of transport other than the private motor car

- Provide additional secure bicycle parking in suitable locations
- Improve accessibility by considering community bicycle and mobility scooters rental (and drop curbs where necessary)
- Improve opportunities for the provision of electric charging points in suitable locations
- Support improvements to and better integration of public transport services
- Provide a new junction on the A30 at or near Tolroy if need and demand demonstrate it is a requirement
- Consider proposals to improve pedestrian-priority at Foundry Square, War Memorial and Copperhouse (including their impact and benefits/disbenefits)
- Extend and improve off-street car parking arrangements

8.9 The land use policies that follow are intended to ensure that future development in the Hayle neighbourhood area helps to meet our objectives.

## Pedestrian and Cycleway Links

The NPPF says we should create safe and accessible developments, which contain clear and legible pedestrian routes and minimise the potential conflicts between traffic, cycling and pedestrians.

The Cornwall Local Plan regards the provision of enhanced walking and cycling routes as an essential facet of developing the area's green infrastructure. The cycling network is getting established. The Sustrans Route3<sup>48</sup> from Land's End to Bristol passes through Hayle. Most of it is currently road-based in the Hayle area. There is work underway to create a coast-to-coast trail that passes through Hayle, with significant work taking place in St Erth. There is also a new local cycleway in place from Hayle Terrace to the Station, complete with under cover cycle parking. All of these will encourage local people to cycle more. 90% of respondents to the Community Consultation in 2015 on Aims and Objectives supported improving the linkages between the various neighbourhood areas by means other than the private motor car.

Our policy TR1 emphasises our support for the ongoing provision of a relevant, comprehensive and safe network of good-quality footpaths and cycleways (shared routes are acceptable if designed properly) that will make it more appealing to local residents to choose the healthy travel option to get to and from local destinations and reduce their reliance on the private car.

The Community Consultation of 2016 showed that 95.5% of respondents were in favour of this policy. Highways England has also expressed support "*in general terms, for policies which support sustainable transport measures and improved linkages with town centre and community facilities.*"<sup>49</sup>

### POLICY TR1 Pedestrian and Cycleway Links

**Where appropriate, development proposals should demonstrate how they will provide safe and accessible links by foot or cycle to key locations such as local schools, shopping areas, leisure facilities, green spaces, employment areas and neighbouring settlements.**

<sup>48</sup> Long-distance National Cycle Network route connecting Land's End in Cornwall to Bristol via St. Austell, Bude, Barnstaple, Taunton and Wells

<sup>49</sup> Correspondence from Highways England to Hayle Town Council, 15 Jun 2016

Such links should include:

- i) safe and adequate lighting;
- ii) natural surveillance;
- iii) appropriate signposting;
- iv) dedicated cycle lanes and cycle parking;
- v) adequate widths to allow mobility scooters to pass; and
- vi) drop kerbs where necessary.

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 35 - *create safe and secure layouts that minimise conflicts between traffic and cyclists or pedestrians*

NPPF para. 69 - *create safe and accessible developments, containing clear and legible pedestrian routes*

NPPG para. 022 Design

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 27 Transport and Accessibility

## Reducing Town Centre Traffic

Our road network continues to get busier. The new Asda development has generated more car-borne visits to the town. Other redevelopment projects at the harbour could well do the same.

There has been a noticeable growth in through-traffic using the B3301, often encouraged by satellite navigation systems, rather than the A30 bypass. Congestion and safety issues on our local road network are heightened whenever the A30 is closed or subject to major delays.

Our policy TR2 is supportive of any development proposals that are designed to prevent or deter through-traffic, unless it is absolutely necessary. This may well include highway improvements and related works at Loggans Moor and St Erth, both of which have been recognised by the Cornwall Local Plan as requiring improvements.

The Community Consultation of 2016 showed that 96.4% of respondents were in favour of this policy.

### POLICY TR2 Reducing Town Centre Traffic

**Proposals that serve to reduce through-traffic from using the centres of Copperhouse and Foundry will be supported where they do not deter users and visitors, nor prevent service access to the two centres.**

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 30 - *Encouragement should be given to solutions that support reductions in greenhouse gas emissions and reduce congestion.*

NPPG para. 003 Ensuring the Vitality of Town Centres

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 16 Health and Wellbeing

## Traffic Impact

The traffic issues of modern-day Hayle are well-catalogued.<sup>50</sup> The Cornwall Local Plan acknowledges the problems that we experience at key junctions such as at Loggans Moor, St Erth, Carwin Rise and Foundry Square. We would also cite the Chenhalls Road junction off the B3301 and the new traffic lights at Asda. Turning off the B3302 towards Paradise Park can also be difficult.

The Cornwall Local Plan requires major development proposals to be accompanied by an effective travel plan that “*delivers hard and soft measures to support new occupants in adopting sustainable travel habits*” and “*provides safe and suitable access to the site for all people and not cause a significantly adverse impact on the local or strategic road network that cannot be managed or mitigated.*” The Cornwall Local Plan rightly promotes sustainable transport options. We share this objective. We hope that our policy TR1 will help bring about a significant change in travel habits for local people taking local journeys. However, we also recognise that Cornwall is likely to remain a very car-dependent county.

Our vision is to attract many more regular visitors to the town to use our businesses, facilities and enjoy our historic and natural environment. We therefore need to be very realistic about the use and impact of the car.

Our policy TR4 emphasises the need for major development proposals to recognise fully the prevailing traffic problems and be realistic about the likely levels of car ownership and car use by local people, where bus services are generally regarded as being inconvenient and the rail network inflexible. There are several problem junctions on the local road network that are often at saturation level and cannot cope with current levels of traffic at certain times of the day and week (several are listed above). Major development proposals must include measures that will ensure they do not exacerbate, and, if possible, will help improve, the problem.

The Community Consultation of 2016 showed that 93.3% of respondents were in favour of this policy.

### POLICY TR3 Traffic Impact

**Major development proposals should identify the realistic level of traffic they are likely to generate and should include assessments at peak times in the tourist season. They must assess the potential impact of this traffic on pedestrians, cyclists, road safety, parking and congestion within the area and include measures to mitigate any impacts.**

<sup>50</sup> Most recently summarised in Cornwall Site Allocations, DPD – Preferred Options Consultation, June 2016.



**Development that would give rise to severe residual cumulative impact on the transport network will be refused.**

## Policy Context

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 32 - *All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment*

NPPG paras. 001-008 Travel Plans, Transport Assessments and Statements in Decision-Taking

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 27 Transport and Accessibility

## Public Parking Areas

Hayle has a limited number of public car parks. Two of the car parks are provided primarily for the users of our major retail stores but also serve a wider visitor purpose and keep some parked cars off the highway. All our current car parks are considered vital for the economic wellbeing of Hayle. Our policy TR5 protects them and their capacity from development. The Community Consultation in 2015 showed that 95% of respondents wanted to see extensions and improvements to off-street parking arrangements.

Our policy TR5 is also supportive of the provision of additional off-road areas of public parking. Parking is difficult in the centre of Copperhouse for instance, particularly since Julian Foyes closed its car park to non-customers. The NPPF says that local authorities should seek to improve the quality of parking in town centres. This includes setting appropriate parking charges that do not undermine the vitality of town centres. The Town Council will be happy to work with others to provide additional public parking areas in appropriate locations.

The Community Consultation of 2016 showed that 97.3% of respondents were in favour of this policy.

### **POLICY TR4 Public Parking Areas**

**The following off-street public parking areas (shown on Map 13) are important assets to the local community and economy and are essential to the functionality of the town centres:**

- i) Foundry Square car park**
- ii) Commercial Road car park**
- iii) ASDA car park – South Quay**
- iv) Store car park – Copperhouse**

**Their use as public-access car parks should be safeguarded and their capacity maintained.**

**Development proposals to provide areas for off-street public parking will be supported where they:**

- i) provide parking spaces of a size and standard that meet relevant guidance as set out in the County Parking Standards, including an acceptable number of parking spaces for the disabled and dedicated coach parking spaces;
- ii) provide appropriate access, surfacing, drainage, lighting;
- iii) include appropriate landscaping to ensure the character and visual amenity of the area is not harmed; and
- iv) incorporate pedestrian links to nearby facilities.

