England Coast Path Stretch: Cremyll to Kingswear



Report CKW 4: Yealm Estuary to Mothecombe Beach

Part 4.1: Introduction

Start Point:	Yealm Estuary (Grid reference SX 5407 4783)
End Point:	Mothecombe Beach (Grid reference SX 6095 4731)
Relevant Maps:	CKW 4a to CKW 4f

- 4.1.1 This is one of a series of linked but legally separate reports published by Natural England under section 51 of the National Parks and Access to the Countryside Act 1949, which make proposals to the Secretary of State for improved public access along and to this stretch of coast between Cremyll and Kingswear.
- 4.1.2 This report covers length CKW 4 of the stretch, which is the coast between the Yealm Estuary and Mothecombe Beach. It makes free-standing statutory proposals for this part of the stretch, and seeks approval for them by the Secretary of State in their own right under section 52 of the National Parks and Access to the Countryside Act 1949.
- 4.1.3 The report explains how we propose to implement the England Coast Path ("the trail") on this part of the stretch, and details the likely consequences in terms of the wider 'Coastal Margin' that will be created if our proposals are approved by the Secretary of State. Our report also sets out:
 - any proposals we think are necessary for restricting or excluding coastal access rights to address particular issues, in line with the powers in the legislation; and
 - any proposed powers for the trail to be capable of being relocated on particular sections ("roll-back"), if this proves necessary in the future because of coastal change.
- 4.1.4 There is also a single Overview document for the whole of this stretch of coast, explaining common principles and background. This and the other individual reports relating to the stretch should be read in conjunction with the Overview. The Overview explains, among other things, how we have considered any potential environmental impacts of improving public access to this part of the coast, and this report, and other separately published assessments we refer to, then provides more detail on these aspects where appropriate.

Part 4.2: Proposals Narrative

The trail:

- 4.2.1 Follows existing walked routes, including public rights of way along this length.
- 4.2.2 Generally follows the coastline quite closely and maintains good views of the sea.
- 4.2.3 Follows the route of the existing South West Coast Path (SWCP), as currently walked and managed, for the entire length of this report between the Yealm Estuary and Mothecombe Beach. See maps CKW 4a to CKW 4f and table 4.3.1 below for more details.

The South West Coast Path

4.2.4 We propose to adopt the walked line of the South West Coast Path along all of the coast covered by this report. However, there are places where the walked line differs slightly from the route originally approved by the Secretary of State, as the path has evolved over time to cope with coastal erosion and other processes. As explained at part 6a of the Overview, assuming these proposals are approved, we intend to use a separate variation report to the Secretary of State to change the route of the existing national trail to reflect the approved line of the England Coast Path insofar as the two are different.

Protection of the environment:

In this part of the report, we explain how we have taken account of environmental protection objectives in developing our proposals for improved coastal access.

- 4.2.5 The following designated sites affect this length of coast:
 - Plymouth Sound and Estuaries Special Area of Conservation (SAC)
 - Start Point to Plymouth Sound & Eddystone Special Area of Conservation (SAC)
 - Yealm Estuary Site of Special Scientific Interest (SSSI)
 - Blackstone Point Site of Special Scientific Interest (SSSI)
 - Erme Estuary Marine Conservation Area (MCA)
 - Erme Estuary Site of Special Scientific Interest (SSSI)

Maps C and D in the Overview show the extent of designated areas along this stretch of coast, including SACs. SSSIs and Scheduled Monuments.

- 4.2.6 We consider that the coastal environment along this length of coast, including features of the sites listed above, is unlikely to be sensitive to the improvements to coastal access envisaged and that no special measures are needed in respect of our proposals.
- 4.2.7 Natural England is satisfied that the proposals for coastal access in this report are made in accordance with relevant environmental protection legislation. In respect of cultural heritage, we have taken advice from Historic England and others before confirming this conclusion. For more information about how we came to this conclusion see the following assessments of the access proposals that we have published separately:
 - A Habitats Regulations Assessment relating to any potential impact on the conservation objectives of European sites.
 - Our Nature Conservation Assessment, in which we document our conclusions in relation to other potential impacts on nature conservation.

Part 6b of the Overview includes some contextual information about protecting the environment along this length of coast.

Accessibility:

- 4.2.8 There are few artificial barriers to accessibility on the proposed route. However, the natural coastal terrain is often challenging for people with reduced mobility and this is the case on sections of our proposed route because:
 - The trail would follow an uneven grass or bare soil path, for example at Gara Point.
 - The trail is undulating and exposed in places with steep slopes, for example at Beacon Hill and Bugle Hole and there are steps, for example near Saddle Rock, where it would be necessary to ascend or descend the slopes.

See part 6a of the Overview - 'Recreational issues' - for more information.

Where we have proposed exercising statutory discretions:

4.2.9 **Estuary**: This report proposes that the trail should contain sections aligned on the estuary of the River Yealm, extending upstream from the open coast. Natural England proposes to exercise its functions as if the sea included the estuarial waters of that river as far as the Yealm ferry landing stage, as indicated by the extent of the trail shown on map CKW 4a. See part 5 of the Overview for a detailed analysis of the options considered for this estuary and our resulting proposal.

See part 5 of the Overview for a detailed analysis of the options considered for this estuary and our resulting proposals.

- 4.2.10 **Landward boundary of the coastal margin**: We have used our discretion on some sections of the route to map the landward extent of the coastal margin to an adjacent physical boundary such as a fence line, pavement or track to make the extent of the new access rights clearer. See table 4.3.1 below.
- 4.2.11 In some places, we have used our discretion to propose the inclusion of additional, more extensive landward areas within the coastal margin, to secure or enhance public enjoyment of this part of the coast. The owner of this land is content for us to propose this. See map CKW 4a and table 4.3.1 below for more details.
- 4.2.12 The Proposals Tables show where we are proposing to alter the default landward boundary of the coastal margin. These proposals are set out in columns 4b and 4c of table 4.3.1. Where these columns are left blank, we are making no such proposals, so the default landward boundary applies. See the notes relating to these columns above table 4.3.1 explaining what this means in practice.

