

Penwith District Council



Penwith Local Development Framework

Penzance & Newlyn Area Action Plan 2006 – 2026

**Issues and Options
Paper**

Have your say about how and where Penzance & Newlyn should be developed over the next twenty years



January 2008

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**Published for consultation:
17th January - 29th February 2008**

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NOTE

This consultation paper includes a map showing a number of sites in and around Penzance and Newlyn. The map has been included simply to identify sites referred to and aid discussion about which are suitable for development and what uses would be appropriate. Favoured sites, selected following assessment of their merits and any constraints affecting them (informed by discussions with stakeholders and feedback from the local community about the issues, opportunities and options identified in this paper), will be identified in a Preferred Options document which is programmed to be published for consultation later this year.

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FOREWORD

Penzance & Newlyn are unique places with a rich heritage and a confident future. However, as one of the main settlement areas in Penwith it is also facing pressure for growth. It is vital, therefore, that we have a coherent vision and robust planning framework to ensure that any new development protects and complements what is valued about Penzance & Newlyn whilst responding to the issues that exist.

This consultation paper sets out the key issues facing Penzance & Newlyn together with opportunities and options for regeneration and growth over the next twenty years. It is the first step towards producing the Penzance & Newlyn Area Action Plan which will be part of the new Penwith Local Development Framework. We would like your comments on what the paper contains as well as any ideas you may have.

These are your towns so please get involved. Your knowledge and views will help us to develop the right planning policies and proposals for development and create a sustainable town that meets the needs of the whole community.

1. INTRODUCTION

- 1.1 Recent legislation introduced a new approach to making planning policy documents. As a result the existing Penwith Local Plan will be replaced by a collection of documents called the **Penwith Local Development Framework**.
- 1.2 As part of the Local Development Framework the Council is producing an Area Action Plan for Penzance & Newlyn. Together with a Core Strategy document for Penwith as a whole the **Penzance & Newlyn Area Action Plan** will provide a mechanism for delivering regeneration and guide development to where and when it is needed.
- 1.3 This **Issues and Options paper** is the first in a series of documents which will be prepared as part of the process of producing the Area Action Plan. Taking its lead from the *Penzance Futures 'The Community Strategic Plan for the Penzance Area by 2027'* the community-led strategic plan for the area, the paper seeks to establish the key issues affecting Penzance & Newlyn and the opportunities and options that need to be examined to help deliver its regeneration.
- 1.4 One of the key features of the Local Development Framework process is strengthened community involvement to ensure that the needs and aspirations of the local community are identified and considered. This Issues and Options paper provides an opportunity for local people and organisations, as well as other interested parties, to comment on relevant issues, including broad areas or specific sites that are being considered for future development and the infrastructure that will be needed to support it.
- 1.5 **Basically, the Council is seeking views on how and where Penzance & Newlyn should be developed over the next twenty years.** This is your chance to let the Council know what you think and to help inform, influence and shape future planning policy for the area to deliver a regenerated Penzance & Newlyn that reflects the needs and aspirations of the local community. You can provide your views by completing the **enclosed questionnaire** and returning it to:

Sustainable Development Policy Team
Sustainable Development & Improvement
Penwith District Council
St Clare
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- 1.6 **NB. The consultation period for this initial Issues & Options paper runs from 17th January until 29th February 2008.** To ensure that your comments are considered by the Council in the formulation of the subsequent Preferred Options document, which will set out the Council's intended policy direction and favoured developed sites, please ensure that they are submitted by the end of this period.

2. BACKGROUND

Frequently Asked Questions

2.1 What is the purpose of this consultation paper?

The purpose of this consultation paper is to obtain the initial views of residents, businesses, community groups, landowners and other stakeholders and interested parties on key issues and potential options for future development in Penzance & Newlyn. Comments received will be used to help the Council develop new planning policies and proposals which will be included in the Penzance & Newlyn Area Action Plan (part of the Penwith Local Development Framework).

2.2 What is the Penwith Local Development Framework?

Recent legislation introduced a new approach to making planning policy documents. Over the next three years the existing Penwith Local Plan will be replaced by the Penwith Local Development Framework. This will consist of a series of Local Development Documents to enable the Council to manage future development in the District during the period to 2026. Included will be a number of separate Development Plan Documents which will set out planning policy for the area and be key considerations when deciding planning applications. These include a Core Strategy setting out the overall vision, objectives and key policies for Penwith as a whole, a Development Control Policies document to provide the general framework for development control decisions, and also Area Action Plans for specific areas of the District, including Penzance & Newlyn.

2.3 What is the Penzance & Newlyn Area Action Plan?

Area Action Plans are specific to particular areas that are in need of regeneration or conservation, or where there is pressure for development. The Penzance & Newlyn Area Action Plan will address these issues through specific policies and proposals to help guide development, for example for housing (including affordable housing), employment, shopping, recreation and leisure, and community facilities, to where and when it is needed.

