

Penwith District Council

Penwith Parking Solutions Feasibility Study

Final Interim Report

July 2005

Halcrow Group Limited

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Executive Summary

Introduction

Halcrow have been commissioned to undertake a strategic review of parking and public transport with a view to developing a Park & Ride strategy for the District of Penwith. Clearly the success of any Park & Ride scheme will be dependent upon the availability of town centre parking and the parking charge. Therefore this stage of the study is an essential precursor to the Park & Ride feasibility element and any observations and recommendations have been made in this context.

Policy Review

The over-arching policies, which are going to have most relevance to this study will include:

- Economy – promoting access to work and popular tourist destinations as tourism is a key contributor to the local economy. It is clearly not sustainable to build more car parks and this is often not the best use of land therefore alternatives such as Park & Ride need to be considered.
- Environment – parking congestion can have an adverse impact on the environment therefore policies for restraint or better management of parking stock need to be considered. Options could include signage i.e. variable message signage (VMS), discouraging cross town traffic looking for parking spaces, land use strategy i.e. are car parks the best use of land?
- Social inclusion – making provision for local residents and those with special needs. Within the District there are often tensions between the local community and visitors. Whilst it is important to recognise the significant contribution that tourism makes to the local economy it should not be at the expense of the people that live there.
- Best Value – this would include exploring revenue sources from the sale of land previously used for parking that could be invested into Park & Ride. However once that asset has been sold it is gone forever therefore the alternative could be to cross subsidise Park & Ride with revenue raised from other car parks.

The strategies for parking and Park & Ride will need to be developed holistically and take account of the policy context within which they are developed.

The Current Situation

Many of the car parks during peak summer are at capacity particularly in St Ives and Penzance. Penzance also suffers with on-street commuter parking in some parts of the town. Cornwall County Council will be consulting Penzance residents on a potential residents parking scheme in the New Year but if the scheme does not receive local support then residents parking will not be implemented. However there is a commitment by the County to install variable message car park signs in Penzance.

Penzance and Newlyn harbours are the focal points for new regeneration schemes. The technical detail of the proposals is currently being looked at.

Much of the traffic in the St Ives town centre during the summer months appears to be day visitors searching for available parking spaces. A variable message system for St Ives car parks has not been programmed because the layout of the reserved parking spaces in the Station car park makes the implementation of such a system difficult. However the County through its signing strategy has tried to direct day visitors along the 'day visitor route', which will bring day visitors along the back roads to the long stay car park at Trenwith. In St Ives there are additional problems in terms of competition for car park spaces between day visitors, permanent residents, second home owners, commuters and businesses. Penwith are currently reviewing their allocation of reserved parking spaces in the public car parks.

Hayle car parks retain some capacity throughout the day during the peak season. Although Hayle is surrounded by camp sites it is not currently perceived as a major tourist destination but will be the focus of future regeneration. Hayle have secured funding through Objective 1 and the Market Coastal Towns Initiative. The regeneration works associated with the Hayle Foundry & Streetscape project are progressing and the owners of the harbour area are developing plans for the proposed redevelopment.

Disabled parking within the District is a real issue. There are approximately 4,363 blue badge holders within the District. Any consideration of charging for disabled users will need to be handled sensitively and the consequence could be that this will force more disabled users out onto the highway.

Public Transport

Central Penzance and St Ives are the most popular destinations within Penwith. The busiest demand lines tend to be:

Bus

- Penzance – Marazion;
- Penzance – St Just – Pendeen; and
- Penzance – Newlyn Bridge - Mousehole

Rail

- Penzance – St Erth – Hayle; and
- Penzance – St Erth – St Ives

The St Ives branchline is one of the busiest branchlines in Cornwall during the summer months but does suffer from extreme seasonality and for this reason has been recently adopted by the Devon & Cornwall Rail Partnership. A rail based Park & Ride is located at Lelant Saltings and has been in operation for at least 20yrs and during the summer months this contributes about half the income to the branchline. The scenic views along the branchline make it one the Districts finest assets and the branchline will be one of the pilots for the proposed community rail schemes.

Bus based Park & Ride has had limited success in the past within the District. However a shuttle bus has been in operation between Trenwith car park and St Ives town centre for approximately 20 yrs and in the summer is very popular. Generally partnerships with local bus operators do not seem as well developed although an officer from the District does meet on a local basis with the County and First Devon & Cornwall. However there is a general perception that the bus offers a relatively poor quality alternative to the rail although it is likely that the bus will offer more cost effective solutions in the longer term.

Parking Policy

The parking policy areas that are felt to have most relevance for Penwith in the context of the development of a Park & Ride strategy are:

- Disabled parking – options could include prioritising those with the greatest need ensuring that for instance that wheelchair users have access to the widest spaces and consideration of the car park policy so that it does not adversely impact on the surrounding highway;

- Residents Parking – if residents parking schemes are not accepted by local residents then the implications may need to be presented to residents so that informed decisions can be made; and
- General parking policy - consideration will need to be given to the balance between short and long stay spaces in the town centres particularly those centres that will be linked to an out of town Park & Ride site. Consideration will also be need to given to the pricing policy in an attempt to charge people of those town centre spaces.

Summary

Our general observations and recommendations from the reviews are summarised below:

- A review needs to be undertaken of the balance between long and short stay parking in favour of short stay to increase the vitality and viability of the town centre and/or an increase in all-day parking charges needs to be considered. This would need to be linked to the provision of out of town parking at a Park & Ride site.
- In St Ives there is conflict between the many users of the public car park in the town centre. The strategy for St Ives will need to focus on removing the day visitors from the town centre car park to out of town Park & Ride sites. This could be undertaken in conjunction with the review of reserved parking spaces with a bigger reallocation of public spaces. We also feel the position on variable message signing for St Ives should be reconsidered as the benefits are likely to outweigh the costs.
- The focus for Hayle needs to concentrate on the regeneration of the area and improvements to the streetscape to make the area more attractive as at present Hayle could not sustain a Park & Ride. Therefore a step change approach will need to be developed as part of the transport assessment for the proposed Harbour Redevelopment.
- The Harbour car park in Penzance is on prime water frontage and is perhaps not the best use for this site. However it is accepted that due to the covenant of 550 spaces to the shopping centre that the situation is unlikely to change in the foreseeable future. Built development of this site is also contrary to planning policy which safeguards the open views across the harbour but a significant reduction of available parking spaces within this car park could increase the viability of a Park & Ride site for Penzance.

- The District and the County should consider a local bus forum as suggested by the Community Strategy and this could be developed in partnership with Bus Users UK (formerly the National Federation of Bus Users).
- Parking charges at Lelant Salting Park & Ride seem high in relation to town centre parking. Rail based operations tend to be more expensive than bus based operations so will require a higher yield to the rail operator but capital investment required by the District and the County may be less. The current rail franchise is due to be replaced in April 2006 therefore the District and the County need to ensure that they engage with the Strategic Rail Authority to ensure that their interests in the branchline are protected.

1 Introduction

1.1 *Introduction*

1.1.1 Halcrow has been commissioned by Penwith District Council and Cornwall County Council to look at existing car parking provision and public transport services within the District. The purpose of this review is to inform a parking and Park & Ride strategy for the District of Penwith. The study will focus on the following towns:

- Penzance
- St Ives
- Hayle

1.1.2 Penwith receives over 740,000 staying visitors and 2,484,000 day visitors every year. St Ives is the third most popular venue in the UK for Christmas and New Year demonstrating that the tourist season now extends beyond the summer. Traffic within the District has increased substantially in recent years but is a particular problem during the summer months. Congestion and parking difficulties are becoming common problems in the major towns within the District.

1.1.3 It is recognised that solutions need to be found that will both support the economy and help protect the environment for residents, visitors and the business community.

1.1.4 The objectives of this report are:

- To report on the current parking/public transport provision within the District.
- To highlight the best way forward and to produce recommendations for solutions which will help to alleviate traffic pressure in the town centres.

1.2 *General Overview of the District*

Penwith District

1.2.1 Penwith District is the most westerly District in Cornwall, with a population of approximately 63,012 and is rural in nature. There are three main towns in the District Penzance, St Ives and Hayle these towns account for 58% of the Districts

population. The population has a slightly higher proportion (21.3%) of people 65 years and over when compared to the whole of Cornwall (18.7%) and the South West (20.1%).

1.2.2 Tourism is a large part of the economic vitality of the District; this brings both economic benefits to the area but also additional pressure on local services.

1.2.3 The main routes in the District are (see also Map 4.1):

- The A30 trunk road is the main route into the District, running through Penzance but west of Penzance the A30 is not trunked;
- The A3074 connects St Ives in the north to the A30;
- The A3071 connects St Just in the west to the A30; and,
- The A3094 connects Penzance to Helston and onto Falmouth in the east.

1.2.4 These routes all have increased traffic through-out the summer months, resulting in congestion. Throughout the winter months the traffic on the roads decreases resulting in less congestion.

Penzance

1.2.5 Penzance lies on the south coast and is the largest town in the District, providing the main shopping and employment area. Newlyn in the west is a prominent and important fishing area in Cornwall, and is a large local employer. The heliport in the east of Penzance provides the gateway to the Scilly Isles. In addition the Scillonian also operates a ferry service from the South Pier to the Isles of Scilly between March and November and the Gry Maritha transports freight to the islands.

1.2.6 Penzance's central area is characterised by narrow two way streets with the western and eastern areas being served by wider roads. The town centre focus is the Market House area at the top of Market Jew Street. The majority of traffic flows from the east via the A30. Penzance is visited by the boating community and day trippers; this is apparent through-out the summer months.

St. Ives

1.2.7 St Ives lies on the north coast and is a major tourist attraction. The town centre is characterised by small, narrow, streets making vehicular movements across its centre difficult. The centre of the town is at the bottom of a steep hill.

1.2.8 In the summer months pedestrians walk in the roads due to the nature of the physical environment and narrow footpaths in the town centre causing safety concerns. The town has a large car park at Trenwith at the top of the hill; a shuttle bus runs between Trenwith and the town centre. A rail based Park & Ride operates at Lelant Saltings, which is located off the main A3074 into St. Ives.

1.2.9 Throughout the winter months visitor numbers drop, however the Tate St Ives has provided a boost to visitor numbers out of peak season. The Tate St Ives is at present going through the planning process to expand, and is likely to increase visitor numbers.

Hayle

1.2.10 Hayle is located on the north coast south of St Ives, the town is not a major tourist attraction, but has large caravan parks along the coastline. Hayle is characterised by two areas of concentration of development around the Foundry in the west and Copperhouse in the east.

1.2.11 The old Foundry is going to be opened as a Heritage Site and a planning application of the major redevelopment of Hayle Harbour is anticipated in the next couple of months. The future growth of Hayle will put additional pressure on the town's resources including the car parking provision.

1.3 ***Car Ownership***

1.3.1 The census 2001 indicates some unique patterns of car ownership within the District in comparison to county, regional and national figures. Approximately half the households have access to one vehicle, which is similar to the county (49%) figure but marginally higher than the regional (46%) figure. Given the rural nature of the District dependency on the car is to be expected but what is surprising is the proportion of households without access to a car (27%) in Penwith, which is similar to the national figure (27%) but significantly higher than the county and regional figure (20%). Multiple car households are low in Penwith in relation to other parts of the UK.

1.3.2 Figure 1.1 summarises car ownership within the District and Map 1.1 shows the distribution of households without access to a car throughout the District. The darker the area on the map the more households there are without access to a car.

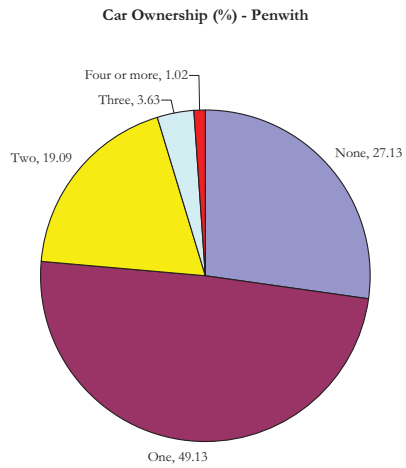


Figure 1.1 Percentage car ownership within Penwith (Census 2001).

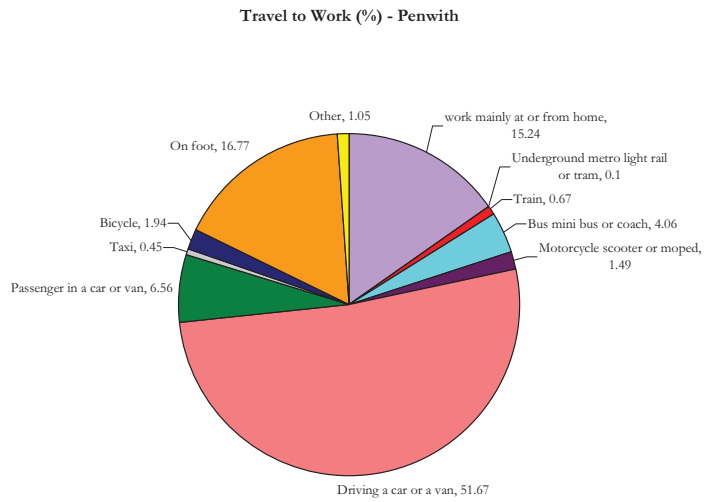


Figure 1.2 Percentage travel to work within Penwith (Census 2001).