See also part 3 of the Overview - 'Understanding the proposals and accompanying maps', for a more detailed explanation of the default extent of the coastal margin and how we may use our discretion to adjust the margin, either to add land or to provide clarity.

- 4.2.13 **Restrictions and/or exclusions:** Access to the land in the coastal margin adjacent to route sections CKW-4-S020 to CKW-4-S029 is to be excluded all year-round by direction under section s24 of the Countryside and Rights of Way Act (2000) to prevent disturbance to gamebirds and disruption to shooting on the Carswell Estate. The exclusion does not affect the route itself and will have no legal effect on land where coastal access rights do not apply. See Directions Map CKW 4A for details.
- 4.2.14 The coastal margin on the Carswell Estate is intensively used to shoot and rear gamebirds. Due to the location and number of breeding pens in the coastal margin a direction is required to prevent disturbance to habituated game in the summer months, then a direction is required to prevent disturbance to game and disruption to the shoot during the shooting season. There is also a programme

underway to reintroduce grey partridge along this stretch of coastal cliff. A further period of closure is required during the breeding season to prevent disturbance to these breeding game. Therefore with these reasons combined there is a requirement for a year-round total exclusion in the coastal margin on the Carswell Estate.

4.2.15 **Coastal erosion:** Natural England is able to propose that the route of the trail would be able to change in the future, without further approval from the Secretary of State, in response to coastal change. This would happen in accordance with the criteria and procedures for 'roll-back' set out in part 7 of the Overview

Natural England may only propose the use of this roll-back power:

- as a result of coastal erosion or other geomorphological processes or encroachment by the sea,
 or
- in order to link with other parts of the route that need to roll back in direct response to such changes.
- 4.2.16 Column 3 of table 4.3.1 indicates where roll-back has been proposed in relation to a route section. Where this is the case, the route, as initially determined at the time the report was prepared, is to be at the centre of the line shown on maps CKW 4a to CKW 4f as the proposed route of the trail.
- 4.2.17 If at any time in the future any part of a route section upon which roll-back has been specified needs, in Natural England's view, to change in order for the overall route to remain viable, the new route for the part in question will be determined by Natural England without further reference to the Secretary of State. This will be done in accordance with the criteria and procedures described under the title 'Roll-back' in part 7 of the Overview and section 4.10 of the Coastal Access Scheme. If this happens, the new route will become the approved route for that section for the purposes of the Order which determines where coastal access rights apply.

On sections for which roll-back is <u>not</u> proposed in table 4.3.1, the route is to be at the centre of the line shown on maps CKW 4a to CKW 4f as the proposed route of the trail.

Other future change:

- 4.2.18 There are places described in this report where there may be a need for future changes to the proposed access provisions for particular reasons.
- 4.2.19 The route of the trail at the start of section CKW-4-S001 in this report incorporates the use of a ferry across the River Yealm (see map CKW 4a). Should the service cease altogether in the future or become less suitable for the purpose, Natural England will review its trail alignment and, if appropriate, will prepare a separate variation report to the Secretary of State to ensure an uninterrupted journey for this part of the coast. See the report for length CKW 3 for more details.
- 4.2.20 Discussions have been held with the relevant landowner regarding the potential for aligning the trail further seaward of its proposed alignment along the South West Coast Path in the area near Saddle Rock linked with a future application by the landowner for a Public Path Diversion Order. If appropriate, Natural England will prepare a separate variation report to the Secretary of State to ensure an uninterrupted journey for this part of the coast.

See parts 7 - 'Future changes' of the Overview for more information.

Establishment of the trail:

4.2.21 Below we summarise how our proposed route for the trail would be physically established to make it ready for public use before any new rights come into force.

Establishment works will only start on this length of coast once these proposals have been approved by the Secretary of State. The works may therefore either precede or follow the start of establishment works on other lengths of coast within the stretch, and detailed in their separate reports.

4.2.22 Our estimate of the capital costs for physical establishment of the trail on the proposed route is £1,150 and is informed by:

- information already held by the access authority, Devon County Council, in relation to the management of the existing South West Coast Path;
- the conclusions of our deliberations in relation to potential impacts on the environment; and
- information gathered while visiting affected land and talking to the people who own and manage it about the options for the route.
- 4.2.23 There is one main element to the overall cost:
 - Some new signs would be needed on the trail.

The surfaces and access furniture of the existing paths and footways on the proposed route are of a suitable standard for the trail.

Table 1 shows our estimate of the capital cost for each of the main elements of physical establishment described above.

Table 1: Estimate of capital costs

Item	Cost
Signs and interpretation	£1,150

Total £1,150 (Exclusive of any VAT payable)

4.2.24 Once the Secretary of State's decision on our report has been notified, and further to our conversations with land managers during the route planning stage, Devon County Council will liaise with affected land owners and occupiers about relevant aspects of the design, installation and maintenance of the new signs and infrastructure that are needed on their land. Prior to works being carried out on the ground, all necessary permissions, authorisations and consents will be obtained. All such works would conform to the published standards for National Trails and the other criteria described in our Coastal Access Scheme.

Maintenance of the trail:

- 4.2.25 Because the trail on this length of coast will form part of the National Trail being created around the whole coast of England called the England Coast Path, we envisage that it will be maintained to the same high quality standards as other National Trails in England (see The New Deal; Management of National Trails in England from April 2013: details at Annex A of the Overview).
- 4.2.26 We estimate that the annual cost to maintain the trail will be £6,411 (exclusive of any VAT payable). In developing this estimate we have taken account of the formula used to calculate Natural England's contribution to the maintenance of other National Trails.