## Policy Context

### National Planning Context

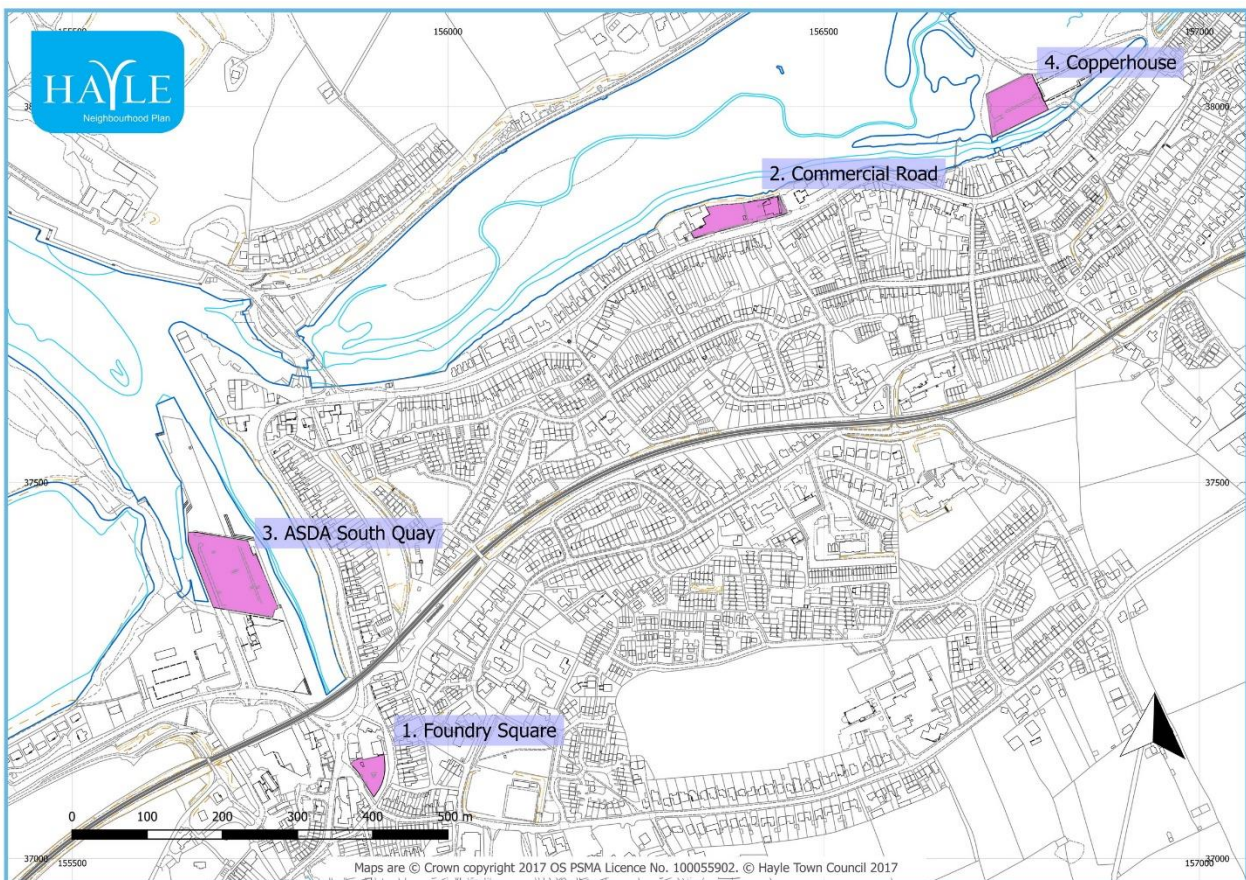
Our policy aligns with current national planning policies and guidance:

NPPF para. 40 - *seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles*

NPPG para. 001 Ensuring the Vitality of Town Centres

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 13 Development Standards



Map 13 Public Car Parking Areas

## 9. Community Wellbeing (CW)

### Introduction

- 9.1 We take pride in our local services and we are intent on ensuring that the quality and accessibility we enjoy at present evolves and expands to meet the growing needs of the resident community and visitors to our area.
- 9.2 In 2017, there are two primary schools in Hayle: Penpol County Primary and Bodriggy Academy. Both are full. Hayle Community School, ages 11-16, has capacity.
- 9.3 Hayle currently has one GP surgery and a specialist facility hospital. Bodriggy Surgery caters for over 10,000 residents from within the town (approx. 80%) and surrounding villages. The facility is considered to be undersized for its patient list, when compared to the premises' size guidance provided by the NHS.
- 9.4 The Cornwall Local Plan recognises that additional facilities and services will be required to meet an increasing population in the Hayle and St Ives community network area. Objective 3 of the Cornwall Local Plan relates to Community Infrastructure: *“Encourage investment in healthcare and GP coverage, education, neighbourhood centres, leisure facilities and open space provision and protect current levels of provision. Create better linkages between Hayle and its surrounding beaches, and improved and sustainable movement in St Ives.”*
- 9.5 As regards ‘Community Wellbeing,’ extensive community consultation has made clear that we should seek to *“sustain the vitality, health and safety of all groups of the community.”* To this end we have agreed the following aims are appropriate:
- Improve, promote and maintain recreation and leisure opportunities and adapt to changing needs;
  - Improve social integration and inclusion of all groups of the community;
  - Protect local services;
  - Ensure services and facilities grow and evolve to meet future needs and demands;
  - Consider what young people want.
- 9.6 These aims have been translated into the following neighbourhood planning objectives:
- Ensure all residents have opportunities to take part in leisure and recreation activities;
  - Encourage the development of facilities for young people based on their needs and aspirations;
  - Support the retention and development of local hospital, hospice and medical facilities and services;
  - Maintain and improve access to public buildings and open spaces;
  - Encourage development that improves safety and reduces the risk of crime.
- 9.7 The land-use policies that follow are intended to ensure that future development in the Hayle neighbourhood area helps to meet our objectives.
- 9.8 The focus of the Neighbourhood Plan is on the leisure and recreation activities available to local people. We do have three parks, a half-dozen playing fields, an outdoor swimming pool and a range of buildings, including church halls, which provide for indoor recreation activities. However, we have few facilities that are regarded as high quality or commensurate with what is required to encourage participation and excellence. The Community Survey of 2014 found only 28.4% of respondents were satisfied with the current leisure opportunities in the Hayle area.

## Community Facilities

The NPPF says we should deliver the social, recreational and cultural facilities and services the community needs. Part of that involves guarding against the unnecessary loss of valued facilities services. It includes a clear statement that existing open space, sports and recreational buildings and land, including playing fields, should not be developed unless it is very apparent that they are redundant. We have identified a number of local facilities that are important to community wellbeing. They comprise those local buildings that provide for community activities or the delivery of local services:

- Angarrack Village Hall - community meetings
- High Lanes Youth Club - teenage meeting space
- Ventonleague Chapel - community meetings
- St Elwyn's Church Hall - community meetings and sports
- Phillack Church Hall - community meetings and sports
- Band Room, St John's Street - music practice
- Scout Hut, Penpol - youth activities
- Salvation Army Hall - community meetings
- Bodriggy Family Centre - facilities for parents and children
- The Drill Hall, Hayle Terrace - youth activities
- Day Care Centre, Commercial Road - elderly care and social activities
- Hayle Library - community services and activities
- Passmore Edwards Institute - community meetings

The Community Consultation of 2016 showed that 93.5% of respondents were in favour of the principle of protecting the facilities we have and ensuring they continue to serve community needs.