2.4 How is the Penwith Local Development Framework produced?

The Council carried out consultation on an initial Issues and Options paper for the Core Strategy, covering matters relevant to Penwith as a whole, during February – March 2007. A Preferred Options document, setting out the Council's intended development strategy, will be available shortly. At the same time the Council has prepared this initial Issues and Options paper specifically for the Penzance & Newlyn Area Action Plan. It seeks to establish the key issues affecting the future of the area and the options that need to be examined to deliver its regeneration. It provides an opportunity for people to comment on relevant issues, including broad areas or specific sites that are being considered for future development together with the infrastructure that is required to support it. Comments received will help formulate a subsequent Preferred Options document, setting out the Council's intended policy direction and details of favoured developed sites in Penzance & Newlyn, which is due to be prepared for consultation later this year. This will be followed by preparation of a Submission version of the Penzance & Newlyn Area Action Plan which is required to be submitted to the Secretary of State for

examination by an appointed Inspector, leading to the issue of the Inspector's binding report, and, subject to any necessary changes, formal adoption and publication of the final document.

2.5 **How long will it take to produce the Penzance & Newlyn Area Action Plan?**

The programme for the production of the various Local Development Documents (including Development Plan Documents such as the Penzance & Newlyn Area Action Plan) forming part of the Penwith Local Development Framework is set out in the Council's Local Development Scheme. The current timetable for the production of the Penzance & Newlyn Area Action Plan is as follows:

- **Issues and Options** paper (setting out key issues affecting Penzance & Newlyn and the options that need to be examined to deliver its regeneration) - published for consultation during **January – February 2008**;
- **Preferred Options** document (setting out the Council's intended policy direction and details of favoured development sites) – programmed to be published for consultation during **July – August 2008**;
- **Submission** version of the Penzance & Newlyn Area Action Plan – programmed to be submitted to the Secretary of State in **January 2009**, and published for consultation during **January – February 2009**;
- **Examination** – **September – October 2009**;
- **Inspector's binding report** – **March 2010**;
- **Adoption and publication** of the final Penzance & Newlyn Area Action Plan – **June 2010**.

2.6 **What is the role of the local community?**

The Council's adopted Statement of Community Involvement makes it clear that it is committed to involving the community and other stakeholders in identifying issues and developing options for the future planning of the District. Involving local people and stakeholders in the development of the Penzance & Newlyn Area Action Plan is vital to ensure that the plan responds to local needs and priorities.

2.7 We are interested in the community and stakeholders telling us their views on the direction that the Penzance & Newlyn Area Action Plan should take, including:

- what you think about the suggested vision and if this is how you see Penzance & Newlyn in 2026;
- whether you agree with the suggested objectives for achieving the vision;
- what you think of the potential opportunities and options identified to meet the objectives;
- details about other opportunities and whether improvements could be made to the options;
- any issues we have not identified that you think should be considered before identifying the Preferred Options.

3. THE AREA

Penzance

Location & History

- 3.1 Penzance, St Ives, Hayle and St Just are the four main centres within the Penwith District. Penzance is the dominant centre, and is the principal administration and shopping centre serving the local communities that include Newlyn, Paul, Mousehole, Heamoor and Gulval. The market town of Penzance is located next to Mount's Bay and is 16km from Land's End. It has become a popular tourist destination and is the major access point for the Isles of Scilly either by helicopter or ferry. It has national port, rail and coach links and provides a local rail and bus interchange. Penzance is linked to the A30, the major route through Cornwall, linking the M5 at Exeter.
- 3.2 Penzance can be traced back to the Lescudjack Hillfort that lies east of the town centre. In addition Bronze Age finds have been discovered to the west at Alverton. The historic core of Penzance is centred around a small cluster of buildings adjacent to the now lost St Anthony's Chapel. In 1284 this chapel introduced the name 'Pensans' meaning holy headland. By the Middle Ages Penzance had become a modestly successful small town, with a weekly market and an annual fair being granted in 1327. In 1512 Penzance received Royal Charters for its harbour and in 1592 for its fairs and markets. Its increased status as a coinage town in 1663 developed Penzance as a commercial and market town. Early into the 19th Century the town had approximately 700 dwellings and was fast becoming one of the largest towns in Cornwall. Throughout the 19th Century Penzance was growing as a commercial port and popular tourist destination, with the railway coming to Penzance in 1852. At the end of the 19th Century the population had risen to 12,400 and this growth continued into the 20th Century.

Newlyn

Location & History

- 3.3 Newlyn is situated on the Cornish south coast and is approximately 16km from Land's End. The town is approximately 2km from the main route through Cornwall, the A30, and is approximately 2km west of Penzance and 35km west of Truro. It is home to one of the UK's premier fishing ports, and is the most important in Cornwall. Newlyn has the second largest fleet in the country and lands the largest value catch in all of the UK.
- 3.4 Newlyn developed from the three small fishing settlements of Newlyn Town, Street an Nowan and Tolcarne. The town underwent rapid expansion during the late 19th and 20th Centuries, which resulted in:
- the creation of a harbour;
 - changes to the shoreline;
 - and, a shift of the settlement centre north, moving away from Newlyn town.

Regeneration

Newlyn Regeneration

- 3.5 Newlyn Harbour is currently involved in an ongoing regeneration project. The AAP supports the harbour proposals. Following technical investigations, a number of integrated projects have been identified which include:- a new North Pier breakwater, existing North Pier modifications, land reclamation for employment and infrastructure, a new Fish Market, engineering workspace, maritime pontoons, retail outlets and markets. At Sandy Cove on land owned by the Newlyn Pier and Harbour Commissioners and intended for boat maintenance uses.