1.4

Travel to Work Patterns

1.4.1

The average distance travelled to work in Penwith is 18.8 km, which is higher than the county (17.2 km), regional (14.0 km) and national (13.3 km). It is therefore understandable that the majority of residents travel to work by motor vehicle either as a driver (52%) or passenger (7%) but the proportion of people driving is significantly lower than county (58%), regional (59%) and national (55%) figures, which is probably a reflection of the low car ownership within the District.

1.4.2

Travel to work by bus in Penwith (4%) is higher than the rest of the county (3%) but commuting to work is <1% by train and this is intermediate between the county and regional figure, which are also <1%. Walking to work in Penwith (17%) is significantly higher than the county (13%), regional (12%) and national (10%) figures.

1.4.3

Figure 1.2 summarises travel to work within the District.

1.5

Economy & Employment

1.5.1

Penwith's location at the most westerly point of the County has made it difficult to sustain or attract large industries. Levels of unemployment are high within the District in relation to the rest of Cornwall. In November 2002 4.7% of Penwith's residents were unemployed compared to 3.2% for Cornwall and 1.9% for the South West. Only 27% of Penwith's residents are in full-time employment compared to the national average of 41% but a higher proportion (14%) of Penwith's residents are self employed compared to 8% nationally (Census 2001). The average annual household income in the District is £16,000 (New Earnings Survey 2003) whilst nationally the average annual household income is £25,000 (New Earnings Survey 2003).

1.5.2

Employment (Census 2001) within the District is predominantly in the service industries (19%), followed by mining, construction, energy and water supply (8.6%); manufacturing (8.3%) and agriculture, forestry and fishing (5.4%). Since 1981 employment in the service sector has increased, whilst manufacturing, fishing and construction have continued to decline.

1.5.3

Figure 1.3 summarises the economic activity within the District.

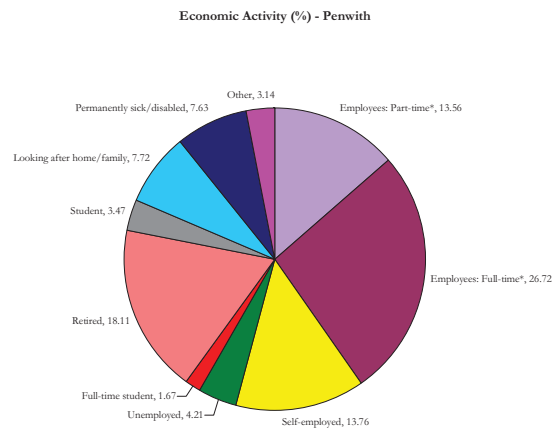


Figure 1.3 Percentage economic activity within Penwith (Census 2001)

1.5.4

Accessibility to employment is a key issue for the District. Local transport authorities must include an accessibility strategy within the second Local Transport Plan, which will include a map audit of public transport, walking and cycling access to key employment centres and other key services. Accessibility strategies will need to be developed with strategic partners, which should include representation from Penwith District Council.

1.6

Indices of Deprivation

1.6.1

The Office for the Deputy Prime Minister (ODPM) have produced new indices of deprivation in 2004 (ID2004) to replace those published in 2000 (ID2000).

1.6.2

The ID2004 are based on 37 indicators, which highlight characteristics of deprivation such as unemployment, low-income, crime and poor access to education and health services. The ID2004 differ from the ID2000 in two ways:

- Deprivation is mapped in more detail to Super Output Area (SOA), which is more detailed than ward level so that pockets of deprivation can be identified.
- New indicators for crime and living environment have been added.

1.6.3 The headline measure of deprivation is the **Index of Multiple Deprivation**, which is a composite of income, employment, health & disability, education, skills & training, barriers to housing & services, crime and living environment.

1.6.4 Penwith has 38 super output areas (SOA). In the District two SOAs in Penzance East and Penzance Central are within the top 10% of most deprived areas within the Country and 15 are within the top 25%. Of the 15 in the top 25% 5 SOAs are in Penzance wards, 2 in St Ives wards and 4 in Hayle wards (Map 1.2)

1.6.5 The new indices are currently being reviewed by the District Council but no final decisions have been made with regard to allocation of funds based on these results. However they are likely to have significance for future national funding streams.

1.7 ***Structure of the Report***

1.7.1 Following this introduction this report further sections will consider:

- The policy context;
- The existing parking conditions;
- The existing public transport networks;
- A best practice review of parking ;
- Looking Towards the Future; and
- Recommendations.

2 The Policy Context

2.1 *Introduction*

2.1.1 Policies are statements of intent and any strategy development will need to take into account the policy framework within which they are to be developed. The purpose of this section is to set the context within which the parking and Park & Ride strategies will be developed. The policies have been grouped for ease of understanding:

- National;
- Regional & County; and
- Local

2.1.2 Emerging policies from central, regional and local government have also been included.

2.2 *National Policy*

Planning Policy Guidance (PPG)

2.2.1 National planning policy guidance for transport is laid down in PPG13.

2.2.2 The objectives are:

- Promote more sustainable transport choice.
- Promote accessibility to jobs, leisure facilities and services by public transport.
- Reduce the need to travel especially by car.

2.2.3 PPG13 promotes measures to increase access to tourist sites by sustainable transport modes and use traffic management and appropriate parking policies near the site.

2.2.4 PPG13 recognises that car parking has a major influence on the means of transport people choose for their journey, some studies¹ have concluded that parking has a greater influence than public transport provision.

2.2.5 Where appropriate Park & Ride schemes are implemented they should form part of a package including public transport improvements, traffic management and parking controls.

The Future of Transport

2.2.6 Government has set out its transport strategy up to the period 2030 in its white paper 'The Future of Transport'. Government is leading the debate on road pricing policy, which will include new tolled capacity but also, consideration of a 'different way of paying for our road network'. Government is also responsible for setting the strategy for the railways in consultation with regional and local stakeholders. A new Transport Innovation Fund will be available after the next spending review to support packages which combine road pricing, modal shift and better bus services possibly through Quality Contracts.

Draft Guidance on Local Transport Plans – Second Edition

2.2.7 This document provides guidance on policies and strategies for inclusion within the second Local Transport Plan due for submission in July 2005. Emphasis will be on the shared priorities agreed with local government association (LGA):

- Accessibility
- Congestion
- Air Quality
- Safer Roads

2.2.8 The Department for Transport has advised that it is prepared to consider supporting rail projects with LTP funds in the second LTP round. Local authorities with ideas for achieving a successful integration of local railways with other local transport modes and services are invited to develop those ideas as part of their new LTP. The Department anticipates that some local authorities will wish to include proposals relating to local branchlines managed under Community Rail Partnerships involving the local authority.

¹ Planning Policy Guidance Note 13: Transportation

- 2.2.9 The proviso is of course that such schemes must help to deliver local transport needs. Any schemes that are primarily aimed at enhancing or improving the strategic rail network are considered beyond the scope of local transport plans. It must also be demonstrated that rail based schemes offer better solutions than more cost effective bus-based schemes.
- 2.2.10 As part of their second LTPs local transport authorities will be expected to produce accessibility strategies and additional guidance has been provided on how these are to be produced. A strategic overview of the whole county will need to be undertaken looking at access to:
- Work;
 - Education;
 - Health; and
 - Food shopping
- 2.2.11 Once the strategic audit has been completed local priorities can be identified and investigated further. Accessibility strategies are to be developed through local partnerships that will include the District councils.
- 2.2.12 A software tool has been developed by the DfT called Accession to assist with the accessibility audits. The development of this software tool has taken longer than anticipated. Therefore local transport authorities are being asked to set out their general approach to accessibility by July 2005 and to have developed the strategies by July 2006.

Traffic Management Act 2004

- 2.2.13 The Traffic Management Act gives Local Traffic Authorities (LTA) new powers as well as extending existing powers. The Act seeks to:
- place a network management duty on local authorities to keep traffic flowing, taking account of their other duties and responsibilities and to co-operate with other authorities to the same end
 - require all traffic authorities to appoint a 'Traffic Manager' to deal with the impact of traffic in a more holistic way. It will be the responsibility of the LTA to decide the level of seniority of this post, whether it is a stand-alone post or is combined with other duties.
 - give authorities more powers to co-ordinate street works more effectively with the aim of minimising disruption.

- extend the scope for local authorities to take over traffic enforcement from the police.

2.2.14 In the draft consultation guidance on the network management duty traffic has been defined in the broadest sense to include both pedestrians and cyclists as well as vehicular traffic. Local Traffic Authorities should look to embed desired outcomes and appropriate policies and plans under the network management duty within Local Transport Plans in order to achieve a coherent approach.

2.3 ***Regional & County Policy***

Regional Planning Guidance

2.3.1 The Regional planning guidance for the South West (RPG) 10 has been set out to apply the planning policy framework to the south west region of England.

2.3.2 Policies within RPG10 include the adoption of car parking, management and charging to avoid destructive competition between centres, the development of parking standards to reflect the size and role of rural settlements and the development of bus networks, passenger information, fare systems and enhance interchange facilities.

2.3.3 To encourage the efficiency of public transport and reducing the impact of traffic congestion on bus services RPG10 recommends promoting bus priority measures and appropriate Park & Ride facilities.

2.3.4 RPG10 is currently under review and will be replaced by the Regional Spatial Strategy (RSS), which will set the regional context for planning until 2026.

Regional Transport Strategy

2.3.5 The Regional Transport Strategy (RTS) is an integral part of the RPG10 (and the new RSS) and is currently under review in line with the development of the Regional Spatial Strategy. The RTS must set the framework for the development of the second Local Transport Plans and whilst much of the RTS focuses on the Principal Urban Areas (PUA) it does identify rural accessibility as a key issue for the whole region. The Regional Assembly wishes to see a ‘community partnership’ approach to identifying local accessibility needs with more emphasis on facilitating ways of meeting needs in ways other than the use of conventional bus routes.

Cornwall LTP 2001-2006

2.3.6 The Local Transport Plan (LTP) set out Cornwall's transport strategies for all modes and brings them together to form a comprehensive and integrated 5 year plan. The LTP has been reviewed and strategies relevant to this study have been drawn out and these include:

- Park & Ride; and
- Parking & Demand Restraint

Park & Ride

2.3.7 The LTP considers that Park & Ride facilities are an invaluable part of a fully integrated transport system. In Cornwall seasonal congestion in the tourist areas can be significantly eased as a result.

2.3.8 Park & Ride may only be competitively priced if the town centre parking is greater than the Park & Ride fare and fee. This implies a relative high cost for long-stay parking and the removal of on-street long stay alternatives for commuters.

Parking & Demand Restraint

2.3.9 The on street parking stock must be reviewed alongside off street parking and a complementary strategy developed and implemented in tandem. This will require the District and the County working in partnership.

2.3.10 On-street parking in the centre of towns should be very short term in order to ensure a high turnover. However this strategy may not be appropriate for St Ives.

2.3.11 Variable Message Signing (VMS) is envisaged in the larger towns to provide, primarily, parking information to drivers looking for spaces. This will reduce the number of drivers circulating around the town looking for non-existent parking spaces and will be of particular value in promoting Park and Ride schemes.

2.3.12 Car parking controls can be effective in controlling travel demand, whether using price or length of stay in reducing the reliance on the car and encouraging use of alternative modes of travel.

2.3.13 Managing on-street parking is also an important tool to use in controlling travel patterns and encouraging less reliance on the motor car. On-street parking restrictions could be implemented for residents and short-term parking zones.

- 2.3.14 The County Council welcomes the role that parking charges may have to play in tackling congestion and pollution, whilst raising revenue to invest in local transport. Parking policy needs to be considered in the context of, on and off street parking, public and private, quantity and cost, and existing and new development.
- 2.3.15 It is felt that road user charging is generally inappropriate in a rural area such as Cornwall, at least at present, as few locations in Cornwall have traffic flows sufficient to justify the investment in infrastructure and operating costs that are associated with the scheme. Pricing levels in Cornwall would have to reflect the economic conditions in the County and would therefore be lower than expected relative to charging schemes elsewhere in the country.
- 2.3.16 Parking and demand restraint strategies will need to recognise those with special needs particularly people with disabilities as the car is often their only form of transport. People without realistic alternatives to the car should not be penalised as a result.
- 2.3.17 Developing the Second Local Transport Plan (2006-2011)
In order to develop Cornwall's second local transport plan a number of key consultations have been undertaken (Figure 2.1). The results of the focus groups have been published and are available on the County Council's website (www.cornwall.gov.uk) but one of the emerging themes from the focus group consultations are more Park & Ride schemes.
- 2.3.18 Cornwall Structure Plan
The 1997 Structure Plan has now been superseded by the 2004 Structure Plan, which was adopted on 6 September 2004. A diagram of the key policies is annexed to this report (Annex 1). Policies of relevance to the study include:
- Housing;
 - Development; and
 - Transport & Accessibility
- 2.3.19 The allocation for housing in Penwith (Policy 8) during 2001-2016 is 3,300 dwellings (annual average of 220) and this is the lowest allocation within the County.