### **POLICY CW1 Community Facilities**

**The leisure and recreation facilities listed below and shown on Map 14 are important to the local community and should be protected:**

- i) Angarrack Village Hall**
- ii) High Lanes Youth Club**
- iii) Ventonleague Chapel**
- iv) St Elwyn's Church Hall**
- v) Phillack Church Hall**
- vi) Band Room, St John's Street**
- vii) Scout Hut, Penpol**
- viii) Salvation Army Hall**
- ix) Bodriggy Family Centre**
- x) Drill Hall**
- xi) Day Care Centre, Commercial Road**
- xii) Hayle Library**



**xiii) Passmore Edwards Institute**

**Proposals for the redevelopment or change of use of these spaces and facilities in part or whole will only be supported where:**

- i) an assessment has been undertaken that clearly shows that the facility (and any ancillary buildings essential to its use) to be surplus to local or strategic need and demand; or**
- ii) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity, quality and community accessibility in a suitable location; or**
- iii) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss.**

**In all circumstances involving the change of use or possible loss of community facilities, prospective developers are encouraged to engage with the local community at the earliest opportunity.**

## **Policy Context**

**National Planning Context**

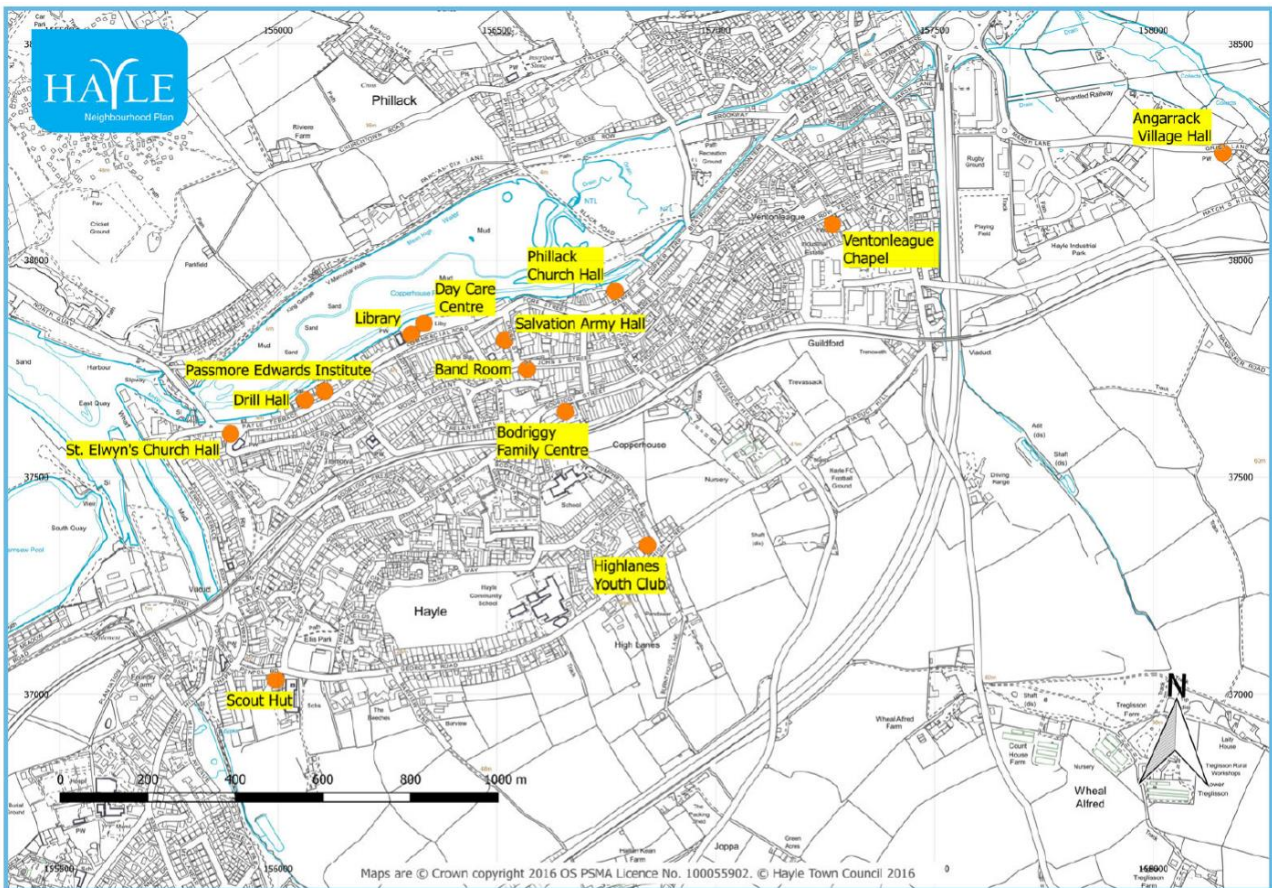
Our policy aligns with current national planning policies and guidance:

NPPF para. 70 - *guard against the unnecessary loss of valued facilities*

NPPG para. 002 Health and Wellbeing

**Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 4 Shopping, Services and Community Facilities



Map 14 Key Community Facilities

## Facilities for Young People

The NPPF stresses the need to plan positively for the provision and use of community space and facilities. Our interpretation of planning positively includes understanding the community's needs and demands for such space and facilities. For young people, we believe that involves consulting directly with those who will benefit from a development proposal.

The Hayle Youth Project has been exploring options for a permanent long-term base and now has a 30-year lease on their High-Lanes facility. Our policy is aimed at supporting them and other initiatives to provide facilities that are of the appropriate quality and scale to serve the needs of our young people and encourage them towards pursuing a full and fulfilling life.

The Community Consultation of 2016 showed that 97.2% of respondents were in favour of this policy.

### POLICY CW2 Facilities for Young People

Proposals for development that provide facilities for the benefit of young people will be supported where it is demonstrated that:

- i) the proposal is based on an up-to-date understanding of needs and demand for the proposed facility; and,
- ii) there would be no adverse impact on the amenity of nearby residential areas.

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 70 - *plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments*

NPPG para. 002 Health and Wellbeing

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 16 Health and Wellbeing

## New Recreation and Sports Facilities

The quantity and quality of our recreation and sports facilities is inadequate. The 2014 Open Space Strategy for Larger Towns<sup>51</sup> identified that Hayle was “84% lower than the average level of public sports provision.” It noted the considerable amount of private sports space at the time, but that few of the pitches were available for public use. With regard to play areas, “despite having one of the County’s most significant play areas at Hayle Recreation Ground, the level of equipped children’s play is 30% lower than the average of the towns studied.” The report concluded that Hayle needs, additionally, at least 19 sq. metres of public sport space and 1.5 sq. metres of equipped play space for every new dwelling.

The Community Survey of 2014 found only 28.4% of respondents were satisfied with the current leisure opportunities in the Hayle area. If anything, the situation is likely to worsen in the short term, with proposed changes at the Rugby Club, the Football Club and the Archery Club. There is also a possibility that part of the grounds of Hayle Community School could be lost.

Our policy CW3 is supportive of development proposals to provide new recreation and sports areas in accordance with the latest standards and guidelines. These guidelines according to the NPPF include “robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.”

Cornwall Local Plan confirms that Cornwall Council, alongside the Cornwall Sports Partnership and Sport England, has commenced work on producing a Playing Pitch Strategy for Cornwall to map existing provision and establish the demand for facilities, to ensure residents can enjoy access to high-quality playing pitches.

The Community Consultation of 2016 showed that 94.4% of respondents were in favour of this policy.

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<sup>51</sup> Open Space Strategy for Larger Towns in Cornwall, Recommendations for Future Provision Standards, Cornwall Council, July 2014.

### **POLICY CW3 New Recreation and Sports Facilities**

The provision of new or improved recreational and sports facilities will be supported in or on the edge of towns and villages provided that:

- i) the scale of the facility is related to the needs of the area; and
- ii) there is safe and convenient access for potential users.

### **Policy Context**

#### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 73 - *Access to high-quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.*

NPPG paras. 001-003 Open Space, Sports and Recreation Facilities

#### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 16 Health and Wellbeing

## 10. Heritage, Culture and the Built Environment (HB)

### Introduction

10.1 The heritage value of Hayle's historic buildings and artefacts is well-documented.<sup>52</sup> The Hayle Conservation Area has served to protect our historic areas from unnecessary and harmful change. For too long, however, we failed to recognise that they can have a vital role in regeneration. English Heritage used Hayle as one of its case study examples in 2007,<sup>53</sup> when it set out the several ways that heritage can contribute to many different aspects of a coastal town's identities, communities and economies.