The Mission for the Newlyn Regeneration Strategy is: *"The creation of a modern fishing port with the facilities to support a thriving, sustainable fishing industry for the 21st century, the provision of new opportunities for economic diversity that reflect the rich economic, cultural and community identity of the area, and action across the whole community to ensure its vitality for the future."*

For further details please see the Newlyn Fish Industry Forum website www.newlyn.org

Penzance Regeneration

Penzance Harbour Regeneration

- 3.6 Penwith District Council is developing a business plan for Penzance Harbour. The overall aim is to regenerate the harbour for the long-term sustainable benefit of business and leisure users, local residents and visitors. The aim is to produce a vibrant, economically sustainable, business plan for Penzance Harbour, by maximising the potential of the Council's assets. The Route Partnership proposal for Penzance harbour will provide a significant improvement to harbour operations. The projects involve the relocation of the Isles of Scilly Steamship operations outside of the Inner Harbour (Wet Dock), which will release a number of key harbour buildings whilst freeing up areas within the harbour for alternative uses. The harbour improvements will be part of a larger scheme that includes the replacement of the passenger ferry Scillonian III and the freighter Gry Maritha by a combined freight/passenger vessel; a new passenger terminal; freight building; and sea defence work.

Penzance Townscape Heritage Initiative (THI)

- 3.7 The Council is leading a partnership to deliver a major five-year town centre regeneration project for Penzance. The Townscape Heritage Initiative is funded by the Council, the Heritage Lottery Fund, Penzance Town Council, Cornwall County Council, the Objective One Partnership (European Regional Development Fund), and the South West of England Regional Development Agency. The scheme encourages partnerships to regenerate the town through carrying out repairs and other works to a number of different historic properties and streetscapes, and improve the quality of life for all those who live, work or visit there.

- 3.8 The Townscape team is based at the Penwith District Council at St Clare in Penzance.

Penzance Promenade

- 3.9 The original promenade was built in 1844 to protect the development of the western end of Penzance. The structure is a 932m long sea wall supporting both the walkway and the class III road from Penzance to Newlyn. The role of the promenade as an amenity space and recreational area is another important local function. Activity peaks in the summer months when the promenade is the venue for a number of small scale local events. It also accommodates elements of the Golowan festival, a major event held every year in June. During the winter the promenade is cleared of all temporary structures, planters etc. for safety reasons, and reverts almost exclusively to its defensive role.

Coinagehall Street

- 3.10 The Council has embarked on a formal disposal process and intends to work with a private sector developer to deliver a project that will have substantial regeneration benefits for this part of town. A mix of uses including lively ground floor activity, work space and residential accommodation is envisaged for Council-owned land and buildings including the former Vosper's garage in Coinagehall Street. New development is set to bring job creation, environmental improvement and increased footfall to a vital link between historic Penzance town centre and harbour.

Lescudjack Hill Fort

- 3.11 Penwith District Council is leading development work on making the Iron Age Hill Fort at Lescudjack (circa 300BC - 100AD) a public park. A full archaeological survey has been conducted by Cornwall County Council's Historic Environment Service.

Key Characteristics of Penzance

- 3.12 The *Cornwall Towns Study* (2006) examined the economic potential and future growth of the 18 larger towns in Cornwall, including Penzance to assist in the development of the approach to strategic economic and regeneration of the County. As part of this the strengths, weaknesses, opportunities and threats for the town were analysed and identified as follows:

- **Strengths:**

- dominant district centre for employment and services, high footfall, high market share;
- high levels of self-employment;
- focal point of local strategic and transport network;
- key employment sectors include Retail, Health & Social Work, and Hotels & Restaurants;
- indigenous prevalence of creative industries;
- other specialisms include fishing & fisheries, manufacture of wood and

- wood products, emerging organic cosmetic cluster;
- strong community/voluntary sectors.

- **Weaknesses:**

- skills shortages of staff with key business skills;
- reluctance of micro businesses to grow;
- low turnover of business community;
- limited and short supply of brownfield sites;
- levels of deprivation in some wards;
- remote geographical location;
- low levels of productivity – forecast to fall further over next 20 years.

- **Opportunities:**

- potential of links with CUC;
- harbour & town regeneration and maritime potential and evening economy linked to harbour;
- employment in the travel to work area expected to rise faster than regional average;
- potential to further develop linkages between Penzance, St. Ives and Hayle;
- seasonal Park-and-Ride from St. Erth;
- potential for growth of ICT based, creative and knowledge industries, cultural tourism, sports/recreation;
- networking (e.g. Digital Peninsula Network) could promote entrepreneurship and small businesses;
- forecasts suggest Other Business Activities and Education & Health will lead employment growth over next 20 years, along with Distribution;
- nurture enterprise culture involving youth population;
- active MCTI structures and town council.

- **Threats:**

- vulnerable rail, air and sea links due to rising costs and limitations in investment resulting in potential loss of growth;
- lack of affordable homes for key workers;
- forecast growth in jobs may be constrained by limited workspace;
- need for significant level of support to accommodate the forecast of high levels of employment growth (includes increasing the labour force and providing suitable sites and premises);
- potential loss of fishing industry activity and impact upon economy (particularly Newlyn);
- potential competition from other centres;
- reliance on car travel with possible implications for congestion, costs, fuel shortages, etc.;
- traffic circulation, parking and interchange problems.