Part 2.3: Proposals Tables

See Part 3 of Overview for guidance on reading and understanding the tables below

4.3.1 Details for sections that follow the existing South West Coast Path – Maps CKW 4a to CKW 4f: Yealm Estuary to Mothecombe Beach

Key notes on table:

- 1. Column 2 an asterisk (*) against the route section number means see also table 4.3.2: Other options considered.
- 2. Column 3 'No' means no roll-back is proposed for this route section. 'Yes normal' means roll-back is proposed and is likely to follow the current feature (e.g. cliff edge/beach) for the foreseeable future as any coastal change occurs.
- 3. Column 3 'Yes see table 4.3.3' means roll-back is proposed, but refer to that table below about our likely approach to implementing it for this route section. This is because a more complex situation exists in this case and consideration must be given to how roll-back may happen in relation to excepted land, a protected site etc.
- 4. Column 4a Certain coastal land types are included automatically in the coastal margin where they fall landward of the trail if they touch it at some point. The relevant land type (foreshore, cliff, bank, barrier, dune, beach, flat or section 15 land see Glossary) is shown in this column where appropriate. "No" means none present on this route section.
- 5. Columns 4b and 4c Any entry in these columns means we are proposing to align the landward boundary of the coastal margin on this route section with the physical feature(s) shown in 4b, for the reason in 4c. No text here means that for this route section the landward edge of the margin would be that of the trail itself or if any default coastal land type is shown in 4a, that would be its landward boundary instead.

1	2	3	4a	4b	4c	5
Map(s)	Route section number(s)	Roll-back proposed? (See Part 7 of Overview)	Landward margin contains coastal land type?	Proposal to specify landward boundary of margin (See maps)	Reason for landward boundary proposal	Explanatory notes
CKW 4a	CKW-4-S001	Yes - normal	No			
	CKW-4-S002	Yes - normal	No	Landward edge of the road	Clarity and cohesion	
	CKW-4-S003	Yes - see table 4.3.3	No	Landward edge of the road	Clarity and cohesion	
	CKW-4-S004 to CKW-4-S006	Yes - see table 4.3.3	No	Path	Clarity and cohesion	
	CKW-4-S007	Yes - see table 4.3.3	No			

1	2	3	4a	4b	4c	5
Map(s)	Route section number(s)	Roll-back proposed? (See Part 7 of Overview)	Landward margin contains coastal land type?	Proposal to specify landward boundary of margin (See maps)	Reason for landward boundary proposal	Explanatory notes
CKW 4a	CKW-4-S008*	No	No	Landward edge of the track	Clarity and cohesion	
	CKW-4-S009	No	No	Fence line	Additional landward area	
	CKW-4-S010	No	No	Fence line	Clarity and cohesion	
CKW 4b	CKW-4-S011 & CKW-4-S012	No	No	Fence line	Clarity and cohesion	
	CKW-4-S013*	No	No			
	CKW-4-S014 to CKW-4-S016	Yes - see table 4.3.3	No	Fence line	Clarity and cohesion	
	CKW-4-S017*	Yes - see table 4.3.3	No	Fence line	Clarity and cohesion	
CKW 4c	CKW-4-S017* (cont)	Yes - see table 4.3.3	No	Fence line	Clarity and cohesion	
	CKW-4-S018* & CKW-4-S019	No	No			
CKW 4d	CKW-4-S020	Yes - normal	No			
	CKW-4-S021*	Yes - normal	No	Path	Clarity and cohesion	
	CKW-4-S022	Yes - normal	No	Landward edge of the track	Clarity and cohesion	
	CKW-4-S023	Yes - normal	No	Path	Clarity and cohesion	
CKW 4e	CKW-4-S024	Yes - normal	No			
	CKW-4-S025	Yes - normal	No	Fence line	Clarity and cohesion	
	CKW-4-S026*	Yes - normal	No	Path	Clarity and cohesion	
	CKW-4-S027*	Yes - normal	No	Path	Clarity and cohesion	
	CKW-4-S028* to CKW-4-S030	Yes - normal	No			
CKW 4f	CKW-4-S031 to CKW-4-S033	Yes - see table 4.3.3	No			

1	2	3	4a	4b	4c	5
Map(s)	Route section number(s)	Roll-back proposed? (See Part 7 of Overview)	Landward margin contains coastal land type?	Proposal to specify landward boundary of margin (See maps)	Reason for landward boundary proposal	Explanatory notes
CKW 4f	CKW-4-S034	Yes - see table 4.3.3	No	Fence line	Clarity and cohesion	
	CKW-4-S035	Yes - see table 4.3.3	No			
	CKW-4-S036	Yes - see table 4.3.3	No	Fence line	Clarity and cohesion	
	CKW-4-S037	Yes - see table 4.3.3	No			
	CKW-4-S038	Yes - see table 4.3.3	No	Fence line	Clarity and cohesion	

4.3.2 Other options considered – Maps CKW 4 : Yealm Estuary to Mothecombe Beach

Map(s)	Route section numbers(s)	Other option(s) considered	Reasons for not proposing this option
CKW 4a	CKW-4-S008	We considered aligning the trail along the public footpath to Cellar Beach and then creating a new route westwards from the beach to the existing South West Coast Path	 We opted for the proposed route because: the gradient and terrain leading to and from Cellar Beach would be unsuitable for a national trail; it is situated on more stable ground which is not likely to be subject to erosion; under our proposals, land seaward of the route would be available for people to use as part of the spreading room, but would not form part of the designated trail. we concluded that overall the proposed route struck the best balance in terms of the criteria described in chapter 4 of the Coastal Access Scheme
CKW 4b	CKW-4-S013	We considered aligning the trail along the public footpath to the seaward side of the existing South West Coast Path (also a public footpath) at Warren Cottage.	 We opted for the proposed route because: there are good views of the sea; it is more accessible for users with reduced mobility due to its gradient and surface type.