- *Flexible buildings - historic buildings can meet contemporary market needs.*
- *Cultural tourism - the historic fabric has been used as the basis for developing cultural tourism.*
- *'Heritage cool' - the historic environment can provide the quality demanded by the emerging short-break market and its affluent customers.*
- *A home for the creative economy - there is a clear and distinct synergy between the historic environment and arts and cultural uses.*
- *Architectural distinctiveness - vernacular styles provide coastal towns with a unique appeal to visitors, residents and businesses.*

10.2 There is no doubt that Hayle has some nationally important (its industrial port) and even some internationally important sites (home of two of the largest 19<sup>th</sup>-century steam foundries). Since the millennium we have strived to recognise the value of our assets and find ways to use them in a positive and beneficial way. Hayle's heritage and townscape was the focus of a joint Townscape Heritage Initiative (THI) and Heritage Economic Regeneration Scheme (HERS) that was completed in June 2008. It comprised three main elements:

1. Harvey's Foundry Phase II
2. Streetscape
3. Historic Building Grants

10.3 We are proud to be recognised as an important element of the Cornwall and West Devon Mining Landscape World Heritage Site. We recognise and support the policies of the current Management Plan 2013-2018, which are reflected in our aims. The Town Council has adopted local planning policies to ensure that:

- there are no internally illuminated signs in the Conservation Area and World Heritage Site;
- Copperhouse Pool is protected from further development on its periphery and to restrict rebuilding or replacement so as to be no larger than the existing elevation or footprint; and
- there is support for the commercial redevelopment and use of Loggans Mill and adjacent land as part of an overall scheme to restore the historic building.

10.4 Regarding 'Heritage, Culture and the Built Environment', extensive community consultation has made clear that we should "*respect the town's historic and cultural legacy whilst promoting a modern, enterprising and forward-looking outlook.*" To this end, we have agreed the following aims are appropriate:

- Increase respect and local pride in where we live;
- Protect the area's status and heritage;
- Improve education and interpretation facilities; and

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<sup>52</sup> Hayle Historical Assessment Cornwall, A Report for English Heritage, Cornwall Archaeological Unit, Cahill, July 2000.

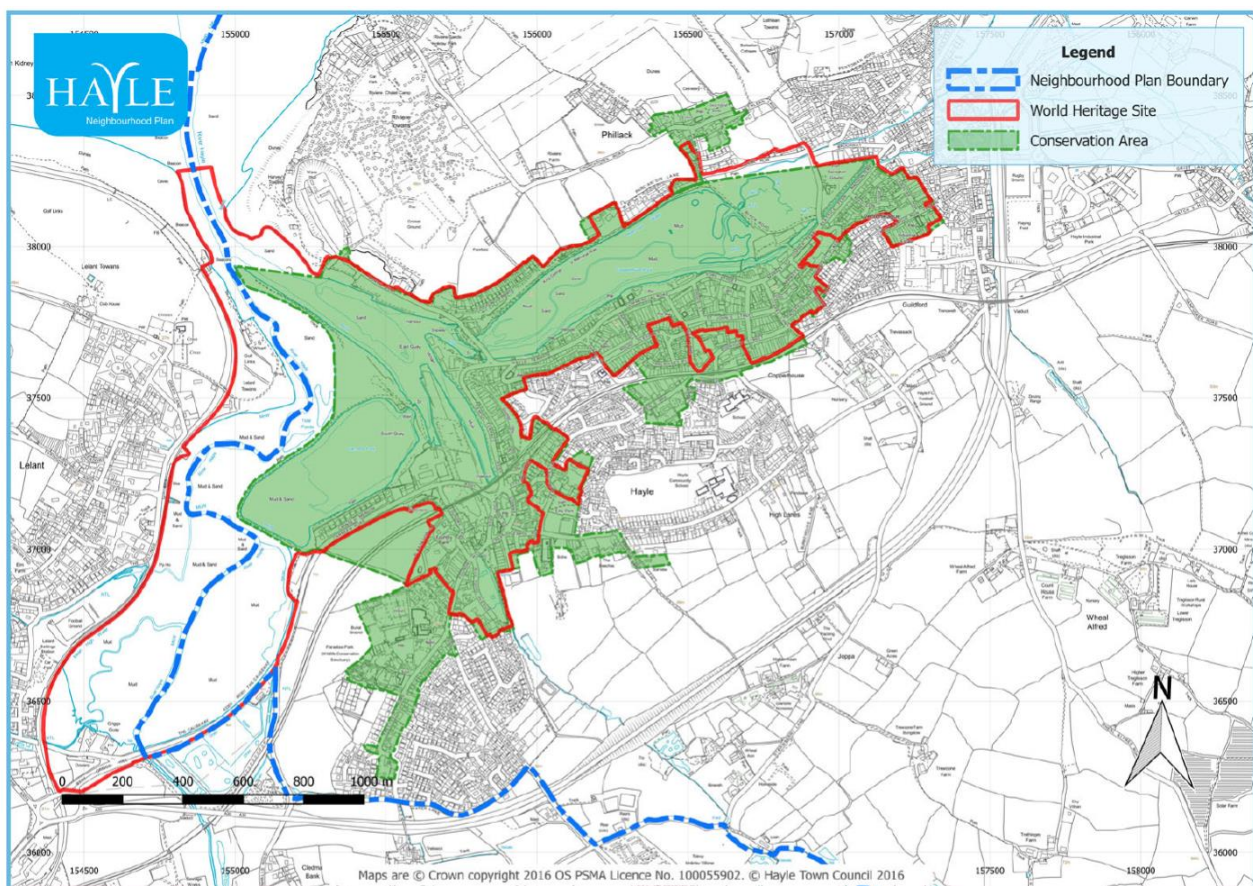
<sup>53</sup> An Asset and a Challenge: Heritage and Regeneration in Coastal Towns in England Final Report, English Heritage, Oct 2007.

- Encourage the growth in local arts and cultural activity.

10.5 These aims have been translated into the following neighbourhood planning objectives:

- Development should be sensitive to local context and contribute to protecting and enhancing all the area's heritage assets.
- Proposals that impact heritage assets, or their setting, shall only be accepted where the heritage has been assessed and understood using methods of best practice and where local people have been involved in the assessment process.
- The assessment and shared understanding of heritage assets shall be used to inform how to preserve heritage and mitigate against harmful impacts while enhancing and revealing heritage values.
- Developments within the World Heritage Site boundary shall not only protect, conserve and present the inscribed Outstanding Universal Value, but shall also be primarily focused on job creation, heritage and leisure.
- Development should acknowledge the needs of all local cultural groups and events.
- Protect and enhance the heritage values of Hayle's green infrastructure and ornamental landscapes, while public access shall be interlinked.
- Maintain and improve traditional shop fronts, while internally illuminated signs in heritage areas shall be resisted.

10.6 The land use policies that follow are intended to ensure that future development in the Hayle neighbourhood area helps meet our objectives.



Map 15 Conservation Area and World Heritage Site Boundaries

## Protection of Heritage Assets

### Explanation and Justification

The NPPF says that we should have a positive strategy for the conservation and enjoyment of the historic environment. The Port of Hayle is a part of the Cornwall and West Devon Mining Landscape World Heritage Site,<sup>54</sup> because *“this mining port and industrial ‘new town’ was also the region’s greatest steam engine manufacturing centre. The boundary has been drawn to capture the entire estuarine port setting (which contains an important maritime industrial infrastructure) and the historic core of Hayle town (including the remains of an internationally significant iron foundry). There are no mines inside the Area boundary but it is within 15km of the richest copper and tin mining hinterland of the Old World (A5, A6, & A3). Both the land and sea transport infrastructure needed in order to develop such a major industrial complex survives in a coherent form.”*

The NPPG provides considerable guidance on planning for a World Heritage Site. It starts from the basis that *“World Heritage Sites are designated heritage assets of the highest significance. Appropriate policies for the protection and sustainable use of World Heritage Sites, including enhancement where appropriate, should be included in relevant plans. These policies should take account of international and national requirements as well as specific local circumstances.”*

We are advised by the NPPG that we should protect the WHS from inappropriate development, enhance the WHS and its setting where appropriate, whilst *“striking a balance between the needs of conservation, biodiversity, access, the interests of the local community, the public benefits of a development and the sustainable economic use of the World Heritage Site.”*

As a stakeholder of the WHS and a supporter of the approach set out in its Management Plan, which seeks to set a proactive approach, we accept our share of the responsibility for achieving its mission, aims and policies.