Boundary

- 3.13 To provide a focus for the Penzance & Newlyn Area Action Plan a boundary setting geographical limits to the area covered has been drawn. This is for administrative convenience and does not imply that land falling within the boundary is automatically suitable and acceptable for development. Rather, this paper is an initial stage in the process of assessing potential opportunities and options for future growth and development in the area. Detailed policies and site specific proposals will be included in the subsequent Preferred Options document and ultimately the Submission version of the Penzance & Newlyn Area Action Plan.
- 3.14 The focus of the Penzance & Newlyn Area Action Plan is on the main urban area of Penzance & Newlyn. However, it also encompasses outlying areas such as Heamoor and Eastern Green and also land around the existing industrial, business and commercial area at Long Rock.
- 3.15 Consideration has been given to whether Gulval should be included as part of the Penzance & Newlyn Area Action Plan. However, notwithstanding cultural links, it is considered to be essentially a separate rural community. Accordingly, the village has not been included and is not considered in detail in this paper. Its needs will be considered as part of a Rural Area Action Plan covering those settlements and areas which do not fall with the boundaries of the Area Action Plans for the three main urban areas (Penzance & Newlyn; Hayle; St Ives & Carbis Bay). Work on the Rural Area Action Plan is programmed to commence in 2008.

QUESTION 1:

Do you agree with the boundary that has been drawn for the Penzance & Newlyn Area Action Plan?

QUESTION 2:

What suggestions do you have for changing the boundary?

- 3.16 To guide future development to sites within the existing built-up area of Penzance & Newlyn and also act as a focus for the interpretation of policies, a boundary for the town has also been drawn.

QUESTION 3:

Do you agree with a boundary that has been drawn for Penzance and Newlyn area?

QUESTION 4:

What suggestions do you have for changing the boundary?

4. POLICY & STRATEGY CONTEXT

- 4.1 The production of the Penzance & Newlyn Area Action Plan needs to be considered in the context of current and emerging national, regional and local planning policy as well as other relevant policy and strategy documents.

Sustainable Communities Plan

Sustainable Communities: Building for the future (2003)

- 4.2 The Government's *Sustainable Communities Plan* aims to provide for successful, thriving and inclusive communities across England. It advises that new and expanded communities should be sustainable, well-designed, high quality and attractive places in which people will positively choose to live and work.

The *Sustainable Communities Plan* defines 'sustainable communities' as those that have:

- a flourishing local economy;
 - strong leadership able to respond positively to change;
 - engagement and participation by local people, groups and businesses;
 - a safe and healthy local environment with well-designed spaces;
 - sufficient size, scale and density and the right layout of development;
 - good public transport and other infrastructure;
 - buildings that can meet different needs over time, minimising the use of resources;
 - well integrated mix of decent homes of different types and tenures to support a mixed and balanced community;
 - good quality local public services;
 - a diverse, vibrant and creative local culture;
 - a sense of place;
 - the right links with the wider regional, national and international community.
- 4.3 In February 2006, the Deputy Prime Minister indicated that there was a need for an increased focus on:
- raising design standards in building and championing innovation;
 - raising the profile/importance of sustainable development;
 - getting the balance right between safeguarding the countryside and ensuring that we build communities for people to live and work in;
 - government commitment to delivering infrastructure to make communities truly sustainable.

Sustainable Communities in the South West (2003)

- 4.4 This document provides details about what 'sustainable communities' means for the South West. It advises that communities should:

- be economically prosperous;
- have decent homes at a price people can afford;
- safeguard the countryside;
- enjoy a well-designed, accessible and pleasant living and working environment;
- be effectively and fairly governed with a strong sense of community.

Sustainable Communities: Homes for All (2005)

4.5 This document provides further advice about what should comprise 'sustainable communities'. It recognises that:

'Not all communities are the same – different places have different strengths and needs. But sustainable communities have many things in common: decent homes at prices people can afford; clean, safe, green environments; access to jobs and excellent services – schools, health services, shops and banks; and people having a say in the way their community is run.'

4.6 The document advises that sustainable communities should be:

- active, inclusive and safe – fair, tolerant and cohesive with a strong local culture and other shared community activities;
- well run – with effective and inclusive participation, representation and leadership;
- environmentally sensitive – providing places for people to live that are considerate of the environment;
- well designed and built – featuring a quality built and natural environment;
- well connected – with good transport services and communication linking people to jobs, schools, health and other services;
- thriving – with a flourishing and diverse local economy;
- well served – with public, private, community and voluntary services that are appropriate to people's need and accessible to all;
- fair for everyone – including those in other communities, now and in the future.

4.7 **Sustainable Communities: People, Places, Prosperity (2006)** The previous document, **Homes for All**, set out what the Government is aiming to do to give many more people more choice and fairness in housing – especially those who want a home of their own but can't afford it. Acknowledging that people live in neighbourhoods, not just in houses, the Government published **People, Places, Prosperity**, as a partner for their strategy for housing, to set out how, working across the whole of Government, they will promote prosperity for all and help local people create communities they feel proud of. The strategy is built on two main principles – the need to give communities more power and say in the decisions that affect them; and the importance of working at the right level to get things done.