Map(s)	Route section numbers(s)	Other option(s) considered	Reasons for not proposing this option
			 under our proposals, land seaward of the route would be available for people to use as part of the spreading room, but would not form part of the designated trail. The seaward public footpath not forming part of the proposed trail would remain available for people to use under pre-existing PROW rights. we concluded that overall the proposed route struck the best balance in terms of the criteria described in chapter 4 of the
CKW 4c	CKW-4-S017 & CKW-4-S018	We considered aligning the trail along the public footpath to the seaward side of the existing South West Coast Path (also a public footpath) near Stoke Cross	Coastal Access Scheme. We opted for the proposed route because: it is more accessible for users with reduced mobility due to its gradient and surface type. under our proposals, land seaward of the route would remain available for people to use as part of the spreading room, but would not form part of the designated trail. The seaward public footpath not forming part of the proposed trail would remain available for people to use under their preexisting PROW rights.
CKW 4d	CKW-4-S021	We considered aligning the trail along a route seaward of the existing South West Coast Path at Beacon Hill	 we are proposing a year round total exclusion on land to the seaward side of the coast path in this area, under s24 of the Countryside and Rights of Way (CROW) Act for land management reasons – see map CKW 4A for details. It has therefore not been possible to find a more seaward route at Beacon Hill. we concluded that overall the proposed route struck the best balance in terms of the criteria described in chapter 4 of the Coastal Access Scheme.
CKW 4e	CKW-4-S026 to CKW-4-S029	We considered aligning the trail along a route seaward of the existing South West Coast Path near Carswell	 We opted for the proposed route because: we are proposing a year round total exclusion on land to the seaward side of the coast path in this area, under s24 of

Map(s)	Route section numbers(s)	Other option(s) considered	Reasons for not proposing this option
		Cove and St Anchorites Cove	the Countryside and Rights of Way (CROW) Act for land management reasons – see map CKW 4A for details. It has therefore not been possible at this stage to find a more seaward route.
			■ However, there may be the potential in this location for aligning the trail further seaward of its proposed alignment along the South West Coast Path in the area near Saddle linked with a future application by the landowner for a Public Path Diversion Order. If appropriate, Natural England will prepare a separate variation report to the Secretary of State to ensure an uninterrupted journey for this part of the coast.
			we concluded that overall the proposed route struck the best balance in terms of the criteria described in chapter 4 of the Coastal Access Scheme.

Note: Any public rights of way not forming part of the proposed trail would remain available for people to use under their pre-existing rights.

4.3.3 Roll-back implementation – more complex situations – Map CKW 4a to CKW 4f: Yealm Estuary to Mothecombe Beach

Map(s)	Route section number(s)	Feature(s) or site(s) potentially affected	Our likely approach to roll-back
CKW 4a	CKW-4-S003 to CKW-4-S007	Buildings by Passage Wood and Ferry Wood	If it is no longer possible to find a viable route seaward of the specified excepted land (e.g. buildings, curtilage, gardens etc) we will choose a route landward of it, following discussions with owners and occupiers.
CKW 4b & CKW 4c	CKW-4-S014 to CKW-4-S017	Designated site (SSSI, SAC, SM)	If it is no longer possible to find a viable route seaward of a designated site (e.g. SSSI, SAC, SM) whose designated features are sensitive to public access, or where the existing route already passing through such a site must be altered, we will choose a new route after detailed discussions with the relevant experts and with any potentially affected owners or occupiers, which will either (a) pass through the site, if appropriate or (b) if necessary, be routed landward of it.

Map(s)	Route section number(s)	Feature(s) or site(s) potentially affected	Our likely approach to roll-back
CKW 4f	CKW-4-S031 to CKW-4-S038		

In relation to all other sections where roll-back has been proposed, any later adjustment of the trail is likely to follow the current feature (e.g. cliff edge/beach) for the foreseeable future as any coastal change occurs.

Part 4.4: Proposal maps

4.4.1 Map Index

Map reference	Map title
CKW 4a	Yealm Estuary to The Warren
CKW 4b	The Warren to Dunny Cove
CKW 4c	Dunny Cove to Stoke Cross
CKW 4d	Stoke Cross to Ryder's Hole
CKW 4e	Ryder's Hole to Keaton Cove
CKW 4f	Keaton Cove to Mothecombe Beach
Directions Map CKW 4A	Carswell Estate: Proposed direction under s24 CROW

Correction to map CKW4d

Map CKW4d includes a correction to the report originally published on 15 January 2020. The correction is to the coastal margin landward of the trail at route section CKW-4-S021. Table 4.3.1 of the original report correctly described the landward boundary of the coastal margin on this route section as 'path', but the boundary was incorrectly drawn on the map to depict the coastal margin from the fence line landward of the trail.

PROPOSALS

Trail Sections

Trail using existing public right of way or highway Trail using other existing walked route

Trail not using existing walked route

Alternative route

Trail shown on other maps

Approved or open England Coast Path

Maps that show sections of the trail that follow the existing South West Coast Path as currently walked and managed use the following trail categories. Information on the existing status and infrastructure is not shown.

Trail using existing
South West Coast Path

Alternative or optional alternative route using existing South West Coast Path

Trail sections which follow existing public rights of way or highways are indicated by a suffix:

BW - Public bridleway

BY - Public byway

CP - Cycletrack (pedestrian)

CT - Cycletrack (cycles only)

FP - Public footpath

FW - Public footway (Pavement)

RB - Restricted byway

RD - Public road

Coastal Margin

Explanatory note

Part 3 of the Overview to the report explains where the landward boundary of the coastal margin falls by default. Our proposals include any suggested variation of this default boundary. The purple wash on the map indicates where as a result of our proposals the coastal margin would extend significantly to the landward side of the proposed route of the trail. The coastal margin may include some areas where coastal access rights do not apply, either seaward or landward of the proposed route of the trail: the Overview explains more about this. The landward boundary of the coastal margin may in due course move inland, if the trail rolls back under proposals in this report to respond to coastal change.