The WHS aims for the next 20 years and beyond include:

- To protect, conserve and enhance the historical authenticity, integrity and historic character of
- the Site for current and future generations;
- To promote opportunities within the Site for heritage-led regeneration;
- To communicate the distinctiveness of Cornish mining culture and identity;
- To promote public access to sites, collections and information;
- To promote educational use of the Site;
- To optimise the contribution of the Site to the local economy.

A large part of the WHS is protected by the policies applicable to the Hayle Conservation Area. The listed buildings of the area have their own statutory protection. Our policy HB1 extends the principle of protection and positive enhancement across the whole of the WHS within our area (see Map 17 for the boundaries of the conservation Area and the WHS).

We expect all applications for development within the WHS to pay due regard to the current version of the WHS Management Plan and the WHS Supplementary Planning Document.

The Community Consultation of 2016 showed that 96.4% of respondents were in favour of this policy.

<sup>54</sup> Cornwall and West Devon Mining Landscape World Heritage Site, Management Plan, 2013-2018.

## **POLICY HB1 Protection of Heritage Assets**

Development proposals within the World Heritage Site must demonstrate by reference to the appropriate current guidance and policy documents that:

- i) they have understood the significance of heritage assets and their settings;
- ii) they have assessed the potential impact of the proposal on Hayle's heritage assets;
- iii) the proposal is appropriate in terms of size, height, density and scale; and
- iv) the proposal adequately protects, conserves and enhances the inscribed Outstanding Universal Value.

New development or redevelopment that is likely to lead to substantial harm to or total loss of significance of a designated heritage asset will be refused unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- i) the nature of the heritage asset prevents all reasonable uses of the site; and
- ii) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- iii) conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- iv) the harm or loss is outweighed by the benefit of bringing the site back into use.

Proposals for development or redevelopment that are within the setting of heritage assets which enhance or highlight the significance of the asset will be supported in principle, subject to other development plan policies and material considerations.

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 126 - *recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance*

NPPG paras. 028-037 Further Guidance on World Heritage Sites

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 24 Historic Environment

**Cornwall and West Devon Mining Landscape World Heritage Site Management Plan 2013-2018 and its successors.**

Cornwall and West Devon Mining Landscape World Heritage Site Supplementary Planning Document 2016 and its successors.



## Traditional Shop Fronts

The shop is an important facet of Hayle's history and heritage. The development of workers' houses by the two major foundries in the 19<sup>th</sup> century often included shops for the workers. Copperhouse in particular *"has a good sequence of 19<sup>th</sup>-century shopfronts which form an important element of its character. There are many fine surviving shopfronts. Some are certainly early 19<sup>th</sup> century, particularly those on the south side of Fore Street . . . . Later 19<sup>th</sup>-century examples are associated with the new developments on the north side of Fore Street and the rebuilding of earlier buildings on the south side."*<sup>55</sup>

The history and development of shops in the Foundry area is even more interesting, given the control exercised over local commerce and commercial development by Harvey's. The shops that did eventually develop outside of Harvey's domain in Chapel Terrace and Penpol were in properties that *"were originally all domestic, which explains why all the shops are built out into the former front gardens of the houses."*<sup>63</sup>

Traditional shop fronts add much to the character of the area. The Heritage and Character Study carried out in 2016 confirmed that in both Foundry and Copperhouse *"future development should retain and enhance original shop fronts. Shops on Penpol Terrace are independent and therefore locally distinctive and provide strong active frontage to the street. Copperhouse remains the retail centre in Hayle with a sequence of 19<sup>th</sup>-century shop fronts which form an important element of its character."*<sup>56</sup> It warns us that *"the active frontage and variety of independent shops is locally distinctive and susceptible to change due to pressure from larger chains entering the town."*<sup>65</sup>

Several of Hayle's shopfronts are listed and therefore protected from neglect, inappropriate alteration, extension or demolition by the Planning (Listed Buildings and Conservation Areas) Act 1990. Several others, however, are not formally listed.

Cornwall Council has prepared a 'Shopfront Design Guide' and Hayle Town Council has added an Appendix for Hayle. These provide important guidance for any development involving a shopfront within the Conservation Area or World Heritage Site.

Our policy recognises the significance of all traditional shop fronts in the area and protects them from unnecessary change. We are also supportive of development that restores traditional shopfronts where they have been lost or damaged. The Community Consultation of 2016 showed that 98.1% of respondents were in favour of this policy.

### POLICY HB2 Traditional Shopfronts

**The restoration of traditional shopfronts where they have previously been removed, altered or damaged will be supported.**

**Proposals for development of, and alteration to, traditional shopfronts will only be supported where there is no adverse impact on, and they are sympathetic and in keeping with, the character of the frontage and built form of their setting.**

**Proposals affecting traditional shopfronts must show that they conform to the Cornwall Council Shopfront Design Guide and to Appendix 3: Hayle.**

<sup>55</sup> Hayle Historical Assessment Cornwall, Cornwall Archaeological Unit, Cahill, July 2000.

<sup>56</sup> Hayle Heritage and Character Assessment, AECOM, May 2016.

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 126 - *opportunities to draw on the contribution made by the historic environment to the character of a place*

NPPG para. 007 Plan Making: Historic Environment

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 12 Design

Cornwall Council Shopfront Design Guide

Cornwall Council Shopfront Design Guide, Appendix 3: Hayle

## Signs, Advertising and Illumination

As a qualifying body with the right to set planning policies for a World Heritage Site, we take our responsibility very seriously. We seek to adhere to the policies in the current WHS Management Plan,<sup>57</sup> which includes obligations under Policy P3, of the Management Plan, to ensure that new development protects, conserves and enhances the World Heritage Site and its setting, and under its Policy C7 to maintain the historic character and distinctiveness of the Cornwall and West Devon mining landscape.

Hayle Town Council is strongly against illuminated signs in the Conservation Area and World Heritage Site. It successfully opposed internally illuminated signs at Gratton's Garage and proposals by Asda in 2014 to have illuminated signs on its new harbour-side superstore. Regarding the Asda application, the store is situated in a sensitive conservation area and, more importantly, within a World Heritage Site. The proposed signs were over-large and internally illuminated and considered, therefore, to be inappropriate. Hayle has thus been able to retain its World Heritage Status, despite the incongruity of some recent developments. The Town Council feels that not acting to prevent illuminated signs and advertising sites could jeopardise the town's WHS status.

The Community Consultation of 2016 showed that 97.3% of respondents were in favour of this policy.

### POLICY HB3 Signs, Advertising and Illuminations

**Development proposals within or affecting the Conservation Area or the World Heritage Site shall not include:**

- i) advertising or other signs that are internally illuminated; and**
- ii) external illumination of buildings or signs that impact adversely on the heritage areas.**

## Policy Context

### National Planning Context

Our policy aligns with current national planning policies and guidance:

<sup>57</sup> Cornwall and West Devon Mining Landscape World Heritage Site, Management Plan, 2013-2018



NPPF para. 67 - *Poorly placed advertisements can have a negative impact on the appearance of the built and natural environment.*

NPPG para. 032 Further Guidance on World Heritage Sites

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 24 Historic Environment

## **Loggans Mill Protection Zone**

Protecting and enhancing the historic environment is an important component of the NPPF's drive to achieve sustainable development. The appropriate conservation of heritage assets forms one of the 'Core Planning Principles' that underpin the planning system. The NPPG advises that *"a clear understanding of the significance of a heritage asset and its setting is necessary to develop proposals which avoid or minimise harm."*

The heritage value of Loggans Mill is well understood. It is the largest listed structure in Cornwall. There is a long history of milling at Loggans Mill. A mill was first recorded here in 1684. The site may have been used for milling from as early as the 11th century. The present mill, a Grade II listed building, dates from 1852 and is very rare in Cornwall in terms of both its size and character and the type of the milling operation that it represents.

Loggans Mill is owned by Cornwall Council. It was stated in the Hayle Historical Assessment Cornwall's report of 2000 that *"the mill is perhaps the most important industrial site in Hayle, which is not located within the three key settlement areas. The disused corn mill is a major monument in Hayle, dominating the eastern approach to the town."* It has long been derelict and unused and is on the 'Buildings at Risk' list.<sup>58</sup> It has been the subject of a number of abortive restoration and redevelopment schemes that failed largely because of the lack of public funding. The Town Council has a policy to *"support the commercial redevelopment and use of Loggans Mill and adjacent land as part of an overall scheme to restore the historic building"*.