Local Transport Plan 2006 - 2011 Developing the Strategy and Consultation




Stage	Exercise	Detail	Ongoing
Sep 2003 - Sep 2004	1 Audit of Existing Strategies	Review and audit of existing strategies to ensure that shared aims and objectives are incorporated in the next LTP.	
Sep - Dec 2003	2 Focus Groups	Open forum for 'hard to reach' groups to discuss transport issues.	LTP Accessibility Group
Jan - May 2004	3 Issues Paper	Issues paper and questionnaire distributed to stakeholders and made available to the general public to gauge their views on the current approach that the County Council is taking to deal with transport issues.	Work with service providers to ensure that the LTP strategy promotes accessibility.
Mar - June 2004	4 People's Panel	Questionnaire distributed to 3,000 members of the People's Panel to gauge their views on specific elements of travel and transport.	
May - July 2004	5 CCC Staff Questionnaire	Questionnaire distributed to CCC staff to assess awareness of Local Transport Plan process and whether they agree with the approach to delivery.	Stakeholder forums
Sep 2004	6 Accessibility Conference	Workshops looking at developing projects for the next LTP period to improve accessibility	Regular liaison forums with stakeholders to develop individual strategies.
Jan - May 2005	7 Draft LTP	Consultation on the draft LTP with stakeholders.	

Figure 2.1 Consultation framework for the development of Cornwall's second Local Transport Plan (likely to be updated soon)

Policy 21 specifically relates to Penzance and advises that any development should support the maritime and tourism industries and acknowledges the role of Penzance as the major service and retail centre in Penwith.

2.3.20 Policies 27 & 28 relate to Transport and Accessibility and essentially developments should make provision for alternatives to the private car. The County Council will work with District Councils to develop Supplementary Planning Guidance that will set out accessibility criteria based upon:

- potential journeys generated by development;
- the opportunity for people to walk, cycle and use public transport to get to and from development; and
- consideration of travel plans and parking standards.

2.3.21 Cornwall: Centre of excellence for integrated rural transport
Cornwall was awarded a Centre of Excellence for Integrated Rural Transport and one of the responsibilities is to create a website for the dissemination of best practice. One of the aims of the centre is to promote improved integration and co-ordination of all the different transport services. The reduction of the impact of tourism on the road network, development of more sustainable alternatives to the car travel for visitors and improvements to transport facilities and information for tourists are also key aims.

2.3.22 Priority will be given to more bus/rail interchanges through-out Cornwall, through rural transport partnerships.

2.3.23 Cornwall County Council, DRAFT Parking Strategy
The County Council has produced a draft countywide parking strategy, which is anticipated to be approved by members during winter 2004/05. The following strategies have been summarised:

- Off-street parking;
- Residents & On-street Parking; and
- Park & Ride

2.3.24 *Off-street Parking*
The strategy considers that long-stay parking within the centre of towns should be restrained in order to favour the short-stay visitor and encourage commuters / visitors to use other modes of transport. Short-stay parking should be in the town centre to accommodate shoppers and short stay visitors.

2.3.25 Prices in local authority controlled car parks should be discouraging the use of long-term parking; these prices should be increased gradually in real-terms. Long-stay spaces should be reduced by converting to short stay. Businesses that can prove an essential need for a minimal number of spaces will be provided those spaces at a fee. The following measures will be introduced where appropriate; residents parking schemes, pricing of on-street spaces, prohibitions to provide space for pedestrians, public transport loading, cycling or disabled facilities.

Residents & On-street Parking

2.3.26 Zonal residential parking should be introduced in areas where it is requested by the residents.

2.3.27 The County has made no decision on On-street parking charges, but it is envisaged it will be reviewed with the decriminalisation of parking offences review. However, in certain areas on-street parking restrictions may be needed to encourage the proper use of off-street parking.

2.3.28 Cornwall CC won't provide additional wardens for enforcement, but will support District councils increasing enforcement.

Park & Ride

2.3.29 The strategy considers Park & Ride facilities should be targeted at commuters, long-stay and seasonal visitors.

2.4 ***Local Policy***

Penwith Local Plan

2.4.1 The Local Plan was adopted on the 4 February 2004 and sets the development framework for the District. Policies and proposals which are felt to be applicable to the study area have been drawn out for:

- Development;
- Employment; and
- Transport

Development

2.4.2 Development will be focused on the main urban centres of Penzance/Newlyn, St.Ives (including Carbis Bay) and Hayle together with, in the case of serviced industrial land, the St.Erth station area.

2.4.3 Proposals for development of any part of the Harbour car park in Penzance will be required to retain open views from Wharf Road to the Harbour. The former gasholder site and adjacent land is proposed for mixed use development (Proposal TV-A).

Employment

2.4.4 Proposal E-A, E-B and EC refers to land within the vicinity of the station at St Erth being allocated for industrial and business use because of its good transport connections by both road, rail and bus and also in landscape terms its impact would be less than sites assessed on the edge of Penzance.

2.4.5 Any development at St Erth would need to consider the improvement of the junction with the A30 and Station Approach, sustainable access for people and goods through the implementation of a green travel plan. Safe and attractive pedestrian access between the station and the industrial site must also be considered. Land adjacent to the sidings on the northern side of the main line has been safeguarded for freight.

2.4.6 Policy E-9 makes specific reference to Newlyn Harbour Area. The change of use of industrial sites in the harbour area for development unrelated to the fishing industry will not be permitted where they would conflict with maintenance or other maritime activities.

Transport

2.4.7 Transport proposals will be permitted if they provide alternatives to the private car, are necessary for safety or achieve environmental benefits in terms of reducing pollution, congestion, use of energy or trip generation. Any parking provision must not exceed the maximum standards set out in policy TP-12. TP-12 also stated that any parking provision must be related to the proposed use, the location, the availability of or potential for access by any other means than the private car and the amount of existing public parking provision in the locality.

2.4.8 New car parks must contribute to the efficiency and vitality of the town, ease congestion in the residential areas and facilitate integration with other modes (Policy TP-13)

2.4.9 An area at the Malakoff, St Ives is reserved for a bus station (Proposal TP-A). The proposal has also been amended to safeguard the bus station in Penzance.

2.4.10 St. Just, Lafrowda car park is the main car parking area, despite being free is underutilised as on-street parking elsewhere is favoured. The District Council would support measures to bring about greater use of the car park particularly by visitors.

2.4.11 Policy TP-3 identifies the following sites to be protected for future integrated transport use:

- Ponsandane Sidings
- St Erth Station
- Sidings to the north and south of St Erth
- St Ives Station Car Park

2.4.12 With regards to freight policy TP-10 states that trans-shipment facilities (incoming goods that could be transferred to small vehicles and out-going produce/products into large lorries or containers) will be permitted provided they are accessible from the road network and its related distribution or collection area.

Penwith District Council: Car Parks Best Value Review

2.4.13 A best value review of the Districts car parks was undertaken and they key outcomes relevant to this study are presented below:

- The existing ticket machines to be replaced with new solar powered machines capable of accepting ‘Smart card’ technology and Euros.
- The review noted that the car parks differ in popularity.
- There is little opportunity of additional parking in St Ives, thus provision of an additional temporary Park & Ride needs to be investigated.
- Free parking is available at the following Chy an Gweal, Lafrowda, Market Street, Pendeen, Wherrytown Green.
- Outsourcing enforcement to private company was rejected as the business community were concerned that it would lead to rigorous enforcement or even be unfairly applied.
- There is disparity of reserved parking for residents across the district, in St Ives there’s a waiting list whilst in Penzance they have trouble letting spaces.
- The review was in favour of a flexible approach to car parking charges, varying charges based on circumstances of the differing areas. There was a feeling that prices had reached their sustainable limit and the Council should commit to a period where prices would only rise with inflation.

Penwith: A vision for the future

- 2.4.14 The Community Strategy is an evolving document with a clear vision ‘to improve the quality of life for residents and visitors to Penwith by providing and enabling services which promote a more caring, prosperous, safe and healthy community.’ The Vision is currently being reviewed to develop a longer term view to 2025.
- 2.4.15 During consultation for the Community Strategy, concerns were raised about the increasing cost of car parking and lack of efficient, clean and reliable public transport.
- 2.4.16 There are four corporate objectives:
- Homes
 - Economy
 - Community
 - Environment and Heritage
- 2.4.17 Transport measures come under the Environment and Heritage objective and targets include:
- Increase the number of journeys on bus services in Cornwall by 163,000 by 2006;
 - Complete the Penzance Transport Interchange;
 - Work with the County Council and First Devon & Cornwall to improve current bus service provision in Penwith and to support improvements through the Rural Bus Challenge Bid;
 - Maximise the number of ‘wiggly bus’ and ‘community bus schemes’ being developed within Penwith;
 - Promote the Park & Ride scheme from Lelant to St Ives and explore the potential for additional sites;
 - Increase access to the South West Coastal Path scheme through public transport;
 - Develop a green travel plan for Penwith;
 - Develop cycle networks, marketing and information about cycle ways;
 - Increase awareness amongst residents and visitors of more sustainable means of access and transport; and
 - Convert two new council vehicles to LPG with the support of the Energy Savings Trust.

St. Ives Harbour Enhancement and Preservation

- 2.4.18 The aims of this report were to produce a vision and action plan of on-shore facilities that would support a viable fishing community and provide new opportunities for economic diversity in St Ives. The study area was limited to the harbour and the shoreline from the RNLI house to Porth Gwidden beach.
- 2.4.19 A Watersports centre and an extension of ‘superloo’ building have been suggested by the report in the Sloop car park but this would result in a loss of car parking spaces. Congestion is a problem in St Ives in the summer, September festival, Christmas, New Year and Easter. It has been suggested that the top end of Smeaton’s Pier car park is available for fishermen only. Park & Ride schemes are supported along with electronic signing.
- 2.4.20 On-street car parking is considered by the above study to be sufficient and free but there is occasional competition between local residents and visitors especially in the summer.
- Newlyn and Surrounding Area Regeneration Strategy, 2002
- 2.4.21 This report was commissioned by the Newlyn Fish Industry Forum in 2002, it aims to produce a vision and action plan of schemes that would support the fishing industry on-shore and provide for a diversification in the Newlyn economy. The report examines the on-shore facilities and existing problems and needs of the fishing community and Newlyn as a whole.
- 2.4.22 The strategy puts forward many areas around the harbour for new development and redevelopment, both residential and commercial, along with the expansion of tourism in the area, all would add traffic to the network. The strategy concludes that the Newlyn Bridge junction is considered dangerous and is not operating properly.
- 2.4.23 The strategy has identified parking as a big issue because provision is not well placed to serve the potential differing demands. Adjacent to the Strand, parking provision should be for residents, visitors and shoppers, adjacent to the market employee and business parking and at Sandy Cove visitor parking should be provided. Park & Ride is recognised as a measure to reduce congestion and should link the main visitor destinations along its route.

2.4.24 The Regeneration Strategy proposes that approximately 130 parking spaces should be provided to serve the fishermen while at sea but also commercial and water sport uses.

Penzance Harbour and Town Regeneration, Phase 1 Action Plan

2.4.25 The report was commissioned by Cornwall Enterprise in 2000 to produce an action plan for the regeneration and development of Penzance Town and Harbour. Its aims were to:

- produce a socio-economic and environmental profile of the area
- provide an indicative range of costed options/schemes for the area and produce a timetable for implementation.

2.4.26 The regeneration study considered that facilities for bus passengers at the bus station are poor but a new passenger interchange has since been provided. There is poor pedestrian provision between the Harbour Car Park and the Promenade. In addition winter storms can create waves which raise water onto the Harbour car park.

2.4.27 The strategy identified the main issue in Penzance as high seasonal flows and suggested Park & Ride should be looked into for Penzance on the main eastern approach and pedestrian routes and facilities should be provided in the town.

2.4.28 A number of development projects in the area are likely to increase traffic congestion. There could be a loss of car parking spaces at the Harbour car park if a Marina was developed. At least 550 spaces in the Harbour Car Park are safeguarded by a covenant to the Wharfside shopping centre.

Impact of an Improved Transport Link between Penzance and the Isles of Scilly on the Local Economy

2.4.29 This document aims to provide an initial appraisal of the development proposals and the possible contribution to the regeneration of the surrounding area. The report focuses on the proposals at Newlyn. This work is currently being updated and a transport assessment has been drafted.

2.4.30 The report considers the objective of the link would be to enhance the infrastructure including roads and car parks.

2.4.31 The bus/rail station in Penzance is highlighted by the report as an asset to the area, by providing access to both regional and national transport networks.

2.5 ***Summary***

2.5.1 The national policy documents give broad targets for the regional and local authorities to aim for these being that sustainable transport should be promoted and that car usage discouraged. At a regional level sustainable transport is indeed supported, but it is accepted that due to the nature of Cornwall that car usage for some people is the only travel option.

2.5.2 It is apparent that both national and regional authorities support parking restraint where necessary and should be used as a method of reducing the reliance on the car for travel. At a local level this is also accepted, however the introduction of on-street parking fees and price rises would be controversial since Cornwall has never charged for on-street parking and that prices are seen as reaching there 'sustainable' level.

3 Review of Existing Parking Conditions

3.1 *Introduction*

3.1.1 The purpose of this section is to review the existing parking provision across the District including provision for long and short stay, reserved parking, on-street parking, pricing policy and income & usage.

3.2 *Car Parks*

3.2.1 Maps showing the location of car parks within the three town centres have been produced and data with the number of spaces and maximum stay has been tabulated. Reserved parking (spaces allocated for residential or commercial use) is either identified as permit holders only or as the number reserved spaces. The maps for each town are:

- Map 3.1 - Penzance
- Map 3.2 – St Ives
- Map 3.3 - Hayle

3.2.2 Newlyn, short stay car park is on Duke Street and its long stay car park is on St Peters Hill.

3.2.3 The Porthrepta car park at Carbis Bay has both short and long stay charges. At the Lelant station there is a Park & Ride facility which is effectively a long stay car park.

3.2.4 There are no other short stay car parks in the District, the other long stay car parks situated in the District are Marazion car park, Porthcurno, Long Rock, Penlee House (Penzance Town Council) and Gwithian Towans.