Creating Strong, Safe and Prosperous Communities (Consultation – November 2007)

- 4.8 This draft document provides guidance to local authorities and their partners on creating strong, safe and prosperous communities following enactment of the *Local Government and Public Involvement in Health Act 2007*. Matters covered include Local Strategic Partnerships, Sustainable Community Strategies, and Local Area Agreements. The guidance is central to delivery of the new settlement between central government, local government and citizens, as set out in the White Paper, *Strong and Prosperous Communities (2007)*.

National Planning Policy

- 4.9 National planning policy in Planning Policy Statements (PPS) and Planning Policy Guidance notes (PPG) promotes high quality and sustainable development. These are supplemented by other documents, including circulars, advice notes and practice guides. *PPS1: Delivering Sustainable Development (2005)* and *PPS3: Housing (2006)* are particularly relevant to the production of the Penzance & Newlyn Area Action Plan.

PPS1: Delivering Sustainable Development (2005)

- 4.10 PPS1 sets out the main thrust of current Government planning policy. It states that planning should aim to facilitate and promote sustainable and inclusive patterns of development by:

- making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- contributing to sustainable economic developments;
- protecting and enhancing the natural and historic environment, the quality of the countryside and existing communities;
- ensuring high quality development and the efficient use of resources;
- ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed-communities with good access to jobs and key services.

- 4.11 PPS1 also states that local authorities should seek to:

- promote urban and rural regeneration;
- promote communities which are inclusive, healthy, safe and crime free;
- bring forward enough land to meet expected needs for housing, industry, retail and commercial development and leisure and recreation;
- provide improved access for all to jobs, health, education, shops, leisure and community facilities, open space, sport and recreation;
- focus developments that attract large numbers of people into existing centres to promote their vitality and viability;
- reduce the need to travel and encourage accessible public transport provision;
- promote the more efficient use of land through higher density, mixed use developments;

- enhance and protect the historic and natural environment;
- address the causes and impacts of climate change, management of pollution and safeguarding of natural resources.

Planning and Climate Change – Consultation (2006)

4.12 This consultation document has been prepared as a supplement to PPS1. It sets out how spatial planning, in providing for the new homes, jobs and infrastructure needed by communities, should contribute to reducing emissions and stabilising climate change and take into account unavoidable consequences. It explains that spatial planning provides the framework for integrating new development with other programmes that influence the nature of places and how they function, which means that it has a central part to play in enabling local action and in creating an attractive environment for innovation and investment.

PPS3: Housing (2006)

4.13 PPS3 sets out the Government's housing objectives. It explains that the Government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. To achieve this, it identifies four objectives:

- to achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community;
- to widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need;
- to improve affordability across the housing market, by increasing the supply of housing;
- to create sustainable, inclusive, mixed communities in all areas, both urban and rural.

4.14 PPS3 also set out specific outcomes that the planning system should deliver:

- high quality housing that is well-designed and built to a high standard;
- a mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural;
- a sufficient quantity of housing taking into account need and demand and seeking to improve choice;
- housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure;
- a flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously-developed land, where appropriate.

Delivering Affordable Housing (2006)

- 4.15 This document was issued at the same time as, and needs to be read in conjunction with, PPS3. It sets out the Government's belief that everyone should have the opportunity of a decent home, which they can afford, within a sustainable mixed community. It explains that this means providing a wide choice of housing to meet the needs of the whole community in terms of tenures and price ranges, and that this should include affordable housing, both social rented and intermediate.

PPS12: Local Development Frameworks (2004)

- 4.16 PPS12 sets out the Government's policy on the preparation of local development documents which will comprise the Local Development Framework and present the spatial planning strategy for an area. Draft new PPS12, *Creating Strong, Safe and Prosperous Communities through Spatial Planning*, published in November 2007 as part of a consultation entitled *Streamlining Local Development Frameworks*, takes on board Planning White Paper commitments to change Local Development Frameworks, making them more flexible, streamlined and with more meaningful community involvement. It explains that to create strong and prosperous communities there must be a strong relationship between service delivery and planning for the built and natural environment.

- 4.17 Other relevant documents include:

- **PPG4: Industrial and Commercial Development and Small Firms (1992)**
- **PPS6: Planning for Town Centres (2005)**
- **PPS7: Sustainable Development in Rural Areas (2004)**
- **PPS9: Biodiversity and Geological Conservation (2005)**
- **PPG13: Transport (2001)**
- **PPG15: Planning and the Historic Environment (1994)**
- **PPG17: Planning for Open Space, Sport and Recreation (2002)**
- **PPG20 Coastal Planning (1992)**
- **PPS22: Renewable Energy (2004)**
- **PPS25: Development and Flood Risk (2006)**
- **Good Practice Guide on Planning for Tourism (2006)**
- **Circular 1/2006 – Planning for Gypsy and Traveller Caravan Sites (2006)**

- 4.18 In December 2007 the Government published a consultation paper on a new *Planning Policy Statement 4: Planning for Sustainable Economic Development* to replace existing PPG4. The purpose of PPS4 will be to put in place a national planning policy framework for economic development at regional, sub-regional and local levels for both urban and rural areas, and to provide the tools for regional planning bodies and local planning authorities to plan effectively and proactively for the economic growth they need to create and maintain sustainable communities.

- 4.19 Additional information from the above-mentioned documents is included, where appropriate, in the explanation of relevant issues in section 7. Copies of the

complete documents are available via the Communities and Local Government website: www.communities.gov.uk.