A majority of the community remains supportive of the ambition to protect Loggans Mill and bring it back into positive use; not least because of the continuing negative impression it gives to all who pass by on the A30 and what it currently symbolises at this important gateway to the town. The Community Consultation of 2016 showed that 79.6% of respondents were in favour of this policy. Many of the respondents that said "no" to the draft policy were expressing a frustration that schemes had failed to materialise in the past. The mill has been girded with scaffolding since 2006.

A protection area has been defined for Loggans Mill that takes account of the position of the leat and the flood plain.

Our policy supports enabling development in the area defined on Map 16, which will lead to an appropriate refurbishment and re-use of Loggans Mill.

### **POLICY HB4 Loggans Mill Protection Zone**

**Proposals for development within the Loggans Mill Protection Area shown on Map 16 will be supported where they contribute to the sustainable development of the asset by:**

- i) improving access to the mill building;**

<sup>58</sup> [www.savebritainsheritage.org/bar/Name/asc/173](http://www.savebritainsheritage.org/bar/Name/asc/173)

- ii) preserving the setting of the buildings and ancillary features;
- iii) providing an appropriate reuse of the buildings to secure its future and contribute to the preservation of the mill through works necessary to preserve the structure; and
- iv) avoiding areas of flood risk and reducing the risk of flooding.

## Policy Context

### National Planning Context

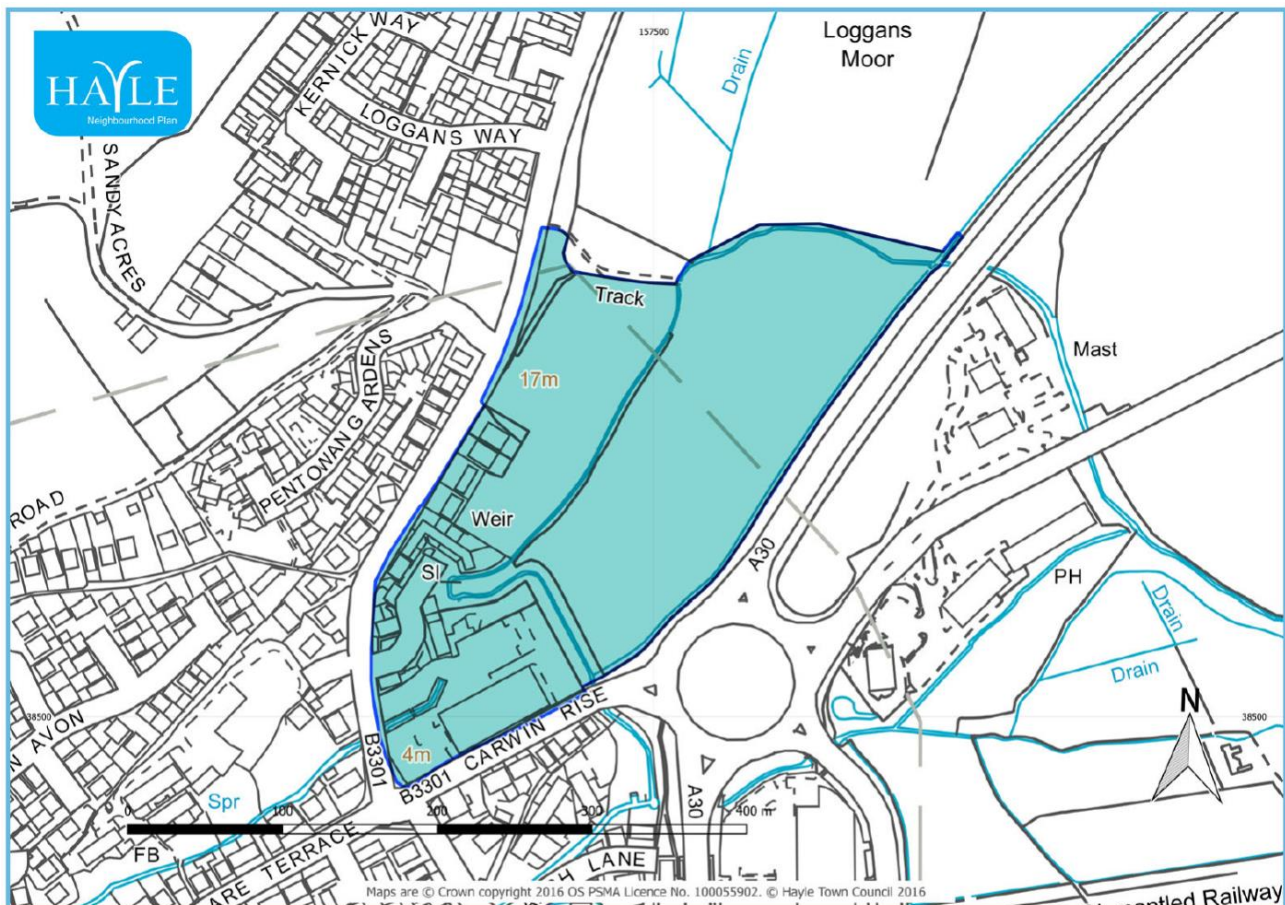
Our policy aligns with current national planning policies and guidance:

NPPF para. 137 - *look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance*

NPPG paras. 008-020 Decision-taking: Historic Environment

### Cornwall Council Local Plan

Our policy relates to: Local Plan Policy 24 Historic Environment



Map 16 Loggans Mill Protection Zone

## 11. Sustainable Tourism (ST)

### Introduction

11.1 [‘Visit Cornwall’](#) sells Hayle as a tourism destination in the following way (summarised and updated):

#### **Discover Hayle**

Hayle surrounds a beautiful estuary on the edge of St Ives Bay in West Cornwall. Archaeological excavations of Greek and Roman pottery suggest it was an important trading port for tin thousands of years ago and during the industrial revolution copper smelting flourished in the town, the importance of which saw the town’s harbour and townscape being granted World Heritage Site status in 2006.

To the west lie 3 miles of golden sands and, with a constant breeze off the Atlantic, the area is well-known for its surfing and wind sailing. Hayle’s wide estuary, managed by the RSPB and the UK’s most south westerly, is an important stopping off point for migratory birds.

#### **Reasons to visit Hayle**

- Fantastic countryside walks
- 3 miles of golden sand – Hayle Towans, Black Cliff, Mexico Towans, Peter's Point
- Perfect spot for water sports for all abilities including surfing, snorkelling, diving and sailing
- Close to many of Cornwall’s famous attractions including Paradise Park, Tate St Ives and St Michael's Mount in Marazion
- Steeped in history

#### **Things to do in Hayle**

- Visit Hayle’s Heritage Centre, situated in Foundry Square, where you can learn about Hayle’s past and become absorbed in tales told by true Hayle residents about life long ago in the town;
- The Hayle Estuary Reserve incorporates Copperhouse Pool, built in 1788, which is bordered by the subtropical King George V Memorial Walk. See the astonishing display of flowers and plants;
- Try a traditional Cornish pasty from Philips Famous Pasty shop;
- The three-mile-long beach is a surfer’s paradise;
- Walk around Hayle and discover more about its heritage by downloading a ‘town trail’;
- Paradise Park and Jungle Barn has been entertaining families for decades and is home to over 650 birds. (At the Fun Farm kids can interact with donkeys, goats, rabbits and guinea pigs. The undercover play area at Jungle Barn is ideal for rainy days.);
- Hayle Estuary is a protected reserve managed by the RSPB and attracts birds and twitchers from far and wide. Visit the RSPB hide at Ryan’s Field.

11.2 We appreciate the many benefits that tourism and visitors brings to our area and have recognised for some time the deficiencies in the ‘offer’ we make. The Hayle Area Plan<sup>59</sup> in 2006 described how local people saw Hayle and its tourism offer:

- an over-reliance on seasonal tourism employment;
- not getting the maximum economic benefit from tourism;
- inadequate access to the beaches and the facilities provided for visitors (and residents);
- no wet-weather offer or suitable range of leisure amenities;
- does not do enough to celebrate, protect and promote the natural and heritage assets;

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<sup>59</sup> Hayle Area Plan 2005-2025, Revitalise Hayle Coast and Country, Market and Coastal Towns Initiative for the Hayle Area, Aug 2006.