Coastal margin landward of the trail



Coastal margin landward of the trail which is existing access land

Other Information

Other access rights and routes

Public bridleways Public byways Public footpaths

Restricted byways

South West Coast Path Sustrans national routes

Existing access land

Infrastructure types

Footbridge

Vehicle bridge

For status of each, where shown on map, see colour codes below

Stiles: Bridges: Gates:

Clapper bridge Ladder stile

Lift-up stile

Quad bike bridge Squeeze stile

Sleeper bridge Step stile

Stone stile

Bristol gate

Field gate

Gateway with no gate

Kissing gate

Pedestrian gate

Wheelchair gate

Miscellaneous:

Boardwalk

Cattle grid

Culvert

Bollard

Barrier Cycle chicane

Drainage

Drop-kerb

Gap in fence

Hurdle

Interpretation panel

Ramp

Revetment

Stepping stones

Steps

Infrastructure status

Each symbol shown on the map is colour coded as appropriate, as in this example for a set of steps:

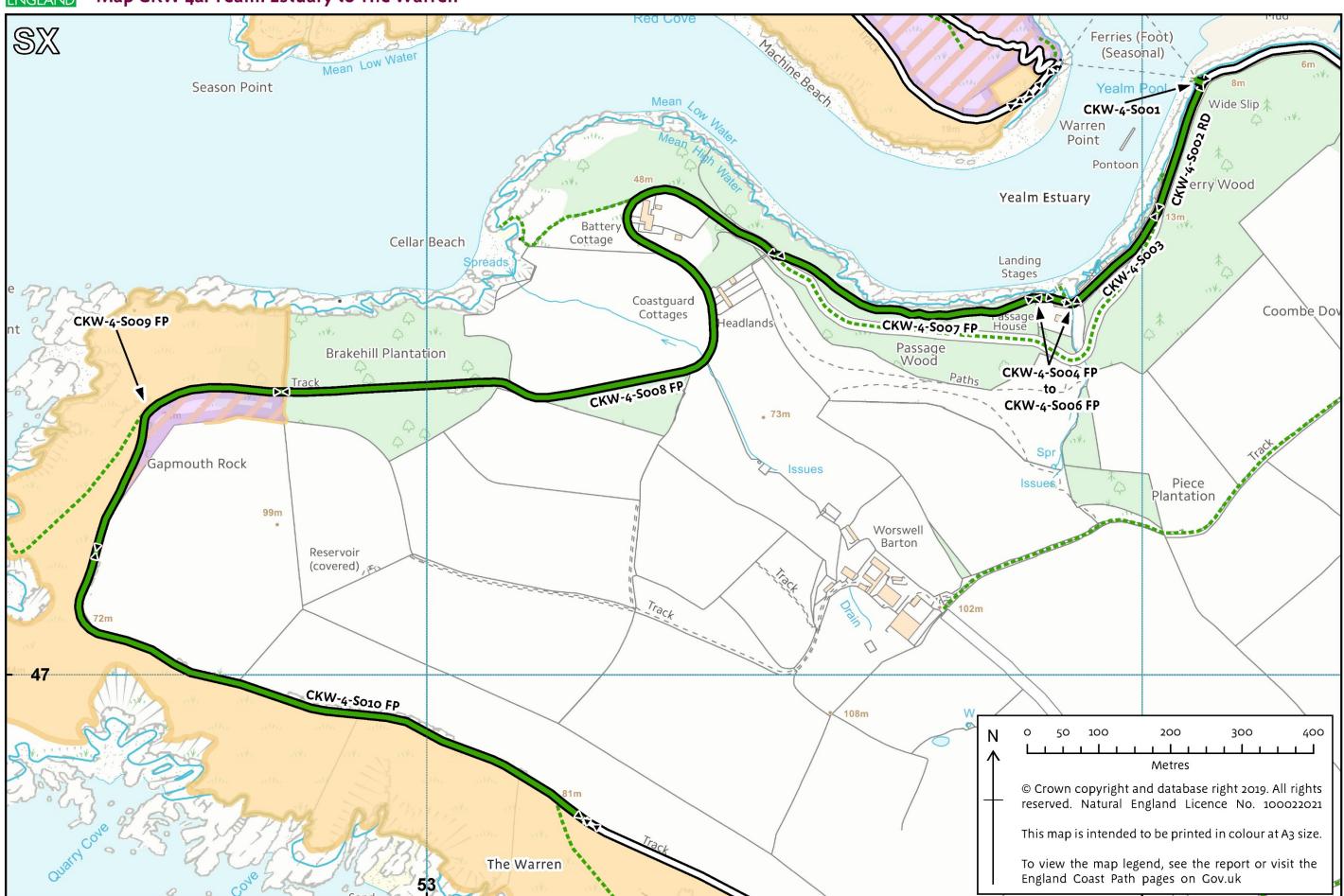
Existing steps to be retained

New steps required

Existing steps to be removed

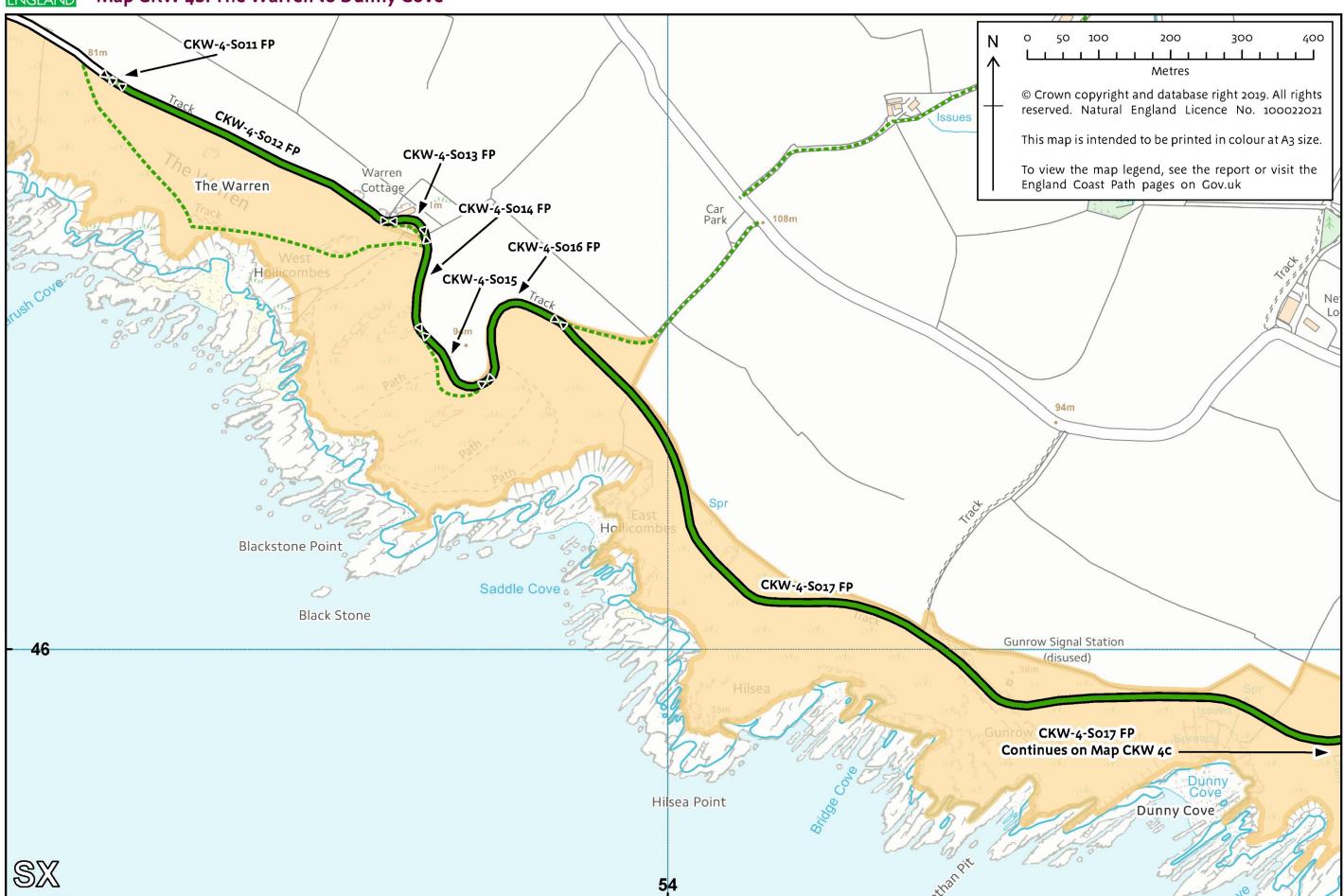


Map CKW 4a: Yealm Estuary to The Warren