Regional Planning Policy

Regional Spatial Strategy

4.20 At the regional level, the preparation of the Penzance & Newlyn Area Action Plan needs to be considered in the context of the adopted *Regional Planning Guidance for the South West* (RPG10), published in September 2001, as well as the emerging *Regional Spatial Strategy for the South West* (RSS) which is being produced by the South West Regional Assembly (the regional planning body). The Draft RSS was published in June 2006 and the Examination in Public took place during April – July 2007 and the Panel's report was published on 10th January 2008. It is anticipated that the emerging RSS, subject to any necessary revisions will be adopted in early 2008. Alongside the Local Development Framework, the RSS will form part of the statutory 'development plan' for Penwith.

4.21 Pending adoption of the emerging RSS, RPG10 must be taken into account. It sets out a vision for the south-west region:

“Developing the region, in a sustainable way, as a national and European region of quality and diversity, where the quality of life for residents, the business community and visitors will be maintained and enhanced.”

4.22 The underlying aims of this vision are:

- protection of the environment;
- prosperity for communities and the regional and national economy;
- progress in meeting society's needs and aspirations;
- prudence in the use and management of natural resources.

4.23 Key objectives include:

- safeguarding and enhancing the quality and diversity of the natural, cultural and built environment;
- improving economic competitiveness and promoting economic developments;
- reducing social exclusion and economic disadvantage;
- meeting people's requirements for housing, jobs and facilities;
- providing integrated, efficient and environmentally appropriate transport and communications systems;
- improving access to jobs and services;
- recognising and encouraging community identity and diversity;
- minimising waste and pollution;
- prudent use of resources.

4.24 The Draft RSS is a new approach to planning for the South West and will influence how we live, work and travel in the region for the next 20 years. Its overall purpose

is to manage the nature, location, scope and pace of development in the interests of current and future residents. The thrust of the Draft RSS is to focus most new development in the region on the larger cities and towns. This is considered to be the most sustainable way of dealing with the growth and change that is anticipated. However, the Draft RSS recognises that the region also has a great variety of towns and villages, with a large proportion of the population living in these smaller communities. It is positive about the future of these places, and makes provision for sufficient development to maintain the vitality of the large part of the region which is rural, focussing, in particular on the role of market towns.

- 4.25 Penzance is recognised as being 'significant at a local level', and where locally significant scales of development, including housing provision, should be focused in the future. As part of the consultation and examination process, the Council has sought to secure greater recognition for both Penzance and Hayle.
- 4.26 One of the principal roles of the RSS is to set out the number of new homes that need to be provided in the different parts of the region over the next 20 years. For the period 2006 to 2026, the Panel Report following an Examination of the draft RSS proposes 7,800 new homes to be built in Penwith during that period, which equates to 390 new homes per year. No breakdown by specific settlements is provided by the emerging RSS. That is the role of the Penwith Local Development Framework, which through its Core Strategy and the various Area Action Plans, will set out how the requirement for the district can be delivered in the most sustainable way. Options to be taken forward as part of the Penwith Local Development Framework, including the Penzance & Newlyn Area Action Plan, will need to be in general conformity with the Regional Spatial Strategy.

Local Planning Policy

Penwith Local Development Framework

- 4.27 In terms of local planning policy, the preparation of the Penzance & Newlyn Area Action Plan needs to be considered in the context of the emerging Core Strategy for the Penwith Local Development Framework, which was subject to initial consultation, via an Issues and Options paper in 2007.
- 4.28 The Core Strategy will set out a spatial strategy to ensure the sustainable distribution and management of development in Penwith. More than half of the population live in the three main towns of Penzance/Newlyn, Hayle, and St Ives/Carbis Bay. This is where jobs, shops and other services and facilities are concentrated. As part of consultation on the initial Issues & Options paper for the Core Strategy, views were sought on a number of alternative strategy options. The greatest level of support, in terms of volume of responses, was for concentrating major development in Penzance/Newlyn and Hayle, with St Ives/Carbis Bay only accommodating affordable/local needs housing and appropriate employment related development. This will now be taken forward as the Council's intended policy direction through the Preferred Options consultation document.
- 4.29 A key part of the Council's preferred options, in terms of a spatial strategy for Penwith, is to direct a large proportion of the required new homes to Penzance &

Newlyn with the intention of also increasing employment opportunities and services and facilities to support the growing community and enable balanced housing and economic growth. In terms of the actual level of development to be directed to Penzance & Newlyn it is anticipated that approximately 1625 new homes (with the aim of ensuring that half of these are affordable) and 8.84 hectares of employment land during the twenty year plan period to 2026.

Penwith Local Plan

- 4.30 The *Penwith Local Plan* was adopted by the Council on 4th February 2004. In due course it will be replaced by the Penwith Local Development Framework. However, pending progress and adoption of replacement Development Plan Documents, such as the Penzance & Newlyn Area Action Plan, certain existing policies in the Local Plan have been saved and their use extended following issue of a Direction by the Secretary of State on 19th September 2007. The programme and timetable for the production and adoption of the new Development Documents is set out in the Council's Local Development Scheme. Copies of the Local Development Scheme, together the Secretary of State's Direction and a revised version of the Policies & Proposals document for the Local Plan, are available from the Council, including via its website: www.penwith.gov.uk.