3.2.5 Newlyn's residents reserved parking is on St Peters Hill, Gwithiel/Gwavas and Lower Green St, the non-residents reserved parking is on St Peters Hill.

3.2.6 In Hayle the only residents reserved parking is on Tremeadow Tce. There are no non-residents reserved spaces in Hayle.

Penzance

3.2.7 Penzance has a number of car parks to serve its needs. The largest is the Harbour car park which provides 711 spaces of which 550 are safeguarded by a covenant .. Part of car park is used as a boat park in the summer, this area is expanded in winter and even with the loss of these additional spaces there is still capacity within the car park.

3.2.8 Another key car park within Penzance is Penlee House car park, which belongs to Penzance Town Council. The car park is situated next to Penlee Park close to St. Johns Hall. The car park consists of 165 long stay car parking spaces the town council charge £1.20 for all day parking and monthly season tickets can be purchased at a cost of £20 per month.

3.2.9 In addition to the public car parks secure private car parking is also provided for the Isles of Scilly by:

- Harbour Garage - £3.50/day for tourists and £1.00/day for islanders (75 spaces in total)
- Penders Garage - £4.50/day (35-40 spaces in total)

3.2.10 The central residential area of Penzance is characterised by narrow streets unable to accommodate on-street parking. These residents park their vehicles on the estates to the east or on the wider roads in the west of the town and around some of the back streets in Penzance.

St. Ives

3.2.11 St. Ives has a number of car parks serving the town. The largest is the Trenwith car park which has short stay spaces for the leisure centre and long stay for visitors, to the south there are overflow fields for the car park. The day visitors route, which is signed from the junction with the A30 and the A3074 brings traffic to the Trenwith car park. A shuttle bus runs between the car park and the town centre and a bus fare is charged in addition to the parking charge.

3.2.12 In addition to the public car parks there are also three private car parks in St Ives:

- The Stennack – current charge is £0.50 for up to 30 mins and £0.80 per hour;
- Talland Road – recently been acquired for redevelopment and will no longer be operating at a car park; and

- Site opposite Trenwith has recently closed down

3.2.13 At the Lelant Saltings a rail based Park & Ride is operated into St Ives, the platform and ramp to the platform is need of improvement as is the surface of the car park but a scheme of environmental improvements are proposed for this site to be delivered through a joint partnership between PDC, CCC and Wessex. It is a popular car park through-out summer, and has an overflow section which is used regularly.

3.2.14 Porthrepta car park in Carbis Bay is underutilised at present and in 2003/04 only contributed £54 to the car park income. It is a long stay car park and as a previously developed site it would be suitable for redevelopment for housing or other uses.

3.2.15 Smeaton's Pier car park situated on the harbour wall is a long-stay car park. This encourages visitors to make a cross town trip to this car park through narrow streets predominately occupied by pedestrians in summer.

Hayle

3.2.16 Hayle is served by a number of car parks through-out the town. The two main car parks are the Foundry car park and the Commercial Road car park.

3.2.17 The Foundry car park is situated near a retail area and there is free on-street parking on a road adjacent to the car park. Therefore it is likely people will chose to park along this street rather than in the car park and this was observed on the day that the car park was visited. The Commercial Road car park is a larger car park situated in the area between the two main areas of the town.

3.3 ***On-street Parking***

3.3.1 At present there is no charged on-street parking in Penwith. Disabled Blue-badge holders are exempt from double yellow lines for up to 3 hours; in some cases this is causing a problem in town centres where streets are narrow. The enforcement of double-yellow line restrictions is seen as inadequate and non-disabled drivers were observed not respecting the loading restrictions.

3.3.2 Market Jew Street is a narrow and busy shopping street in the centre of town. Disabled blue badge holders are parking on the street causing localised congestion problems and are parking in dangerous places.

3.3.3 The County Council have a proposed highway scheme that is due to be implemented early 2005. The scheme will comprise a bus gate at one end of the street making the road one way to all other traffic. Loading bays are to be installed on the street. The initial scheme met serious opposition from the disabled community and it is now proposed that the loading bays will be shared with disabled users. The District Council will also be investigating options for Shopmobility.

3.4 ***Residents Parking***

3.4.1 Cornwall County Council are committed to consulting Penzance residents with regard to residents on-street parking schemes during winter 2004/05. However Cornwall's experience in other areas are that residents parking schemes have not been well received because of the cost implications and parking restrictions for residents and therefore do not anticipate that the scheme will have community support except in some small areas and is only likely to be implemented in those areas.

3.5 ***Disabled Parking in Car Parks***

3.5.1 A breakdown of blue badges issued by District is presented in Annex 2. Penwith District has 4,363 blue badge holders and has the lowest number of blue badges within the County.

3.5.2 Currently blue badge holders can park for free for up to 3 hours in all District car parks where a tariff is applied (excludes free car parks where parking is free for everyone). The District Council are planning increasing their allocation for disabled drivers to 10% but are also considering only providing free parking to those with 'the greatest need' based on the zero rated tax discs. However based on the recent experiences with Market Jew Street it is anticipated that this proposal will be withdrawn pending further investigations.

3.5.3 There is a desire within the District to prioritise facilities to those with the 'greatest need'. The criteria for the zero rated tax disc is much tighter than the criteria for the blue badge scheme and only applies to drivers whereas blue badges can apply to either drivers or passengers. Cornwall highways officers have been consulting with Social Services, whom administer the blue badge scheme, about the potential to identify users with the 'greatest need' e.g. wheelchair users. Options could include incorporating an additional symbol on the blue badge e.g. a star. However this would only be applicable to off-street parking as on the highway all blue badge holders must be treated equally.

3.6

Pricing

3.6.1

Penwith District Council applies uniform parking rates across the District. Parking for a day (8am to 8pm) in long-stay car parks is £2.60 per car and in out of town long stay car parks is £2.20 per car. The maximum stay allowable in a short stay car park is 3 hours and costs £2.00. Parking for short duration in long stay car parks is charged at a slightly lower rate than in short stay car parks.

3.6.2

Rover tickets are available to anyone and can be used on any long-stay car park. These tickets can be bought for daily, 3 day or weekly periods costing £3.50, £10.00 or £21.00 respectively. Residents can purchase season tickets quarterly for £55 or 6 monthly for £100, there is no distinction between second home owners and permanent residents. Reserved residents spaces have an annual charge of £260 with the exception of Victoria Square which is £50. Reserved non-residential spaces are available and cost £400 per annum.

3.6.3

Porthrepta car park in Carbis Bay, has a short stay charge for up to 3 hours of £2.00 and a long-stay charge of £2.20 for all day. The Smeaton's Pier car parking St Ives charges cars £4.60 for all day.

3.6.4

The Lelant Park & Ride charges are £8 per day for up to 5 people per car or £6.50 for up to two people per car, which includes travel into St Ives during the summer.

3.6.5

It should be noted that the prices are considered very good value by those coming from outside the District to visit, including Smeaton's Pier. However there is a proposal to increase parking charges in 2005/05 and this will be subject to a public consultation exercise.

3.7

Income & Usage

3.7.1

The annual car parks income across the District in 2003/04 was £1.7 million. Annex 3 gives a detailed breakdown of monthly income by car park. A quarter of the annual car park income is generated by Penzance Harbour Car Park, 33% of the income is generated by Trenwith, Island, Barnoon and the remaining 42% comes from the other car parks within the District.

3.7.2

Up until recently the software that is used for extracting ticket machine data from the car parks has only been capable of producing financial records. This is in the process of being changed in preparation for the introduction of smartcards. Annex 4 contains a summary of tickets sales by cost from a selection of short and long stay car parks during May, June and July 2004. In the long stay car parks the

majority of users (38%) were paying to park for up to 2 hrs and only 19% paid to park all day. In the short stay car parks 40% of users are parking for up to 2 hrs and 24% up to 1 hr.

3.8

Congestion

3.8.1

Congestion occurs at a number of places within the District particularly during the summer. The hot spots tend to occur at:

- Crowlas – this is a village on the A30 where the road is narrower and there is a pedestrian crossing which creates a bottleneck;
- Penzance Rail Station – traffic queues during peak periods along the old A30 which runs past the rail station due to traffic exceeding the capacity of the road;
- Market Jew Street – the congestion problems arise due to on-street parking. The County scheme should address some of these problems; and
- St Ives – during peak season the narrow streets in St Ives become very congested with both pedestrian and vehicular traffic. There no or very little cross town traffic but most of the traffic appears to be visitors driving around looking for available parking spaces. During the peak periods all the car parks are full by the morning and this is contributing to the success of the Lelant Saltings Park & Ride in combination with the attractiveness of the route.

3.8.2

Congestion is one of the shared priorities that local transport authorities are expected to report against in their LTPs. Areas with urban centres with a population of 250,000 or greater can obtain congestion monitoring data from the DfT. Other local authorities like Cornwall must make their own arrangements for monitoring congestion. The County are considering different methodologies but it is likely that Automatic Number Plate Recognition (ANPR) technology will be utilised.

3.9

Summary

3.9.1

Many of the car parks during the peak summer season are at capacity particularly in St Ives and Penzance. Hayle car parks retain some capacity but Hayle isn't currently a major tourist destination and serves as a local food shopping centre for many of the camp sites surrounding the town as well as a centre for local residents.

3.9.2

Provision of disabled parking is a major issue within the District. Any introduction of charging for disabled users will need to be handled sensitively as it may have the

negative effect of transferring disabled users from the car parks out onto the street. Recent guidance on Local Transport Plans produced by the DfT has advised that authorities should consider accessibility for the disabled by car as a priority particularly for those unable to use public transport.

- 3.9.3 Car parking charges seem low in comparison to other towns within the South West (refer to Table 3.1) but based on the consultation for the Community Strategy it is anticipated that any increase in car parking charges will be opposed by the local community, which will need to be handled sensitively.
- 3.9.4 Any proposed increase in parking charges or any change in the balance between short and long stay parking should be linked to the development of the Park & Ride strategy as has been the case in other towns and examples of these are given in Section 8 of the Park & Ride report e.g. York and Scarborough.
- 3.9.5 As increasing parking charges is likely to displace some of the traffic from the car parks the aim would be to move those to an out of town site rather than on the surrounding streets. Therefore the parking strategy will need to take a holistic view.
- 3.9.6 The review of parking charges will need to consider car parks not managed by Penwith District Council e.g. Penlee House, The Stennack therefore a partnership may be need to be adopted to include these other car parks to ensure a co-ordinated approach.
- 3.9.7 Provision of Park & Ride could also help to relieve some of the congestion problems depending on the location of the sites and this should be given consideration during site selection.

Table 3.1 Summary of Parking Charges in some South West Towns & Cities

Summary of Parking Charges - SW Towns/Cities
Mondays - Saturdays

Town/City	Function	< 1 hr	1-2 hr	2-3 hr	3-4 hr	4-5 hr	5-6 hr	6-7 hr	All day
Taunton	Limited Stay	0.60-2.30	0.80-2.30	1.20-2.30	1.40-2.30				
	Shopper	0.40-0.60	0.60-0.80	0.80-1.20	1.00-1.60	1.30-2.50	1.50-3.00	1.70-3.50	2.00-4.00
	Commuter	0.40	0.70	0.80	0.90	1.00	1.10		1.70
Barnstaple	Short	0.60-0.70 per hr							
	Long	0.80-2.40 (0.50-0.60 1st hr)							
Yeovil	Short	0.60	0.80	0.60 per additional hour					
	Long			1.00					
Truro	Short	0.70	1.50	2.20					
	Long	0.70-2.20	1.40-2.20		2.70-2.80			2.80	
Salisbury	Short	0.80	1.40	1.80	2.30	2.70			
	Long	0.80	1.40			3.20			
Poole	Multistorey	0.50	1.00	1.50	2.10	3.80			5.80
	Surface CP	0.50	1.00	1.50	2.10				
Bournemouth		0.40-1.80	0.70-1.80	1.20-3.50	2.00-4.70	3.50-6.00			
Torbay	Short	0.60	1.20	1.80	4.50	8.00			
	Long	0.60	1.20	1.80	3.00	5.00			
Exeter	Short	0.50-1.20	0.70	1.00	3.00	5.00			
	Medium	0.40-0.50	0.60-0.80	0.70-1.30	0.80-1.80	1.30-2.50	1.30-3.00		
	Long		0.70-2.10			1.20-4.20			
Bristol	Short	0.60-1.30	2.60						
	Long								5.50
Plymouth	Short/Long	0.50-0.80	1.00-1.60	1.50-2.40	2.00-3.20	2.00-9.00	2.00-9.00		4.00-9.00
	Shopper	0.80	1.60-2.40	2.40	3.20				
Bath	Short	1.00	2.00	3.00	4.00				
	Long	1.00-2.50	2.00-2.50	2.50-3.00	2.50-4.00	3.80-5.00	3.80-6.00	5.00-7.00	6.00-10.00
Swindon	Short	0.80-1.00	1.60-2.00	2.40-3.00	3.20-4.00	6.00-7.00	15.00*		30.00
	Long	0.80	1.60	2.40	3.20	4.20	6.10		

* 6-8 hours

4 Review of Existing Public Transport

4.1 *Introduction*

4.1.1 The purpose of this section is to provide an overview of public transport in the Penwith District. It will look at the existing bus and rail network and any Park & Ride facilities that are available.