- accommodation on offer is limited.

11.3 The overall conclusion at the time, and one we still subscribe to, is that tourism should work to preserve and protect our environment, not be allowed to change or damage the very assets that attract tourists and are enjoyed by residents, i.e. tourism development must necessarily provide sustainable solutions for the future.

11.4 As regards ‘Sustainable Tourism,’ extensive community consultation has reaffirmed that we should *“support tourism growth if it benefits the economy of the area and does not harm our sensitive environment.”* To this end, we have agreed the following aims are appropriate:

- Realise Hayle’s tourism potential where it brings net benefits to the local area and community; and
- Encourage appropriate and sustainable tourism development.

11.5 These aims have been translated into the following neighbourhood planning objectives:

- Welcome developments that extend or broaden the area’s tourism offer where they do not compromise the area’s environmental quality or built character;
- Encourage year-round tourism activity especially where it helps provide good-quality, full-time jobs;
- Support proposals for good-quality hotels with conference and exhibition facilities where demand is demonstrated;
- Resist the development of new tourist accommodation and facilities that are unlikely to benefit the town’s economy;
- Promote the development of tourism that relates to, and benefits, the World Heritage Site;
- Support accommodation for eco-tourism and environmental education activities;
- Support developments that enable and facilitate vehicle-free tourism;
- Encourage the provision of facilities that promote and support outdoor pursuits such as surfing, walking, canoeing, etc.

11.6 The land-use policies that follow are intended to ensure that future development in the Hayle neighbourhood area helps meet our objectives.

## Tourism Development

We are supportive of tourism growth if it benefits the economy of the area and does not harm our sensitive environment. We reap many benefits from tourism. Our priority now is to encourage year-round facilities that provide jobs that are not seasonal.

We would welcome development proposals for new, good-quality hotels, especially if they include conference and exhibition facilities. We will be supportive of ‘eco-tourism’<sup>60</sup> initiatives that help re-brand Hayle as a visitor destination. The Community Consultation of 2015 showed that 97.2% of respondents were in favour of encouraging the growth of eco-tourism.

Our policy ST1 reflects our belief that tourism development should do everything it can to enhance, and do nothing to impair, the appreciation and enjoyment of our natural and historic environments.

<sup>60</sup> Eco-tourism is defined as responsible travel to natural areas that conserves the environment, sustains the well-being of the local people, and involves interpretation and education (International Ecotourism Society, 2015).



## **POLICY ST1 Tourism Development**

**Proposals for tourism-related development that extends or broadens or in other ways enhances the neighbourhood area's tourism 'offer' will be supported where they demonstrate they will:**

- i) benefit the local economy;**
- ii) not adversely affect local infrastructure;**
- iii) not have an adverse impact on the character of the area but rather will enhance its location and setting;**
- iv) not harm residential amenity; and**
- v) not adversely impact upon road safety.**

**Development proposals will be considered according to their compliance with the above criteria and subject to appropriate mitigation measures which address any negative impacts.**

**Proposals for the development of accommodation that relates directly to, and caters for, the needs of eco-tourism and environmental education activities will be particularly welcomed.**

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

*NPPF para. 28 - support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside*

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 5 Business and Tourism

## **Camping and Caravan Sites**

The provision of additional camping areas through the extension of existing sites or new sites should conform to the sustainability criteria of our policy ST1. We would expect development proposals to confirm they will provide good-quality, year-round jobs and contribute to protecting the environment. To avoid causing harm to the character of the area in which it is sited, the layout of new areas of camping and caravan sites will be required to avoid a rigid pattern that would not be in keeping with the surroundings. The type of unit accommodated on site will be constrained by the width of the approach roads.

On touring sites, a seasonal period of use should also be imposed unless there would be no harm to the character or amenity of the countryside.

The Community Consultation of 2016 showed that 89.9% of respondents were in favour of this policy.

## **POLICY ST2 Camping and Caravan Sites**

**Development of new sites or the extension or intensification of existing sites for caravans and tents, including static or other year-round stationed units, will be supported only where there would be no harm to the character of the countryside and the site is capable of being effectively screened by landform, trees or planting.**

**Ancillary facilities to serve persons staying on the site and/or visitors must be on or immediately adjacent to the site in existing buildings or new buildings which are of a form, bulk and general design in keeping with their surroundings.**

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 114 - *maintain the character of the undeveloped coast, protecting and enhancing its distinctive landscapes*

NPPG para. 006 Landscape

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 23 Natural Environment



## 12. Exceptional Development Proposals (EX)

- 12.1 Cornwall has seen several high-profile developments take place over the past 20 years. Some of them have had a hugely beneficial impact on the prosperity and sustainability of the local area. It may be that such a development opportunity or proposal may present itself to the community of Hayle.
- 12.2 We should be open to such an exceptional development proposal that would demonstrably raise the profile of Hayle regionally or nationally, would make a substantial contribution to the economic, employment, social, cultural and other key objectives of the town, and would enhance Hayle's distinctive identity.
- 12.3 Before we would be willing to consider supporting such a development the promoter would need to demonstrate, through detailed analysis, that options have been considered that do not breach neighbourhood plan policies, and that pre-application engagement has taken place with stakeholders and the public to evaluate the options, including independent opinion surveys based on well-informed samples to assess public support for the original and next best option.

### Exceptional Non-residential Development Sites

In the early 19th century, Hayle was a major mining port and steam engine manufacturing centre.

Hayle has a past to be proud of. It is on display at the Hayle Heritage and Cultural Centre. It is validated by the designation of the Port of Hayle as a World Heritage Site. It is reflected in the aims, objectives and policies of the Hayle Neighbourhood Plan.

Our pride in what the town was, is equalled by our determination that it should have a proud and prosperous future.

As a Town Council, we are determined to carry forward the pioneering and entrepreneurial spirit of our predecessors. This approach has already secured major investment to establish Hayle as the world's largest test site for wave energy via the Wave Hub marine renewable infrastructure project. We still have high expectations that Hayle's economy and population will be a significant beneficiary from the emergence of an entire new industry building on the South West's traditional strengths of maritime and engineering expertise.

We shall continue to encourage ethical investment and sustainable development. Our policy EX1 is aimed at facilitating development that is exceptional in terms of the positive impact it would have on the profile and fortunes of the Hayle area and the well-being of its inhabitants. Moreover, to meet the criteria of our policy EX1, we would expect the development itself to tend towards the iconic in appearance and in sustainability.

Our policy EX1 is consistent with the Local Plan Policy 2, which welcomes development that improves conditions for business and investment in Cornwall, in particular by *"the regeneration of Hayle, focusing mainly on the harbour area and the development of the wave hub and associated employment development."*

The Community Consultation of 2016 showed that 89.8% of respondents were in favour of this policy.

## **POLICY EX1 Exceptional Non-residential Development Sites**

**Development proposals for B1, A2, D1, D2 and *sui generis*<sup>61</sup> uses in the countryside will only be supported in exceptional circumstances where:**

- i) the proposed development demands a countryside location;**
- ii) other locations within the built-up area boundary or on its edge are not appropriate for the proposed use; and,**
- iii) the proposal is outside of statutory environmental, ecological and geological designations. Proposals preferably will be on a brownfield site.**

**For proposals to be considered exceptional, they should demonstrate, through a Planning Statement and Business Plan, that:**

- i) there is a local need and long-term market demand for the proposed development;**
- ii) it would make a substantial contribution to the economic, employment, social, cultural and other key objectives of the town;**
- iii) it would enhance Hayle’s distinctive identity;**
- iv) it would demonstrably raise the profile of Hayle regionally or nationally;**
- v) evaluates siting options;**
- vi) mitigation measures will be put in place to offset the loss of the natural environment, landscape and ecology arising from development of the site; and**
- vii) the benefits for the community arising from the proposal outweigh the loss of the site and its setting.**

**Proposals should be accompanied by:**

- i) a Travel Plan that minimises the impact of increased traffic on the local road network and seeks to enhance sustainable travel options for employees and visitors; and**
- ii) where appropriate, a Statement of Community Consultation detailing how the communities of the neighbourhood area have been consulted on the exact nature of the development proposal.**

## **Policy Context**

### **National Planning Context**

Our policy aligns with current national planning policies and guidance:

NPPF para. 116 - *exceptional circumstances and where it can be demonstrated they are in the public interest*

### **Cornwall Council Local Plan**

Our policy relates to: Local Plan Policy 2 Spatial Strategy

<sup>61</sup> 2015 Use Classes: B1 = Business (offices and light industry); A2 = Financial and Professional Services; D1 = Non-residential institutions; D2 = Assembly and Leisure. “Sui Generis” is a term that refers to a use in a class of its own. Any use not falling within a specific class within the Use Classes Order falls within this category.