Cornwall Structure Plan

- 4.31 The *Cornwall Structure Plan* was adopted by the County Council on 6th September 2004. This sets out the strategy for development in Cornwall, considering priorities for economy, transport and environment. The cornerstone of the Structure Plan is adoption of the Government's sustainability agenda. Policies and proposals of the Plan are therefore aimed at achieving social progress that recognises the needs of everyone; the protection of the environment; the prudent use of natural resources; and higher and stable levels of economic growth and employment. The long term vision of the Cornwall Structure Plan puts the interests of social, economic and environmental wellbeing at the heart of the land use policies of the County. Reforms to the planning system mean that Structure Plan will be replaced by the emerging *Regional Spatial Strategy (RSS)*. In the meantime adopted policies in the Plan have been saved through a similar mechanism to that explained above for the *Penwith Local Plan*. Until the emerging RSS has been adopted, the Structure Plan, as well as *Regional Policy Guidance for the South West (RPG10)*, remains a statutory development plan document. The emerging policies and proposals in the Penwith Local Development Framework therefore need to be in general conformity with the Structure Plan.

Community Strategy

Cornwall Community Strategy 2003

- 4.32 The *Cornwall Community Strategy* outlines a vision for Cornwall as being “a strong sustainable community for one and all”. A joint approach for dealing with the needs of Cornwall's communities, the Strategy brings together the various strategies and initiatives that are already in place in order to improve the quality of life for all people

in Cornwall and ensure that services are delivered in an economic and efficient way. The Vision for Cornwall is expanded into three themes: Individual Well Being; Strong Communities; and Quality Living Environment. Implementation of related actions is overseen by the Cornwall Strategic Partnership.

Cornwall Sustainable Community Strategy (emerging)

- 4.33 Cornwall County Council has responsibility for preparation of a *Sustainable Community Strategy* in collaboration with the Cornwall Strategic Partnership. This will set out what is important for quality of life and what can be done to protect and improve it in a way that is sustainable. The Strategy will articulate community needs and aspirations and provides an over-arching framework to co-ordinate the actions of public, private, voluntary and community organisations. It will be based on an analysis of social, economic and environmental trends over time. This provides evidence of need and identifies opportunities and constraints. The challenge is to develop a stronger focus on integrating social, economic and environmental issues and by tackling the longer-term and global impacts of communities. Following a review of the main strategic issues and strategies, an initial *Evidence Report*, prepared by LINC (Local Information Network Cornwall) was published in September 2007. It's aim is to inform debate on the priorities for the Strategy leading to preparation of Issues Papers and ultimately production of the final document.

Penwith's Vision 2025

- 4.34 *Penwith's Vision 2025* was prepared by the Council in conjunction with West Cornwall Together, the Local Strategic Partnership for Penwith and Kerrier (made up representatives of public, private, voluntary and community sectors).

- 4.35 The vision for Penwith in 2025 is:

'...to have a prosperous, vibrant economy, with employment opportunities for all. Our communities will be safe, strong and healthy with sufficient housing to meet all our needs. Our unique environment and culture will be protected and enhanced for the benefit of the community and our visitors.'

- 4.36 The document sets out the main issues in Penwith and what the Council intends to do improve the social, economic and environmental circumstances of the District. In addition, it provides the context for action at the local level together with a framework for all key strategic plans for the area, and in so doing seeks to balance national and regional priorities against local concerns. The aim is to provide greater cohesion and coherence at the local level, and ensure that all public sector, business, voluntary and community bodies, whose activities affect the local community, are working towards common goals. It is vital in providing the basis for new funding initiatives, in developing future strategies, and in guiding and enhancing the partnership work of the various agencies involved.
- 4.37 The Development Plan Documents being produced as part of the Penwith Local Development Framework, such as the Core Strategy and the Penzance & Newlyn

Area Action Plan, will build on *Penwith's Vision 2025* to provide solutions to identified outcomes which have a spatial or land use element. The key themes and long term outcomes are:

- **Jobs** – a prosperous area with job opportunities for all
- **Housing** – an area that has sufficient quality housing for all our community needs
- **Safe, Strong Communities** – an area that supports safe, empowered and thriving communities
- **Health** – a place where people are healthy and active
- **Learning** – an area that provides learning opportunities for all
- **Environment** – a community that values and protects its distinctive landscape and environment
- **Culture and Heritage** – a community that protects, enhances and celebrates its culture and heritage and is recognised internationally; and
- **Resources** – a community that makes best use of its resources

4.38 Throughout the above outcomes is a cross-cutting commitment to contribute to the achievement of sustainable development both locally and globally.

Penzance Futures - The Community Strategic Plan for the Penzance Area by 2027

4.39 *Penzance Futures* is a community-led strategic plan for the development and regeneration of Penzance and the surrounding settlements of Newlyn, Gulval/Long Rock, Paul, Madron, Mousehole, and Lamorna. Funded by the Market and Coastal Towns Initiative, it is the result of the work of a volunteer group the Penzance Area MCTi Steering Group.

4.40 The Plan describes the following vision for Penzance:

'The vision of Penzance in 20 years time is that of a thriving town, benefiting from a diverse economy, offering quality employment to all those that live here, and opportunities for career progression through access to further and higher education locally. Penzance will be home to a vibrant, prosperous and healthy community that celebrates a unique cultural identity, and that values the contribution of all sectors of the community.'