4.1.2 The Local Plan describes the strategic public transport network within the District as the inter-urban links between:

- Penzance – Camborne via Hayle (Bus & Rail)
- Penzance – Camborne via Marazion and Leedstown (Bus)
- Penzance – Helston via Porthleven (Bus)
- Penzance – Lands End via St Burgan, Sennen (Bus)
- Penzance – Mousehole via Newlyn (Bus)
- Penzance – Mousehole via Newlyn (Bus)
- Penzance – St Ives via Lelant (Bus & Rail)
- Penzance – St Ives via Nancledra, Halsetown (Bus)

4.2 *Existing Rail Services*

4.2.1 Penwith is at the end of the Great Western mainline. The St Ives branchline operates between St Erth Station (this is an interchange between the mainline and the branchline) and St Ives (Map 4.1). There are 5 Train Operating Companies (TOC) that serve Penwith. These are First Great Western, Virgin Cross Country, Wessex Trains, Arriva Trains Wales and South West Trains.

4.2.2 The main stations are Penzance, St Erth and Hayle which are all on the Great Western mainline with Penzance being the Western terminus. These 3 stations are served by all the TOCs. First Great Western operates services from Penzance to Plymouth, Exeter and London Paddington. Virgin Cross Country operates services from Penzance to the Midlands, the North and Scotland. Wessex Trains operates a range of services from Penzance to Plymouth and Exeter with some services continuing to Portsmouth, Bristol and South Wales. Arriva Trains Wales operates services from Penzance to Bristol and South Wales with South West Trains operating a week-day service from Penzance to London Waterloo via Salisbury.

- 4.2.3 The combined frequency on the mainline is approximately hourly during the daytime Monday to Saturdays and on Sundays. There is a limited evening service Monday to Saturdays with three journeys.
- 4.2.4 The St Ives branchline has stations at St Erth, Lelant Saltings, Lelant, Carbis Bay and St Ives. St Erth acts as an interchange between the Great Western mainline and the St Ives branchline. Trains on the St Ives Branchline are operated solely by Wessex Trains and operates at a frequency of 1-2 trains per hour during the daytime Monday to Saturdays with 4 return evening journeys. On Sundays there is approximately 1 train per hour during the daytime with 3 evening journeys. From Summer 2005 it is intended that the timetable will change to a clockface timetable at 30 minute intervals and Wessex are hoping to extend this to Easter.
- 4.2.5 The branchline has recently been taken on by the Devon & Cornwall Rail Partnership (DCRP). The role of the DCRP is focus on those branchlines with the greatest need it has only recently taken on the St Ives Branchline because relative to the other lines in Cornwall is the best performing line in the summer. A working party has been set-up and will meet three times a year. The branchline working party has received a lot of local support.
- 4.3 ***Park & Ride – Lelant Saltings***
- 4.3.1 Lelant Saltings has been designated a Park & Ride with parking for between 360 and 460 cars. Although on the busiest day Wessex has managed to get a maximum of 407 vehicles parked on the site. The higher amount is dependent on overflow parking in the adjacent football field. The current fares are:
- 1 car with up to 5 people - £8.00 (July – August inclusive);
 - 1 car with up to 2 people - £6.50 (July– August inclusive);
 - 1 car with up to 5 people - £6.50 (May and September); and
 - 1 car with up to 2 people - £5.00 (May and September).
- 4.3.2 The Park & Ride is not promoted during the winter months.
- 4.3.3 In comparison car parking in Penzance/St Ives costs £2.60-£4.60 for the day.
- 4.3.4 Although Lelant Saltings has been designated a Park & Ride site, Wessex Trains would prefer for a Park & Ride to be established at St Erth which would then see Lelant Saltings closed and this view is being supported by the SRA (see paragraph 4.3.5). St Erth, although a much smaller site and dependent on acquiring additional

land is on the main line and therefore potentially is able to serve a wider market but access onto the A30 is an issue and will need to be explored with the Highways Agency.

4.3.5 The SRA are concerned that as the journey time between St Erth and St Ives is 14 mins to support a timetable at 30 min intervals there might not be enough slack in the timetable to support a Park & Ride for St Ives at both St Erth and Lelant Saltings. However Wessex's view is that both could be accommodated provided that Lelant Village is omitted as a stop.

4.4 ***Rail Passenger Movements***

4.4.1 Annex 5 shows the stations in Penwith and the total numbers of people travelling through each of the stations during the period April 2003 - March 2004. Penzance was by far the busiest station with a total of 404,795 journeys being made. The next busiest station was St Ives with 223,652 journeys with the majority of these being destination journeys which made up 71% of the total. St Erth was the third busiest station with 173,591 with 53% of journeys here due to interchange which is expected as this is the interchange point between the mainline and the St Ives branchline.

4.4.2 At Hayle, Lelant Saltings, Lelant and Carbis Bay the majority of journeys are origin journeys especially at Lelant Saltings which makes up 91% of the total. Besides St Erth the only other station to see any interchange journeys is Penzance but this only makes up 1% of the total journeys.

4.4.3 Looking at journeys per day Penzance sees around 1,112 followed by St Ives with 614 then St Erth with 477. The stations with the lowest usage are Lelant with 20 journeys per day and Carbis Bay with 74.

4.4.4 According to figures supplied by Wessex Trains and Cornwall County Council, the St Ives branchline has seen growth of 14% between 2001 and 2003 though it experiences extreme seasonality especially in comparison with the other Cornish branchlines. August tends to be the peak month for usage. The line is mainly 'internal' traffic with 49% of income generated between Lelant Saltings and St Ives. 89% of journeys are within Penzance to St Ives with 69% between St Erth and St Ives.

4.5

Marketing of the St Ives Branchline & Proposed Improvements

4.5.1

The line is being marketed as part of the 'Great Scenic Railways of Devon & Cornwall' campaign and as such is promoted as the 'St Ives Bay Line' (SIBL). There are proposals to encourage the wider stakeholder community to become more actively involved in the promotion of the line.

4.5.2

In July 2004 Wessex Trains established a SIBL Development Plan in consultation with local stakeholders. It consists of 6 elements:

- Station Improvements;
- Timetable improvements;
- Fares improvements;
- Improved promotion of line;
- Improved arts, heritage and wildlife links; and
- Improved community links.

4.5.3

The station improvement scheme totals £189,000 and will see refurbishment work at all stations on the branch as part of the Wessex Trains & Cornwall County Council 'Riviera Project' with supplementary funding from the SRA Community Railways initiative. The most extensive works are at St Ives with new shelters, seating, information boards and ticket facilities plus an improved entrance and new exit.

4.5.4

Carbis Bay and Lelant Saltings will also receive facelifts with the Park & Ride at Lelant Saltings will be resurfaced and other environmental improvements. Wessex have proposals to develop St Erth as an 'artistic gateway' to St Ives with the creation of the 'St Ives Bay Line Gallery & Shop' which would act as an outlet for 'Great Scenic Railways of Devon & Cornwall' merchandise. The shop at St Erth closed at the end of the summer and it is unlikely to open next year. Other proposals put forward included the establishment of a 'Friends' of the line group and an 'adopt' a station group. The 'Friends of the St Ives Bay Line Group' has been formed and consists of 5 members.

4.5.5

Wessex are also discussing promotions with the Tate that could include discounted entrance to the art gallery but consideration will need to be given by the District and the County on how pedestrians will get from the station to the Tate.

4.5.6

Rail fare initiatives developed by Wessex are an off peak fare for up to 4 people which works out per person at less than a £1.00 each and from November 2004

until February 2005 a flat fare of £1.00 will be available to residents with a Cornish Railcard. The Cornish railcard cost £10 per year and gives a third discount off rail travel in Cornwall.

4.5.7 There are no proposals as yet to integrate the branchline with the bus network and it was felt that existing bus services ran in competition with the branchline.

4.6 ***Great Western Franchise***

4.6.1 There are proposed changes to the franchise that will affect the status of the TOCs. In 2006 it is intended that a new franchise would be formed to cover the West of England formed from the current First Great Western and Wessex franchises.

4.6.2 The following rail operators have expressed an interest but other expressions of interest are anticipated:

- National Express Group
- First Group
- London & Western – this is a partnership between Chiltern and GNER

4.6.3 The advantage of the Great Western franchise is that it will offer greater integration between the main and branchline. There are concerns locally that with the new franchise there will be less emphasis on local need and management but this could be overcome with local management units. It is important that both Penwith and Cornwall engage early with the Strategic Rail Authority (SRA) and government to protect their interest in Lelant Saltings and the branchline as a whole.

4.7 ***Community Rail Partnerships***

4.7.1 In November 2004, the Strategic Rail Authority (SRA) published its strategy on community rail development. The St Ives branchline has been confirmed as one of the pilots for the scheme.

4.7.2 The SRA stated that there is scope to change the peak summer timetable to focus on the Park & Ride at Lelant Saltings whilst maintaining mainline connections at St Erth. The SRA said skill in presentation of a complex timetable to make sure it is understandable would be needed but with potential wins in providing a more frequent Park & Ride without additional resources. The two key aims for the St Ives pilot are:

- Improve the travel experience e.g. make it more of a ‘day out’.
- Introduce a half hourly service

4.7.3 Microfranchising is a generic term covering several different approaches to local management. Microfranchising might provide the right solution for smaller self-contained routes it will not be a universal solution for Community Railways. The SRA’s view is that microfranchising will not be appropriate for the St Ives branchline as the line is too small. Although a group of business men called ‘Sterling Services’ have expressed an interest in microfranchising no credible business plan has been produced as yet.

4.7.4 The main benefits of community rail designation are:

- Greater local community involvement
- Exemption from the standards for infrastructure and rolling stock that apply to the main lines

4.8 ***PlusBus***

4.8.1 PlusBus is a type of joint ticketing between bus and rail. The ticket gives access to most of the bus network in the area for the whole day. The scheme was launched in October 2002 by Journey Solutions, which is an independent organisation funded by the bus and rail operators along with the Confederation of Passenger Transport (CPT) and the Association of Train Operating Companies (ATOC). An advisory panel provides support and direction and this comprises numerous public and private sector organisations.

4.8.2 PlusBus has been rolled out to 135 stations across the UK including several in Cornwall. The Cornwall schemes include Camborne-Redruth, Truro, Newquay, St Austell, Bodmin, Liskeard and Penzance. The Penzance PlusBus is available for use everyday and costs £1.50 for Adults and 75p for Children but is only available on services operated by First. The Penzance PlusBus extends as far as Mousehole to the south, Madron and Ludgvan to the north and Crowlas to the east (refer to map in Annex 6). Journey Solutions would like to extend the PlusBus concept to season ticket holders. This would allow rail season ticket holders to buy a bus add-on for a period up to a full year.

4.8.3 Journey Solutions is also working with the Transport Research & Information Network (TR&IN) on the ‘Rural Links’ programme. Rural Links is a research programme to develop recommendations for better public transport integration in

rural areas. The emphasis is on meeting the needs of customers building on the previous TR&IN work 'Getting the best from bus and rail in rural communities'.

4.9

Existing Bus Services

4.9.1

Bus patronage for Cornwall in 2002/03 was 8 million and was a 0.6% increase on the previous year but the increase is not sufficient to meet the local public service level agreement of 12% increase in journeys by 2006. It is felt that significant network changes made by the major bus operator have had an adverse effect on bus patronage throughout the county.

4.9.2

In May 2004, First announced a major review of their network within Cornwall, following on from a previous review undertaken in 2003. This led to the network detailed in the table in Map 4.2. First believe that this review has helped to stabilise the network and aside from some minor alterations are not proposing any further reviews.

4.9.3

Map 4.2 and 4.3 contains a table that lists all the bus services in the Penwith District according to the 'All Cornwall Public Transport Guide 29th May-25th September 2004'. The table sets out the frequencies of the local bus network, seasonal services, schools & college routes and National Express services.

4.9.4

The majority of services are operated by First and are centred on Penzance. Other operators in the District include Sunset Coaches, Rosevidney Travel, FT Williams, St Ives Minibus Services and West Penwith Community Bus.

4.9.5

First offer a broad range of regular links from Penzance. This includes at least 3 buses per hour to Helston and St Ives and 2 per hour to St Just. The majority of buses operate on headways of every 30 to 60 minutes but on certain corridors these would combine to offer an enhanced frequency.

4.9.6

In addition there are hourly services from both St Ives and Penzance to Camborne, Redruth and Truro.

4.9.7

First Devon & Cornwall have reported congestion problems, which are contributing to the late running of buses at Crowlas and at Tesco in Penzance. First would welcome some bus priority into Penzance.

4.9.8 From discussions with Cornwall County Council (CCC), there are no real issues in the area. CCC has said that if any improvements were to be made then it would be to add journeys and strengthen the existing bus network.

4.10 ***Subsidised Bus Network Review***

4.10.1 Approximately one third of the county's bus network is subsidised by Cornwall County Council as a cost of £3.7 million per annum. The County Council receives £1.9 million in Rural Bus Subsidy Grant (RBSG) from the Government and the remainder is made up of discretionary funding from the County Council.

4.10.2 The County Council recently commissioned a review of its subsidised bus network. As part of the review an assessment of the subsidised bus network's ability to meet travel needs was undertaken and it was estimated that 90% of the needs in the county were met, which for a rural county such as Cornwall is very high.

4.10.3 The report did observe that although expenditure on bus services by the County council is relatively high, expenditure by the District Councils is relatively low and have recommended that the District Councils consider contributing funds towards services they consider important and in particular for services related to new development.