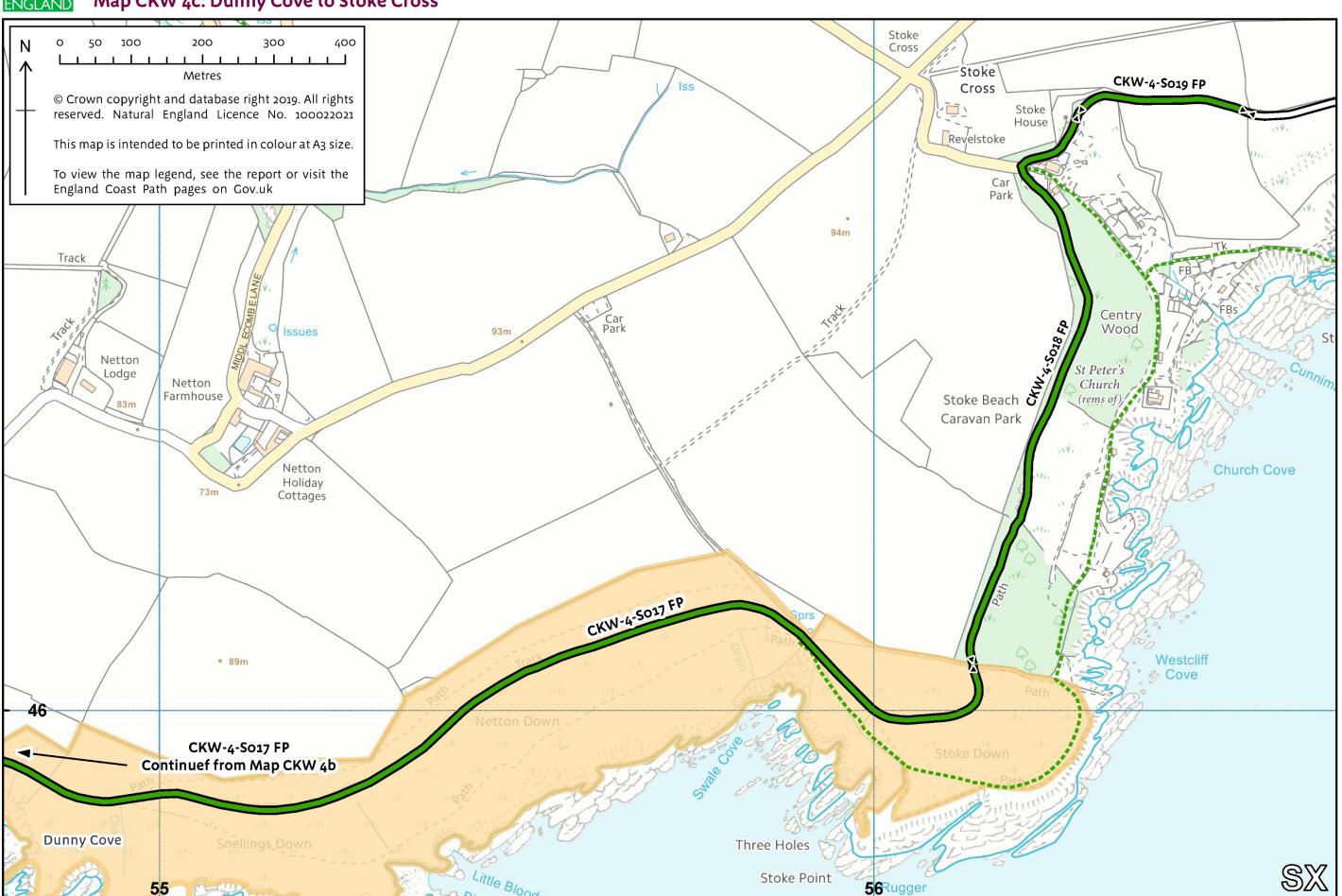


Map CKW 4b: The Warren to Dunny Cove

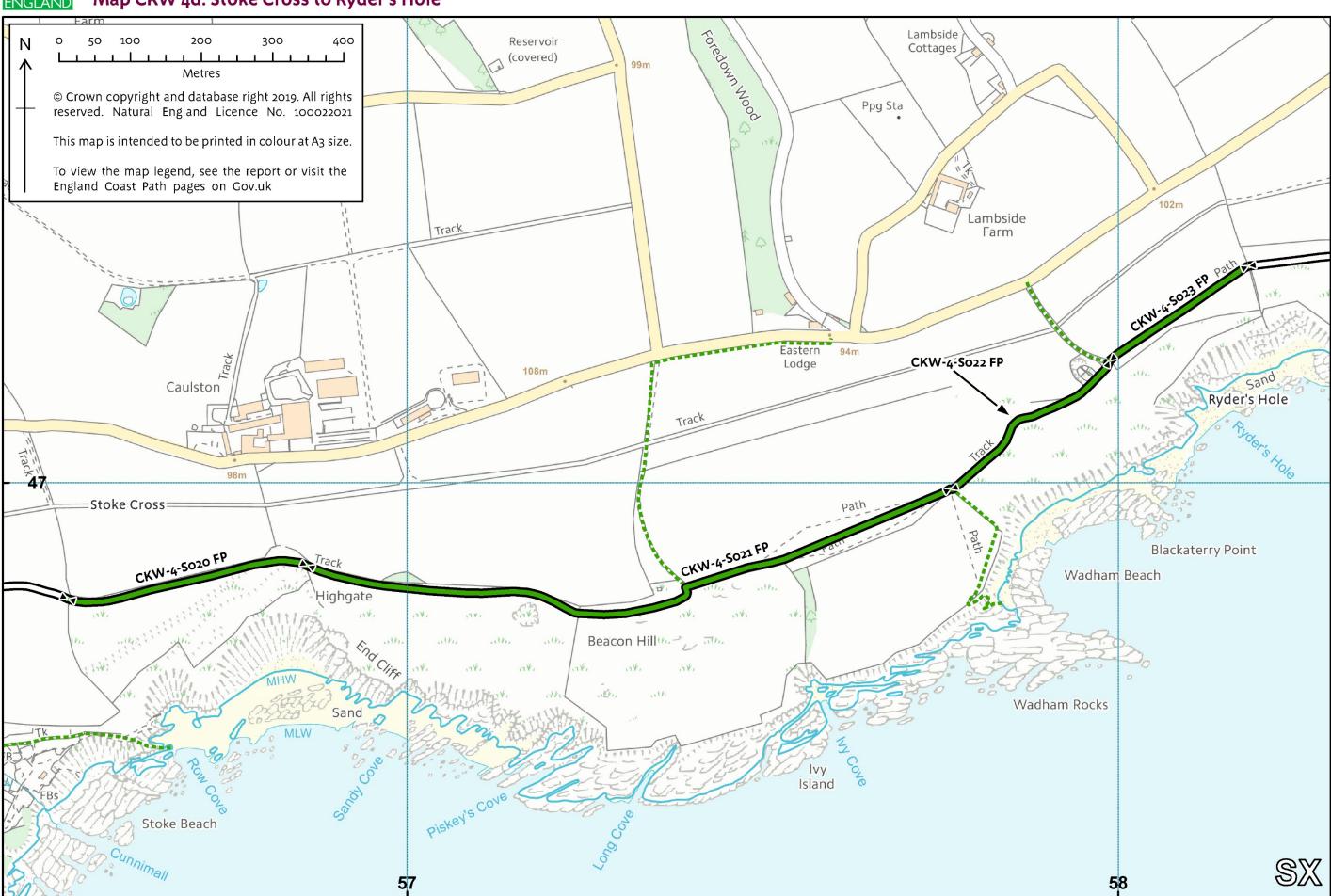




Map CKW 4c: Dunny Cove to Stoke Cross

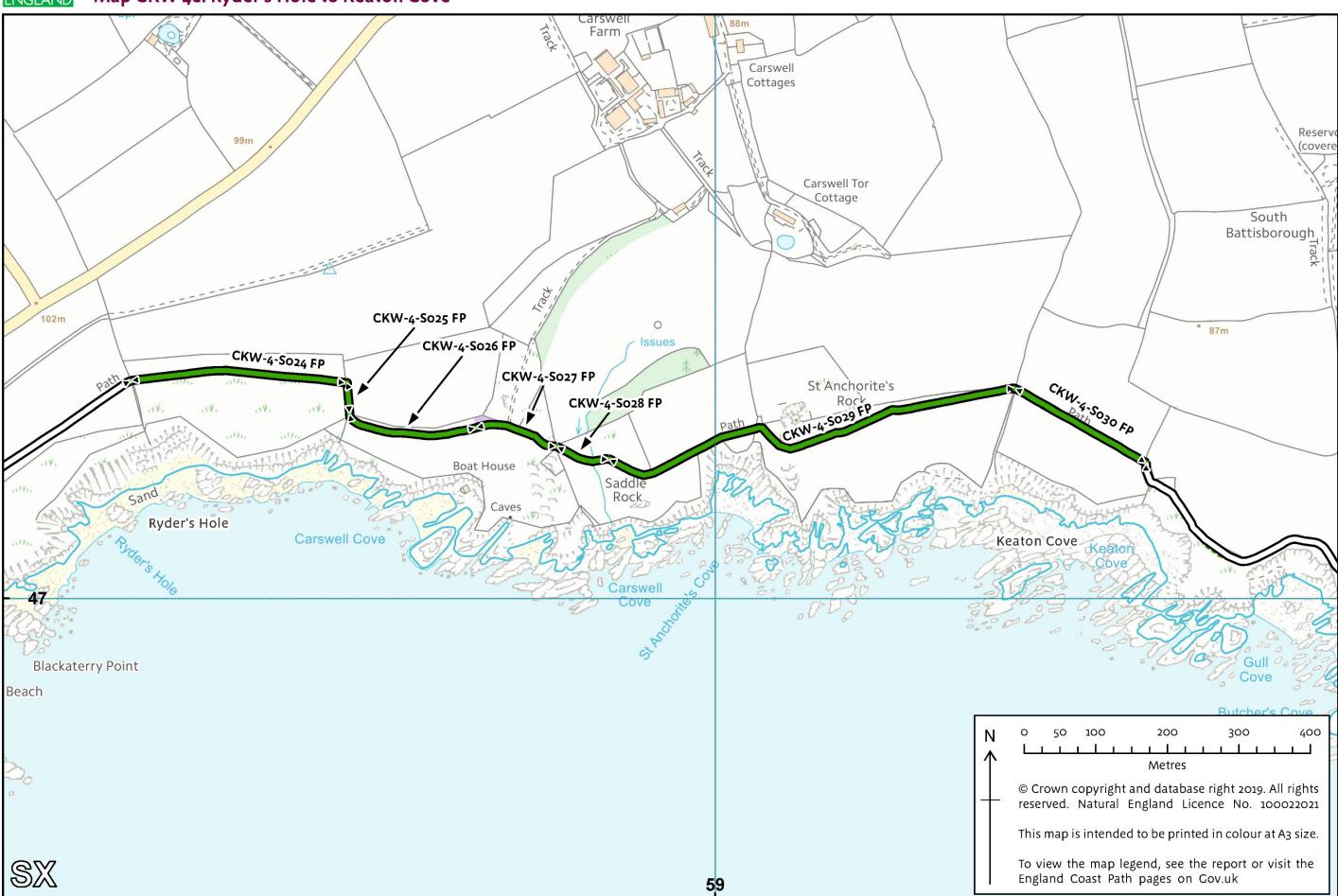


Map CKW 4d: Stoke Cross to Ryder's Hole



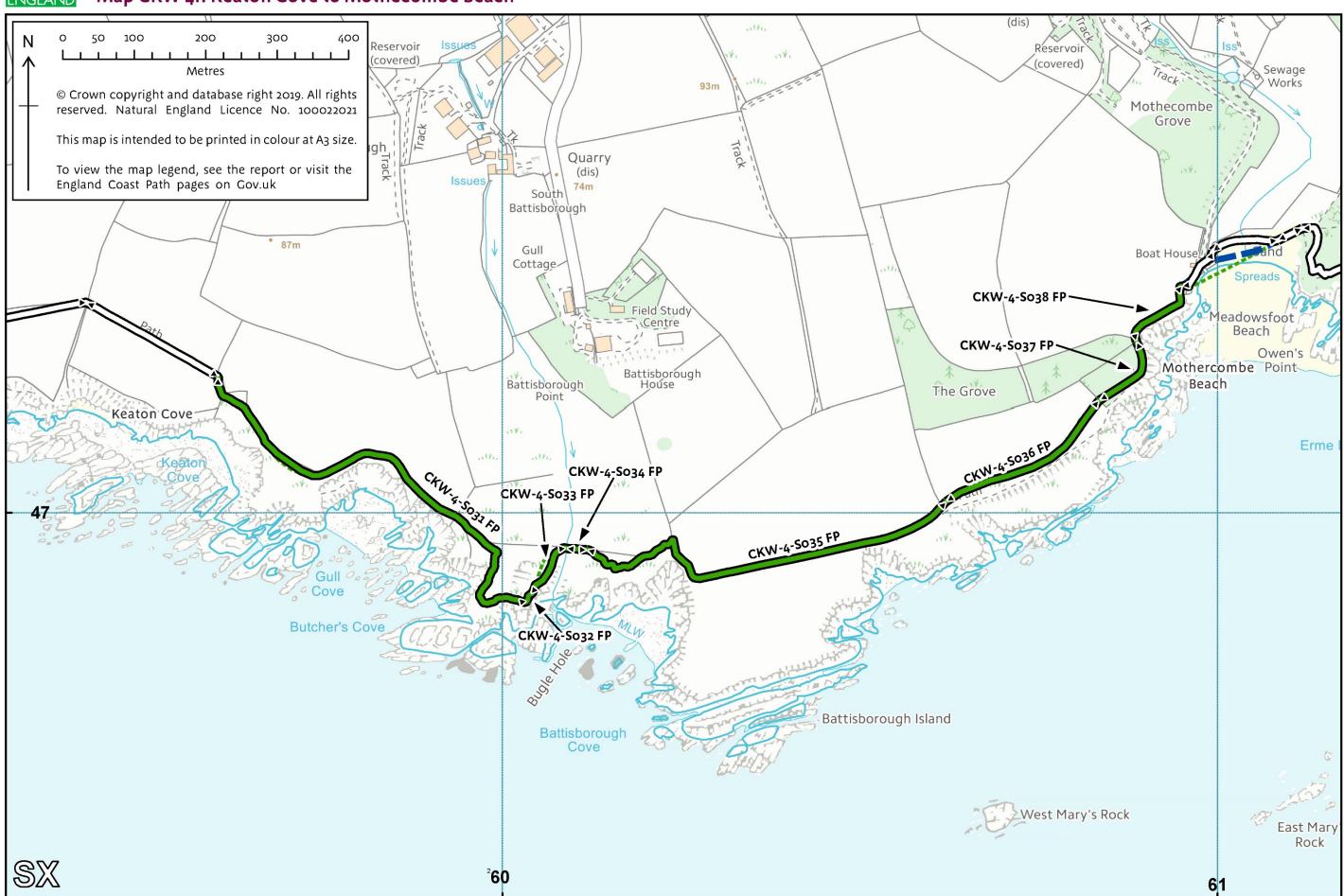


Map CKW 4e: Ryder's Hole to Keaton Cove





Map CKW 4f: Keaton Cove to Mothecombe Beach





Directions Map CKW 4A