## 13. Plan Monitoring and Review

- 13.1 There is no statutory requirement for the impact of the Neighbourhood Plan and its policies to be monitored.
- 13.2 Hayle Town Council will periodically monitor the impact of policies on change in the neighbourhood area by considering the policies' effectiveness in the planning application decision-making process. We will do this by referring to this Plan when reviewing planning applications. The Town Council will keep a record of the application, any applicable policies, and comments from the Town Council together with the eventual outcome of the application.
- 13.3 A full or partial review of this Plan may be triggered by changes to legislation, changes to national or county-wide planning policies, or significant planning issues being raised by the local community that cannot be dealt with effectively by a combination of national, district and/or existing neighbourhood plan policies. Five years from the date the Plan is made, we will consider the need and value in undertaking some form of Review.



## 14. Glossary of Terms

The following terms are used in the Hayle Neighbourhood Plan or referenced documents:

### **Affordable Housing**

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.

### **Biodiversity**

Used to describe the whole variety of life on Earth. It includes not only all species of plants and animals but also their complex ecosystems, and ranges from species and habitats that are considered commonplace to those considered critically endangered.

### **Biodiversity Action Plan (BAP)**

For the protection and sustainable use of biodiversity.

### **Building Regulations**

Part of the Building Act 1984 and are the standards to be complied with for all buildings.

### **Community Infrastructure Levy (CIL)**

Allows local authorities to raise funds from owners or developers of land undertaking new building projects in their area.

### **Community Network Area**

One of 19 areas defined by Cornwall Council to help it identify local priorities and deliver local services.

### **Conservation Area**

An area of special architectural or historic interest, designated under the Planning (Listed Buildings & Conservation Areas) Act 1991, whose character and appearance are desirable to preserve and enhance. There are special rules on some development in conservation areas.

### **Convergence Fund**

European funding aimed at speeding up economic development in Cornwall.

### **Curtilage**

The area normally within the boundaries of a property surrounding the main building and used in connection with it.

### **Development Plan Document (DPD)**

The name given to some of the documents that make up a Local Development Framework. Examples include the Core Strategy, Site Specific Allocations, and Development Management Policies.

### **Economically Active**

Persons in work or actively seeking work.

### **Flood Risk Assessment**

An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

### **Full Time Equivalent (FTE)**

One FTE is equivalent to one employee working full-time. For example, 4 people working in June, July and August is equivalent to one person working all year (1 FTE).

### **General Permitted Development Order (GPDO)**

The Town and Country Planning GPDO 1995 provides permitted development rights for a specified range of development, meaning that those activities do not require an application for planning permission. However, agricultural buildings and certain telecommunications equipment covered by permitted development rights are also subject to a prior approval procedure.

### **Green Infrastructure**

A network of multifunctional green space, urban and rural, which is capable of delivering a wide range of environmental and quality-of-life benefits for local communities.

### **Gross Domestic Product**



A basic measure of a country's overall economic health.

#### **Habitats Regulations Assessment (HRA)**

Tests the impacts of a proposal on nature conservation sites of European importance and is a requirement under 2010 Habitats Regulations.

#### **Infrastructure**

Services within a given area that are essential for its functioning, such as roads, water, bridges, electricity etc.

#### **Landscape Character Area (LCA)**

Single unique areas that are the discrete geographical area of a particular landscape type.

#### **Local Gaps**

Local Gaps are spatial planning tools designed to shape the pattern of settlements. The use of Local Gaps has prevented coalescence between urban areas and villages thus allowing for a clear visual and physical break in the built environment. They enable settlements to retain their separate identity and local distinctiveness and thus prevent the characteristics associated with urban sprawl from occurring.

#### **Local Green Space**

Local Green Space designation is a way to provide special protection against development for green areas of particular importance to local communities.

#### **Local Plan**

A portfolio or folder of documents (Development Plan Documents [DPDs] and Supplementary Planning Documents [SPDs]) that set out the planning strategy for a local planning authority area.

#### **Local Planning Authority (LPA)**

The public body whose duty is to carry out specific planning functions for a particular area. All references to local planning authority apply in this Plan to Cornwall Council.

#### **NPPF – National Planning Policy Framework**

Sets out the Government's planning policies for England and how these are expected to be applied. The Government's requirements for the planning system are only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of communities.

#### **NPPG – National Planning Practice Guidance**

A web-based resource that brings together planning guidance on various topics into one place. It was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars that had previously given guidance on many aspects of planning.

#### **Neighbourhood Plan**

A plan prepared by a Town and/or Parish Councils or a Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

#### **Permitted Development Rights (PDR)**

The planning terms that detail what different land users can do to their buildings and or land without the requirement for planning permission.

#### **Primary and Secondary Frontages**

Primary frontages are likely to include a high proportion of retail uses that may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for diverse uses such as restaurants, cinemas and businesses.

#### **Section 106**

The section of the Town and Country Planning Act 1990 that provided for the creation of planning obligations, now replaced by Section 46 of the 2004 act. Section 106 agreements allow local authorities to ensure that developers provide the infrastructure needed to support new developments.

**SHLAA – Strategic Land Availability Assessment**

An important technical study that forms part of the Development Plan evidence base. It is required so that the LPA can identify sufficient land to provide for a continuous delivery of housing for at least 15 years.

**SHMA – Strategic Housing Market Assessment**

A study of the way the housing market works in any particular area. It looks into the type of households living in the area, where they work and what sort of housing they live in. It attempts to estimate future housing needs across the area, broken down by tenure and size of housing.

**Shoreline Management Plan**

Provides a large-scale assessment of the risk to people and to the developed, historic and natural environment associated with coastal processes.

**Site of Special Scientific Interest (SSSI)**

The country's very best wildlife and geographical sites, designated under the Wildlife and Countryside Act 1981 (as amended) by Natural England. They include some of the UK's most spectacular and beautiful habitats.

**Social Housing**

Housing that has been provided or funded by the state and not-for-profit companies, either for rent or shared ownership.

**Special Area of Conservation (SAC)**

Areas that have special protection under the European Union's Habitat Directive. They provide increased protection to a variety of wild animals, plants and habitats.

**Strategic Environmental Assessment (SEA)**

A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) that requires the formal environmental assessment of certain plans and programmes likely to have significant effects on the environment.

**Supplementary Planning Document (SPD)**

Documents that add further detail to the policies in the Local Plan. These can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

**Sustainability Appraisal (SA)**

The consideration of policies and proposals to assess their impact on sustainable development objectives.

**Sustainable Development**

The National Planning Policy Framework defines it as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. It is central to the economic, environmental and social success of the country and is the core principle underpinning planning. Simply stated, the principle recognises the importance of ensuring that all people should be able to satisfy their basic needs and enjoy a better quality of life, both now and in the future.

**Townscape Heritage Initiative (THI)**

An initiative funded by the Heritage Lottery Scheme, which provides funding for projects that renovate or improve Conservation Areas of social and cultural importance.

**Transport Impact Assessment**

Requested in the planning application process when it is seen that a development proposal would have a negative effect on the existing transport infrastructure. The assessment would be used to indicate the type of effect and the location and how it is proposed to mitigate this effect.

**Tree Preservation Order (TPO)**

A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a tree preservation order may not normally be topped, lopped or felled without the consent of the local planning authority.

**Use Classes**

The Town and Country Planning (Use Classes) Order 1987 put uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.

**World Heritage Site**

Listed by UNESCO as areas of cultural or natural value considered to be of outstanding universal value that deserve protection for the benefit of the community.