4.11 ***Rural Bus Challenge***

4.11.1 The Penwith area has been successful in obtaining Rural Bus Challenge funding. Originally the bid was submitted on the basis of launching a demand responsive bus but following rounds of public consultation it was decided this was not the best way forward. Following consultation with the Department for Transport (DfT) it was agreed the funding could be spent on a range of improvements.

4.11.2 These improvements included:

- Enhancement of service 10 by integrating it with service 17a;
- Purchase of a new minibus for West Penwith Community Bus;
- Public Information kiosks; and
- New taxibus service to be launched in September 2004 linking St Ives with Land's End with a flexibly routed evening service between St Ives and Penzance. However the County are struggling to find an operator.
- Refurbishment of double deckers on Service 300, which is a coastal service operating between Land's End and St Ives during the summer

4.12

School Services

4.12.1

There is a small network of school services in the District that are operated by First. Of the four routes, one is commercially operated by First and the others are subsidised by the schools. The services are:

- 903 (Penzance-Marazion-Porthleven-Mullion School)
- 912 (Newlyn-Penzance-Leedstown-Truro Schools)
- 914 (St Ives-Carbis Bay-Connor Down-Truro College)
- 918 (Penzance-Crowlas-Hayle-Truro College)

4.12.2

Service 903 is operated commercially but County Council reconciliations for season tickets for the children makes this service commercially viable. The 912, 914 and 918 are not subsidised by the County. CCC believes the 912 is subsidised by the private schools in Truro and services 914 and 918 are subsidised by Truro College.

4.13

Interchanges

4.13.1

There is a small bus station opposite the rail station in Penzance. Passengers for Penzance are dropped off on one side of the waiting areas the bus then moves round to the pick up point where buses drive on and reverse off.

4.13.2

At St Ives buses drop off at a hatched area at the top of the access road to the station car park. The space is very small and larger vehicles need assistance manoeuvring into the pick up point. Waiting passengers are protected by crash barriers but the potential for conflicts between vehicles and passengers is great.

4.14

Bus Based Park & Ride

4.14.1

Bus based Park & Ride in the District has had limited success in the past. Currently there is a shuttle bus in St Ives, which operates from Trenwith Car Park to the Royal Square. The service has been operating for 20-25 years and was set up around the same time as the Lelant Saltings Park & Ride.

4.14.2

Initially it used 4 minibuses subsidised by the County and is now operated on a commercial basis by St Ives Minibuses. Nick Eastwood also set up a competing service sometime later and this continues to this day.

4.14.3

It is approximately a 5-10 minute walk from the car park to the town centre, however to reach the car park from the town it is a steep walk uphill. The bus fare

costs 40p per Adult and 20p per child in each direction. The bus fare is charged in addition to the parking charge, which is £2.20 for the day.

4.14.4 In 1996, a temporary Park & Ride was set-up in Penzance in conjunction with the Maritime Festival. It ran from a car park at Long Rock into the centre of Penzance and was operated by Western National (now First). Due to unreliability problems it was not a success.

4.14.5 In previous years a Park & Ride has operated between Tregenna Castle Hotel and the town centre. However this has not resumed operation this year as changes to the hotel meant that a Park & Ride at the site was no longer desirable. A similar scheme has also run between the Rugby Club in St Ives and the town centre. Clearly any scheme too close to the town centre is going to compete with Trenwith, which has been established for some years.

4.15 ***Main Passenger Flows***

4.15.1 From discussions with Cornwall County Council (CCC), journeys into central Penzance and St Ives are the most popular destinations. First Devon & Cornwall have also reported significant numbers of passengers travelling between the estates in Penzance and Tesco.

4.15.2 The busiest demand lines in Penwith are as follows:

- Penzance – Marazion;
- Penzance – St Just – Pendeen;
- Penzance – Newlyn Bridge – Mousehole;
- Penzance – St Erth – Hayle (Rail); and
- Penzance – St Erth – St Ives (Rail)

4.15.3 First did operate a half-hourly service in Hayle but were unable to maintain passengers to support the service. This service is now provided by another operator.

4.15.4 During the summer period, there is significant demand at Land's End and this becomes a heavily used point.

4.16

Summary

4.16.1

Partnership with the rail operator seems quite well developed within the District and there is obvious pride in the St Ives branchline, which is perhaps one of the most scenic routes in the County.

4.16.2

There is a perception that local bus services are considered as a second rate experience and partnerships between local bus operators do not seem as well developed within the District. With the decline in commercial services and recent bus network reviews this is understandable.

4.16.3

The cost of leasing a single rail carriage is estimated to be £100,000 per annum. In peak season the St Ives Branchline operates 4 carriages. In comparison it is possible to purchase a new bus for around £90-100,000 e.g. Optare Solo. These extra running costs are liable to make rail based Park & Ride operations expensive relative to a bus based operations, which will mean a high yield for Park & Ride fares for a rail Park & Ride. However given the attractiveness of the St Ives branchline and the severe parking congestion in St Ives town centre this does not seem to discourage the popularity of the Lelant Saltings site.

4.16.4

Tate, St Ives are proposing to extend the gallery (see paragraph 6.2.1-6.2.8) and are working with Wessex Trains on joint marketing initiatives such as discounted entry to the gallery if visitors travel by train. However consideration needs to be given to how passengers will get from the train station to the gallery and solutions might include additional pedestrian signage.

5 Best Practice Review – Parking

5.1 *Introduction*

5.1.1 A review of national parking guidance and of local examples of parking policy that are felt to be relevant to this study and the District have been included in this section of the report. The following policy areas have been reviewed as it is felt they have the most relevance to the issues in the District:

- Disabled Parking;
- Residents Parking;
- Intelligent Systems
- General Parking Policy

5.2 *Disabled Parking*

Traffic Advisory Leaflet 5/95 Parking for Disabled People

5.2.1 The Traffic Advisory Leaflet produced by the DfT advises on parking issues relevant to those with disabilities. The proportions of bays dedicated to a disabled user in a car park of 200+ spaces should be 6 bays plus 2% of total capacity for employees, and 4 bays plus 4% of capacity for shopping, recreation and leisure users. Car parks with disabled access should be signed appropriately on the approaches to the car parks.

5.2.2 On or off street parking bays for disabled users should not be further from major destinations than: 150m for the visually impaired, 150m for wheelchair users, 100m for those with mobility impairments without walking aid and 50m for stick users.

5.2.3 Parking bays for both on and off street should both be designed so that disabled drivers and passengers can get in and out easily.

5.2.4 Payment facilities should ensure easy and unobstructed access for the disabled. At barrier payment facilities the machines should be easily reachable from the exit/entrance.

The Blue Badge Scheme, DfT

5.2.5 The scheme applies nationally only to on-street parking, off-street parking may be provided free of charge or as a concession to those that hold a blue badge at the

discretion of the car park provider. It is worth noting that if disabled users are expected to pay the full charge that this is likely to encourage more on-street parking by blue badge holders.

5.2.6 People are eligible if, they receive the higher rate of the mobility component of the disability living allowance, receive a war pensioners mobility supplement, use a motor vehicle for disabled people by the Health Department, registered blind, has severe disability in both limb regularly drive a vehicle but cannot turn a steering wheel by hand even if fitted with a turning knob and have a permanent and substantial disability which means you are unable to walk or have difficulty in walking.

5.2.7 The scheme does not apply:

- On private roads.
- At off-street car parks, although concessions maybe be given by operators.
- In certain town centres where access is prohibited or limited to vehicles with special permits issued locally.

5.2.8 With a Blue Badge users must not park, where a ban on loading or unloading is in force, where double white lines are present, in bus/tram/cycle lane when it is in operation, on any clearway, on any pedestrian crossing including zigzag markings, in places with specific reservations, on school keep-clear markings and where temporary restrictions are in force along a length of road.

5.3 ***Disabled Parking – Examples of Good Practice***

Policy on Parking Provision for Disabled, Restormel Borough Council

5.3.1 Where appropriate a min of 5% of spaces should be allocated to the disabled. The spaces shall be larger than conventional parking spaces.

5.3.2 In Restormel, those who qualify for invalid carriages (zero rated tax disc) are entitled to park free in long-stay car parks and are permitted extended short stay in shopper car parks.

5.3.3 Blue badge holders are not given any free provision, but the badge permits them to park on street for up to 3 hours.

5.3.4

Disabled Persons Parking Provision, Torrington District Council

Torrington like Penwith is rural in nature, attracts many tourists and also has an elderly population therefore it has been included for comparison.

5.3.5

Parking bays are specifically reserved for disabled use in the council's car parks. In short stay car parks blue badge holders are charged for an hours parking but also get an extra hour fee. However if the blue badge holder's vehicle has been adapted for disabled access then parking is free. The two main conditions are, the vehicle must clearly display a disabled persons badge and a pay and display ticket must be purchased. The max stay permitted will be indicated on the board adjacent to the pay and display meter.

5.4

Residents Parking

5.4.1

The County's residents parking policy is set out in its draft parking strategy. Cornwall will only introduce residents parking schemes where the residents request it and consideration of parking problems of the whole town have been considered.

5.4.2

Permits will be charged at £50 per annum and only permit holders will be able to park long-term between 0800-1800 Monday to Saturday but some short term parking by non-permit holders would be permitted. Outside of these times parking would be permitted by anyone with exceptions in some central areas.

5.4.3

Below is a short review of Resident Parking Schemes from around the country. This is not best practice as such but a review of their ideas and mechanisms they use.

5.5

Residents Parking – Examples of Good Practice

5.5.1

Royal Borough of Windsor and Maidenhead

Types of restrictions:

- Residents and voucher parking only, 8am to 8pm/10pm
- Residents, voucher and 1 or 2 hour pay and display parking 8am to 8pm/10pm
- 2 hour or 30 min pay and display

5.5.2

Permits Issued and Cost:

- Residents - £15/year for first permit and £30/year for second permit (a maximum of 2 permits per household can be issued and residency is determined using council tax status)
- Visitors vouchers - £1/day (can be bought singly or in books of 10 – limit of 50 per year)
- Businesses – may apply for one permit of on-street pay and display parking. Permits cost £200 per year and allow two hours parking per day.
- Advantage cards – allow residents who do not hold a resident permit to park for discounted rates
- Pay and display – typically 50p for 30 minutes

5.5.3

Permits are issued for vehicles designed for not more than 12 passengers, and is less than 18 feet long and less than 6 feet 10 inches high.

5.5.4

Lessons and ideas:

- (i) Tiered pricing structure for residents permits;
- (ii) Strict definition of ‘resident’; and
- (iii) Size restriction for vehicles.

5.5.5

Bath and North East Somerset District Council

Types of restrictions:

- Residents parking (and free overnight parking for residents in off-street car parks)
- Pay and display

5.5.6

Permits issued and cost:

- Residents permits – one per household in central zone (£60/year). This may indicate two registration numbers and either vehicle may park within an authorised bay.
- Residents permits - two per household in other zones (£50/year for first permit, £75/year for second)
- Businesses – two per business
- Visitors permits – yearly allocation

5.5.7

Lessons and Ideas:

- | |
|--|
| <ul style="list-style-type: none"> (i) Free overnight parking for permit holders in off-street car parks; and (ii) One permit for two vehicles - allows vehicle displaying permit to park. |
|--|

5.6 ***Intelligent and Integrated Systems***

Parking Guidance and Information (PGI) Systems (DFT, ITS 4/03)

5.6.1 PGI can deal effectively with excess queues at car parks, congestion on the surrounding road network, poor air quality and a high percentage of visitors in tourist areas.

5.6.2 PGI systems are used to promote better use of car parking and reducing queuing at popular car parks and to promote Park & Ride services. They can assist in reducing congestion and improving the environment.

Integrated Systems – A generic approach (DFT, ITS 3/03)

5.6.3 The objectives on local transport have become increasingly complex and have to meet several policies these being:

- Giving priority to public transport
- Improve conditions for pedestrians, disabled, cyclists and vulnerable road users.
- Reduce impact of traffic on air quality
- Improve safety
- Reduce traffic sensitive areas
- Provide improved congestion and demand management.

5.6.4 These have meant that traditionally separate aspects of local transport now have to be integrated, within one system. Car parking, traffic signals, signing, etc should be considered as a whole and not individually.

5.7 ***General Parking Policy – Examples of Good Practice***

North Hertfordshire District Council: Parking Strategy

5.7.1 On-street parking:

- | |
|--|
| <ul style="list-style-type: none"> • Minimise its effect on road safety and congestions • Use it to reduce the dependence on the car |
|--|

<p>5.7.2</p>	<ul style="list-style-type: none"> • Provision and enforcement to be self-financing • Short stay in centre and longer stay the further out of the town the parking is. • Schemes to give residents and businesses parking priority. • Implementation of controlled parking zones should be implemented when objective criteria met. <p>Off-street parking:</p> <ul style="list-style-type: none"> • Long-stay parking charges are aligned with the equivalent return bus fares as an incentive to achieve the desired modal shift from car to bus. Long and short stay to have the appropriate allocation.
<p>5.7.3</p>	<p>Lessons and ideas:</p> <p>(i) Aligning parking charges with the equivalent return bus fare.</p>
<p>5.7.4</p>	<p><u>Rotherham Parking Strategy</u></p> <p>A zonal system of parking charges introduced with central zone most expensive and mostly short stay. As the zones become further from the centre the number of long-stay increases and charges are appropriate.</p>
<p>5.7.5</p>	<p>Vehicular and pedestrian signing to car parks is to be improved. The signing is to include information about disabled access, cycle parking, motorcycle parking.</p>
<p>5.7.6</p>	<p>Lessons/Ideas:</p> <p>(i) Signing to include greater information on what kind of parking provided, reducing wasted travel time.</p>
<p>5.7.7</p>	<p><u>Welwyn Hatfield Council: Parking Strategy</u></p> <p>On-street parking:</p> <ul style="list-style-type: none"> • Schemes in local 'hotspots' to be implemented in an agreed priority order based on objective criteria. • Monitor effects on adjacent areas and implement only when same criteria met. • Residents will be given parking priority over other users via schemes where there is conflict between residents and other groups.

	<ul style="list-style-type: none"> • Local Businesses will be given priority over other groups (e.g. commuters) in their local industrial areas, schemes will prioritise these businesses. • Agree an enforcement strategy with the police for the next five years.
5.7.8	<p>Off-street parking:</p> <ul style="list-style-type: none"> • To set charges in council car parks in support of the overall car parking objectives • Maintain a priority list for the provision of parking spaces in areas where residents parking is causing environmental damage.
5.7.9	<p>Lessons and ideas:</p> <ul style="list-style-type: none"> (i) Criteria and priority for areas in need of on-street parking; (ii) Only where there is conflict implement resident/business schemes; and (iii) Enforcement agreement with police.

5.7.10	<p><u>Havant Borough Council: Aims and Policy</u></p> <p>Strategic Policies:</p> <ul style="list-style-type: none"> (i) To enforce parking regulations effectively; and (ii) To influence location, supply and pricing in order to maintain balance between economic vitality and environmental concerns.
5.7.11	<p>Pricing Policies:</p> <ul style="list-style-type: none"> (i) To recover cost of the service ; and (ii) Achieve a surplus of 15% to be predominately used to provide CCTV.
5.7.12	<p>Disabled parking:</p> <ul style="list-style-type: none"> (i) Bays to be located close to the entrances to the car park, , ideally no further than 50m.

5.7.13	<p><u>Restormel Borough Council: Parking Policy</u></p> <p>The rural nature of the area dictates the need for private cars as a means of convenient transport for both work and shopping. Tourists come into the county</p>
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by road due to the convenience of road access in the county and lack of practical local transport.

5.7.14

Policy based on four principles:

- (i) Highways are for the movement of people and goods, on-street parking to be implemented only where it does not conflict with this.
- (ii) Restrict parking availability at appropriate destinations as an effective means of discouraging increased car use.
- (iii) Town centre commuter parking best located away from town centre and maybe best provided by Park & Ride.
- (iv) Town centre parking for short stay shoppers/visitors. Large seasonal variations should be taken up by Park & Ride provision rather than large car parks within town centres.

5.7.15

West Sussex County Council: Parking Strategy

On-street parking controls have lead to pressure on commuter on-street parking that has contributed strongly to local traffic reduction. On-street parking have been integrated with and are supportive measures to improve alternative modes of transport, particularly public transport.

5.7.16

Strategy will:

- (i) Ensure parking management supports the policies to encourage use of non-car modes;
- (ii) Provide sufficient town centre parking to ensure economic viability without encouraging unnecessary car use;
- (iii) Locate long-stay parking in off-street locations or less central areas while safeguarding residents needs; and
- (iv) Improve effectiveness of on-street parking enforcement.

5.7.17

Park & Ride facilities should be developed with the objective of providing for commuters and long stay visitors or shoppers and discourage out of town development. Parking standards should reflect levels of accessibility by public transport.

5.8

Summary

5.8.1

Provision for disabled users is a significant issue for the District, which will be needed to be handled with sensitivity and in some cases it might be necessary to prioritise those with 'greatest need'.

5.8.2

The challenge for Penwith and the County will be to meet the differing challenges and parking issues in the three principal towns in the District.

5.8.3

In Penzance commuter parking is occurring on street in some residential areas. A residents parking scheme will certainly address the issue for those residents that it will cover but the negative effect could be that the parking could be displaced to other parts of the town so the scheme would need to be very comprehensive. If there is also no local support for the scheme then residents parking is unlikely to be implemented. More work needs to be undertaken to quantify the extent of the on-street parking problem in Penzance's residential areas.

5.8.4

The solutions to on-street parking problems could include:

- Introduction of a prohibition of driving of motor vehicles 'except for access' to those streets affected. This effectively prohibits commuters from entering those streets but the interpretation of 'access' is very broad and is not easily enforceable. Also requires daily enforcement which ties up limited resources. This has already been considered and rejected by the County Council.
- Consideration of single yellow lines which prohibit waiting for a short time during the working day – e.g. No Waiting (NW) 12-2 Monday to Friday, effectively banning free all day parking for commuters. Would be able to set times to fit e.g. NW 8am to 10am and 3pm to 5pm Monday to Friday. The downside would be that the restriction would also apply to residents and could be more of an issue for shift workers.
- Consider introducing limited waiting bays where waiting is limited to say 2 hours no return within 2 hours between 8am and 6pm Monday to Friday. Again this would apply to residents, but it may be possible to exempt them from the time limit, if they displayed a valid badge / permit, which is heading towards residents parking schemes. This is the approach that the County Council is proposing.
- If there is a problem with commuters obstructing private driveways, white H bar carriageway markings could be introduced to protect private accesses. These are advisory markings which enable residents and their

visitors to park across private driveways whilst preventing such parking activities by commuters.

5.8.5 In St Ives there is very little space on street for any parking and therefore there is competition between permanent residents, second home residents, businesses, commuters and visitors for car park spaces particularly during the holiday season. During the summer months the streets are often congestion with both vehicles and pedestrians. There is very little through traffic and most of the vehicles seem to be tourists looking for empty parking spaces in the town. There are no intelligent parking signs advising tourists which car parks are full. Consideration needs to be given to the allocation of reserved parking and/or intelligent signing for car parks to discourage unnecessary visitor traffic during peak periods. The strategy for St Ives could include more edge of town parking (including Park & Ride) for day visitors and this would need to be incorporated into Tourist information.

5.8.6 In Hayle the car parks appear under utilised and free parking on-street is preferred. However there are proposed changes to the streetscape which should address this. It is anticipated that future regeneration within the town will put increasing pressure on the town's car parks. However at this stage Hayle could not sustain a Park & Ride.

6 Looking to the Future

6.1 *Introduction*

6.1.1 Within the study area there are a number of proposed developments and regeneration schemes that are likely to have a significant impact on parking provision within the District. These are:

- Tate St Ives;
- Hayle Harbour Redevelopment;
- Newlyn Harbour Regeneration;
- Newlyn Seafood Park; and
- Penzance Harbour Regeneration

6.1.2 Therefore this section will consider the above developments and regeneration schemes in the context of the study brief.

6.2 *Tate, St Ives*

6.2.1 The Tate St Ives first opened in June 1993 and after ten years of success, Tate St Ives with Cornwall County Council is exploring a second phase development of the gallery on the Barnoon Car Park site to the rear of the building.

6.2.2 When the Tate first opened it was anticipated that the gallery would attract 70,000 visitors per annum. Initially the gallery generated early interest and received 200,000 visitors and continued around this level until 2001 when numbers started to increase reaching 269,502 in 2003². These visitor numbers have been more than twice the amount of visitors originally anticipated. Peak visitor periods occur at new year, half-term, summer and autumn half term and there are concerns that the volume of visitors during the peak periods may erode the quality of the experience at Tate St Ives.

² Tate St Ives Phase 2 Economic Impact Assessment, Final Report to South West Regional Development Agency, Prepared by L&R Consulting and DTZ Peda Consulting

- 6.2.3 A recent economic impact assessment has advised that for the Tate to be sustainable it will need to maintain the quality of the experience. Therefore there are two options to maintain this quality:
- Managing the peak periods
 - Create extra capacity
- 6.2.4 It is not considered desirable to reduce visitor numbers and therefore the strategy will be to create extra capacity by attracting visitors in the gaps between peak periods and to contain visitor numbers at peak times through management of the programme and marketing initiatives. Therefore, the season will be extended all year round.
- 6.2.5 The development would allow Tate St Ives to offer more and better facilities for its visitors which, at peak times, are currently running at more than three times original estimates. The plans would include the creation of a new gallery space, a dedicated education space or 'learning zone' and an exhibition preparation and storage area. Within the current building, more permanent display space for works by St Ives School Artists as well as contemporary exhibitions by young emerging artists would be provided.
- 6.2.6 The proposed development will result in a loss of 73 spaces, which are all reserved for local residents and businesses and these will need to be accommodated in the public parking area therefore reducing the capacity of the public parking to 60 spaces. However it is likely that additional parking will be made available in the County Council owned site at Wheal Ayr to compensate for the loss of capacity at Barnoon.
- 6.2.7 A Transport Policy Advisory Group has been set-up for the development and extension of Tate St Ives. A number of options are currently being explored., The Tate project is seen as an opportunity to add value to Park & Ride options through incentives such as marketing, cross-ticketing and internet travel advice. Options have focused on the existing rail Park & Ride a Lelant Saltings as it is acknowledged that part of its attractiveness is the journey into St Ives. A bus based Park & Ride from the St Ives Rugby Club is also being considered. A Park & Ride has operated from here in the past but the access road is narrow and is not lined so people were parking in the access road for free rather than using the car park and were therefore causing an obstruction. The aim would be that the bus drops passengers outside the Tate (allowing visitors to St Ives a level walk into town to

balance the station entry point to the east), therefore modern vehicles would be required to cope with the gradients on the route to the gallery.

6.2.8 If the strategy to encourage more visits to the Tate out of season is successful this might make the possibility of an all-year round Park & Ride for St Ives viable. If Lelant Saltings is to be the preferred site for this Park & Ride then hard-standing for the site will need to be put down as the grass becomes too muddy in the winter months and during wet summers.

6.3 ***Hayle Harbour-Proposed Redevelopment***

6.3.1 The Hayle Harbour proposal is seen as a catalyst to the regeneration of the whole town. By creating linkages to the town, and optimising the opportunities presented by these links, the town will sit round the harbour rather than the harbour being next to the town as at present. Due regard will be given to adjacent schemes such as the Foundry scheme to the south of the site. Indeed it is proposed to start some of the earliest development at that end of the South Quay site.

6.3.2 The scheme proposes to provide opportunities for the growth of the harbour uses as well as a range of activities to complement the life of the town. It is anticipated that the program could span a period of some ten years, but will have a positive influence on the town.

6.3.3 Ownership of Hayle Harbour has been resolved and ING are now the sole owners of the site.

6.3.4 Any planning application will be subject to planning permission. The Local Plan states that the land around Hayle Harbour is proposed for redevelopment. The proposals for redevelopment will be required to make provision to improve the port facilities, maintenance of existing industrial and storage facilities, integration with the town centre, provision of at least 400 dwelling with 25% provision of affordable housing and retain existing buildings and traditional features which contribute to the character of the area.

6.3.5 A schedule for the proposed planning application is annexed to this report (Annex 7). The proposed redevelopment has been split into 4 phases and is proposed to include:

- Residential – 700 units
- Commercial – 397,000 m²

- Community – 80,000 m²

6.3.6 Without any traffic generation figures it is difficult to say at this stage with any certainty if the Hayle Harbour Development will be able to sustain a Park & Ride for Hayle.

6.3.7 Examining the individual elements of the development retail appears to be the key element of the proposal and is likely to be the major trip generator. However the type of retail will be important to the success of a Park & Ride scheme. Large retail uses such as Tesco or B&Q are unlikely to generate demand for Park & Ride. However a variety of smaller retail uses might be more appropriate to the Park & Ride market.

6.3.8 If a Park & Ride is to be taken forward for Hayle it will need to be considered as part of the transport assessment for the development. In considering the planning application Penwith will need to consider the proposed development in terms of which uses would contribute most to the regeneration of Hayle.

6.4 ***Newlyn Harbour Regeneration***

6.4.1 The fishing industry in Newlyn is vital to the economic and social viability of the area and its future is dependant upon measures to regenerate the port, the industry and the local community. The strategy has three elements:

- Facilities to support a thriving and sustainable fishing industry;
- New opportunities for economic diversity; and
- Action across the whole community to ensure future vitality

6.4.2 The preferred proposal following consultation in July 2004 is annexed to this report (Annex 8) but include:

- New North Pier Breakwater
- Existing North Pier Modifications
- New South Breakwater
- Land Reclamation
- New Fish Market
- Engineering Workspace
- Marine Pontoons
- Retail Outlets and Market
- Sand Cove

- Park & Ride, Cycle Route, Highway and Parking Improvements

6.4.3 The Regeneration Strategy proposes that approximately 130 parking spaces should be provided to serve the fishermen while at sea but also commercial and water sport uses. It is unlikely that these users (with the exception of commuters) will be attracted to a Park & Ride scheme due to working hours and/or any equipment they might be carrying. However if the car park is to be restricted only to these uses then some kind of permit system needs to be considered.

6.4.4 A Movement Impact Assessment (MIA) has been undertaken by Hyder assessing the following new build within Newlyn Harbour:

- 1,440m² retail space
- 156m² restaurant/café
- 896m² office space

6.4.5 The Hyder assessment concluded that the redevelopment of Newlyn Harbour will have minimal impact on the local highway network in terms of vehicular movements but will make a positive contribution to walking and cycling.

6.5 ***Newlyn Seafood Park***

6.5.1 The Newlyn and Surrounding Area Regeneration Strategy noted that the existing Stable Hobba Industrial Estate has poor circulation, access and congestion is a problem due to the dual level location. There is a clear need to provide accommodation for processing to reduce cross town movement of processing trucks. Many processors have expressed a desire to be adjacent to the market in Newlyn. However secondary processing, development of fish products and food production activities need not be located within the harbour area but should be relatively close to keep transport requirements to a minimum and Stable Hobba is felt to be an ideal location for these activities. Therefore a new Seafood Park is proposed for Stable Hobba, Newlyn and the proposal includes:

- 75,000 sq ft for the fishing industry
- 4,500 sq ft of smaller units
- Civic amenity area
- Possible Park & Ride site to serve Newlyn
- Highway improvements

6.5.2 Hyder also undertook a similar movement impact assessment for Stable Hobba and drew similar conclusion about the development having a minimal impact upon the highway network..

6.6 *Penzance Harbour Regeneration*

6.6.1 The focus for the Penzance Harbour regeneration is to protect the sea passenger link to the Isles of Scilly and the Gry Maritha, which carries freight to the islands. Due to the limited expansion of the islands runway and the helicopter link, and insufficient capacity of the alternative modes to meet demand during the summer the improvement of the sea link is seen as the only remaining option for growth.

6.6.2 In addition to the Isles of Scilly Steamship operations, Penzance harbour is also used to support operations undertaken by the Penzance Dry Dock Company and ad hoc recreational usage. Operations are managed by the Harbourmaster but there are potentials for conflict of interest and health and safety matters.

6.6.3 Options for Penzance Harbour include:

- Permanent berthing area for the Isles of Scilly vessel
- Facilities to accommodate Ro Ro style vessel
- Adequate cargo storage facilities
- Good road access for passengers, coaches, luggage and cargo
- Passenger terminal building with associated facilities
- Offices for the steamship company

6.6.4 The Hyder Report has assessed vehicular movements within Penzance Harbour. In 2003 the Scillonian carried approximately 96,000 passengers. An estimated 88% of these passengers travel between May and September with the peak month being August (22,000 passengers). The majority of passengers (85%) arrive by car, there is no parking within the harbour area so drivers will drop off passengers and luggage then park at one of the off-site long stay car parks and walk back to the harbour.

6.6.5 The Hyder Report has reviewed the Isles of Scilly Link Major Scheme bid document. In terms of traffic generation it felt the important element is that the new ferry vessel would provide a superior 'journey' and could be more attractive. However the capacity of the proposed new vehicles is less (400 rather than 600). The report concludes that whilst there may be more passengers per annum these

will be more spread out so that the overall traffic impact would be minimal and not exceed a 5% increase in traffic flows on the adjoining network.

6.7

Summary

6.7.1

Tate St Ives is perceived as an asset not only to the District but the whole of Cornwall. Since it opened in 1993 visitors have exceeded expectations and the gallery makes a positive contribution to the local economy, which has been recognised in a recent economic impact assessment.

6.7.2

However the only available land for the expansion of the Tate is the Barnoon reserved car park to the rear of the gallery. The reserved parking spaces will need to be accommodated in the adjacent long-stay public car park putting more pressure on public parking in the town. Anecdotal evidence suggest that some of the users of Barnoon long stay car park are holiday home owners leaving their cars parked for a week at a time so further reducing capacity in the car park. A transport assessment will be prepared as part of the planning application.

6.7.3

If the Tate St Ives strategy to encourage more off peak visitors is successful then this might increase the viability of an all year round Park & Ride for St Ives but this would need to be subject to more detailed quantitative analysis.

6.7.4

Parking in Hayle is currently under utilised and at present would not sustain a Park & Ride therefore the initial parking strategy for Hayle will need to be sensitive to the regeneration and economy of the area without undermining the existing public transport services. However when the Hayle Harbour Redevelopment proposal is approved a step change will need to be considered as part of the transport assessment. To make an informed decision the District and the County will need to understand the amount of the trip generation arising from the development and the origins of the traffic so that suitable transport corridors for Park & Ride can be identified.

6.7.5

Much of the streetscape works planned as part of Foundry project will increase the vitality and attractiveness of the car parks.

6.7.6

Public transport services will also need to be strengthened to promote access to and within the town particularly for those without access to a car. Accessibility planning should help to identify areas of demand, which will assist in planning the provision of public and community transport initiatives.

- 6.7.7 The regeneration projects proposed at Penzance Harbour, Newlyn Harbour and Stable Hobba have been subject to a Movement Impact Assessment undertaken by Hyder. The conclusion drawn by Hyder is that none of the proposed regeneration projects will have a significant impact upon the highway network.
- 6.7.8 In terms of developing the parking and Park & Ride strategies for the District more needs to be understood about the existing trips at Newlyn Harbour and Stable Hobba and how these sites are currently used. The additional trip generation is unlikely to have significant impact on the over-arching Park & Ride strategy but could have some impact on parking within Newlyn particularly given that parking is limited.

7 Recommendations

7.1

Introduction

7.1.1

The over-arching policies, which are going to have most relevance to this study will include:

- Economy – promoting access to work and popular tourist destinations as tourism is a key contributor to the local economy. It is clearly not sustainable to build more car parks and this is often not the best use of land therefore alternatives such as Park & Ride need to be considered.
- Environment – parking congestion can have an adverse impact on the environment therefore policies for restraint or better management of parking stock need to be considered. Options could include signage i.e. variable message signage (VMS), discouraging cross town traffic looking for parking spaces, land use strategy i.e. are car parks the best use of land?
- Social inclusion – making provision for local residents and those with special needs. Within the District there are often tensions between the local community and visitors. Whilst it is important to recognise the significant contribution that tourism makes to the local economy it should not be at the expense of the people that live there.
- Best Value – this would include exploring revenue sources from the sale of land previously used for parking that could be invested into Park & Ride. However once that asset has been sold it is gone forever therefore the alternative could be to cross subsidise Park & Ride with revenue raised from other car parks.

7.1.2

This section will bring together the findings of the reviews undertaken during the first stage of the study.

7.2

Outcomes of the Reviews

Parking Policy

7.2.1

If a future Park & Ride strategy is to be successful then this will need to be linked to town centre parking and town centre parking charges. This will mean reviewing the balance between short & long stay parking in favour of short stay parking to increase the vitality and viability of the town centres and in addition also

considering an increase in all-day parking charges but this would need to be linked to the provision of out of town parking at a Park & Ride site.

- 7.2.2 St Ives may need to be an exception to the above as there are not enough parking spaces within the town to meet the needs of all the users. Penwith are currently reviewing the allocation of reserved parking spaces to residents by removing the allocation for second home owners and reallocating to permanent residents and the business community.
- 7.2.3 In St Ives the strategy needs to be developed to remove as much of the day visitor parking as possible from the town centre possibly through reallocation of reserved parking so that the amount of public parking is significantly decreased. Therefore there will be a resource implication as the District receives more money per annum for a public parking space than it does for a reserved parking space therefore consideration will need to be given to increasing the annual fee for reserved parking but this will need to involve consultation with residents and the business community. An alternative could be to allocate public spaces to a business such as a hotel but apply the public parking charges.
- 7.2.4 Much of the traffic within the town particularly in the summer months is attributable to tourists looking for parking spaces within the town centre. Manual signage has been placed on the main route into the town but should be reviewed as part of the overall signage strategy. An intelligent signing system could help to reduce this town centre traffic. There are issues relating to the location of the reserved parking in the Station Car Park, which make the implementation of VMS challenging and could result in the loss of parking spaces and therefore loss in revenue however it is our view that the benefits would outweigh the costs in terms of a significant reduction in traffic searching for free parking spaces.
- 7.2.5 A possible solution to the arrangement of the car park to enable a variable message sign to be incorporated could be to deck the Station car park or Park Avenue car park. However an increase in capacity at these car parks would need to be matched by a reduction in long stay car park elsewhere in St Ives for example at Smeatons Pier. This arrangement could reduce the number of tourists circulating around the town looking for spaces. Consideration will need to be given to the impact on the visual amenity and the impact this could have on the Park & Ride strategy. Park & Ride for St Ives has been successful because parking within the summer season is limiting within the town centre. Increasing long-stay capacity within St Ives might undermine any Park & Ride proposals for the town therefore we are not

recommending an increase in long stay capacity overall but there could be other benefits for the overall parking strategy if the Station car park was decked.

7.2.6 In Hayle the focus needs to concentrate on the regeneration of the area and improvements to the streetscape to make the town and the car parks more attractive to all. The longer-term view may need to consider Park & Ride options but at this stage Hayle could not sustain a Park & Ride. Therefore a step change approach will need to be developed as part of the transport assessment for the proposed harbour redevelopment.

7.2.7 The initial step for Hayle could be to link the surrounding campsites to the town with a circular bus service that could be used by both tourists and local residents. The transport assessment for the proposed Hayle Harbour Redevelopment should identify the major trip generators and the likely origin so that corridors for Park & Ride can be identified. However for the Park & Ride to be viable there would need to be a major trip generator within the Hayle Harbour site to draw in substantial day visitors.

Land Use Strategy

7.2.8 In term of the Local Plan and the land use strategy it has been observed that the Harbour car park, which is on prime water frontage, is perhaps not the best use of that land but it is accepted that due to the covenant of 550 spaces to the shopping centre that the situation is unlikely to change in the foreseeable future. If the Harbour Car Park was developed or if the parking capacity was reduced it would need to be replaced with a permanent Park & Ride. Development of the site that would adversely affect the views is also against planning policy. It is also noted that there was little emphasis on travel plans within the Local Plan policies. Travel plans could help to increase the viability of Park & Ride schemes.

7.2.9 Porthrepta car park in Carbis Bay is surrounded by a residential area and is currently under utilised. Although it is not allocated for housing in the Local Plan as a previously developed site it would be suitable for redevelopment for housing or other uses. However it is likely that the decision to develop the land for housing would be opposed by local residents and other uses need to be ruled out first.

Public Transport

7.2.10 The District and the County should consider a local bus forum as suggested by the Community Strategy and this could be developed in partnership with Bus Users UK (formerly the National Federation of Bus Users). However it is noted than an

officer from the District regularly meets with First and the County to discuss bus service issues and this has resulted in some changes to routes and timetabling.

7.2.11

The Park & Ride charges at Lelant Saltings appeared high in relation to town centre parking. The SRA were planning to increase the fare this summer but have delayed the fares increase pending the outcomes of this study. Rail based operations are considerably more expensive than bus-based operations and a higher yield will be required by the rail operator although capital investment for a rail based Park & Ride required by the District and the County may be less. It is understood that part of the Park & Ride fare goes to Penwith District Council but the exact nature of the split is not known by Halcrow.

7.3

Recommended Policy Interventions

7.3.1

The five policy interventions recommended for any parking strategy are:

- Review provision of long and short stay parking in the town centres;
- Increase all day town centre parking charges;
- Create reserved car parking spaces for people with disabilities, residents and commercial users;
- Provide variable message signage; and
- Provide Park & Ride for commuters and day visitors.

7.3.2

These policy interventions are set out in Table 7.1.

7.4

Implications for Park & Ride Strategy

7.4.1

Those Park & Ride schemes that have proved to be really successful are those that have linked the Park & Ride strategy to town centre parking provision and charges for all-day parking. It has been noted elsewhere in this report that parking provision has a major influence on the choice of transport mode (paragraph 2.2.4). If parking is easily accessible and reasonably priced relative to Park & Ride then people will choose to park in the town centre rather than at the Park & Ride site.

7.4.2

Another potential barrier to the successful implementation of a successful Park & Ride strategy could be the availability of free on-street parking. A likely consequence of making changes to car parking provision and charges is that some of the vehicles could be displaced onto the street. Human behaviour can sometimes be difficult to predict usually 10 min is considered a reasonable walking distance for most people. However for free parking people may be prepared to walk a little further. Parking problems in residential areas can also be more

localised arising from a college, hospital or a GP Surgery rather than any changes in provision of town centre parking.

7.4.3

However there is a risk that the problem of displaced vehicles onto the street is being overstated. If the residential areas are already at capacity then the risk of more vehicles being displaced onto the street rather than to a potential Park & Ride may be low.

Table 7.1 Recommended Policy Interventions and their Contribution to the Overarching Policies

	Economy	Environment	Social Inclusion	Best Value
Review provision of long and short stay parking in the town centres to increase town centre viability and vitality	✓	✓		
Increase all-day town centre parking charges		✓		✓
Reserved car parking spaces for people with disabilities, residents and commercial users	✓		✓	
Variable message signing	✓			✓
Provision of Park & Ride for commuters and day visitors	✓	✓		

7.4.4 The extent of the on-street parking problem in Penzance needs to be quantified and there may be an opportunity for the District and County Council to work together on the consultation for the proposal for residents parking.

7.5 ***Potential Park & Ride Sites for Detailed Assessment***

7.5.1 The following sites have been agreed with the client for detailed assessment:

St Ives

- Lelant Salting – better utilisation of the overflow car park/potential upgrades
- Porthrepta car park
- Treganna Castle Hotel – to understand why the initial scheme failed so similar mistakes aren't repeated
- St Erth Station
- Land opposite Quay House Public House
- Along 'day visitor route' near St Ives Holiday Village
- Splattenridden

Penzance

- St Erth Station
- Long Rock – at Newtown there is a parcel of land for sale adjacent to CCC depot. The land has been allocated for a particular use but is part of an open area. A temporary Park & Ride would not be perceived as conflicting with this. Residents are concerned about traffic and maintaining open area but a case could be made.
- Marazion sidings
- Ponsandane Sidings

7.5.2 St Erth Station is also to be considered as a potential site for Hayle as could Splattenridden.

7.5.3 As St Ives Rugby Club has piloted Park & Ride at their grounds, this site was also added to the list for St Ives.