Particular attention will have been paid to the welfare of and support for young people, and we will have invested significantly in their future, so that they feel valued and empowered. We will have provided dedicated facilities for young people, and included them in local decision-making. In this way young people will see a future in Penzance, as in which to fulfil their life's ambitions.

Residents from all sectors of our community will be contributing positively to the process of local decision-making, making a unique contribution to the process of

local governance and having a powerful voice in county and regional affairs.

In 20 years time all the residents of Penzance will be housed in quality accommodation that also enhances the quality of our built environment and contributes to a strong, sustainable economy; innovative and flexible accommodation schemes will enable young entrepreneurs, artists, and craftspeople to benefit from live/work premises, and provide a progression of accommodation types as needs change. We will have taken measures to ensure that our community is healthier than at any previous time through healthy-living initiatives and through good access to local health services.

The community will enjoy a substantially traffic-free environment in key areas of the town, with dedicated parking spaces for residents, a reliable and usable public transport system linked to park-and-ride and goods distribution initiatives; and the harbour and seafront areas will form a vibrant centre of our community.'

- 4.41 The Plan sets out a methodology for achieving the above vision, covering all aspects of community life in the Penzance area, including employment and economic regeneration, environment, heritage and culture, and social concerns. It seeks to encompass existing projects and developments, and initiate new projects, that will mean a better life, and better prospects, for all members of the community. Above all, it seeks to give Penzance a clear identity and a shared sense of purpose for the future. The value and strength of the Plan is that it is rooted in community consultation, and represents the views, needs, and aspirations of the Penzance area.
- 4.42 As part of the process of producing the Plan consultations were carried out with the community in 2006/2007. These consultations, along with a 'Healthcheck', informed the vision for the area and also the priorities of the Plan. The results of the survey can be viewed online at www.penwith.gov.uk.
- 4.43 Based on issues raised through public consultation, the Plan sets out seven themes, each addressing key issues raised through the consultation process via identified goals and projects. These are:

1. Housing and Built Environment

'Our goal is to ensure that the design and development of our built environment meets the needs of the community and contributes positively to the objective of stronger, safer, sustainable communities'.

1. to establish a working partnership with the planning authority in order to ensure community opinion is constantly sought in all aspects of housing development, through the Housing and Built Environment Delivery Group;
2. to determine a set of principles for housing development in the Penzance area,

- to advise the planning authority on areas for new housing development over the next twenty years, and to determine the consequent infrastructure needs;
3. to review the current provision for the elderly, infirm and those with disabilities in the context of care home and at-home facilities;
 4. to explore ways to more effectively manage the second-home ownership market;
 5. to encourage improvements in the energy efficiency of existing buildings;
 6. to identify 'Action Zones' and 'Action Sites' for the Penzance area, and to develop long-term plans for those zones through extensive community consultation;
 7. to re-develop and expand Penzance harbour in order to provide new and extended facilities and to provide a focus for regeneration;
 8. to consider the long-term future of the Promenade as a vibrant public space making a significant contribution to the identity, economy, and culture of Penzance;
 9. a policy to secure the future of landmark buildings and other significant structures in our community.

2. Community Health and Well-being

'Our goal is to establish through local involvement in the shaping of health and social care services an integrated pattern of delivery in which nationwide best practice is adopted to meet specific concerns and needs of the Penzance and wider Penwith area.'

1. to seek a unique solution to the provision of good access to hospital, accident and emergency facilities for residents and visitors;
2. to commission a report by the Peninsula Medical School on the health service needs for Penzance and rural Penwith;
3. to make clear to all members of our community the type, nature and location of all aspects of health service provision;
4. to provide young people with better sexual health education and greater awareness of and access to medical and support services;
5. to address the problem of drug and alcohol abuse in the Penzance area;
6. to promote a healthy living culture in the Penzance area, building on our local environmental assets;
7. to improve sport and leisure facilities, and encourage wider use of those facilities;
8. to provide a multipurpose, multidiscipline venue dedicated to the needs of the young people of the Penzance area;
9. to reduce the air pollution caused by excessive traffic build-up, particularly at key locations.

3. Economy

'We will reduce the reliance on tourism as the major source of employment through supporting business expansion in the area, and at the same time we will create a more sustainable tourism offer for the benefit of residents and visitors alike. We will

undertake measures to support the long-term future of the seafront and harbours, and ensure that they can make a significant contribution to the economic and social well-being of the community.'

1. to create a new culture of confidence in the retail and business sectors in Penzance through the development of a brand and a marketing strategy;
2. to promote Penzance to target industries as an ideal venue for relocation;
3. supporting the development of new products that reflect the Penzance 'brand', and of new markets for and existing products;
4. a Business and Conference Centre for Penzance;
5. investigate the potential to add value to the Newlyn fishing industry by developing new products, processes and markets;
6. exploit the quality and reputation of the Newlyn fish industry and the Newlyn environment to attract more visitors;
7. develop a long-term strategy to re-invest in our coastline and our marine frontage;
8. develop a Penzance brand for the tourism and hospitality sector, which is an assurance of quality, and is used as a key element in a new marketing plan
9. collaboration between business support agencies in response to business needs;
10. the preparation of a 'futures' strategy for further and higher education provision in the area;
11. to ensure economic regeneration initiatives seek to be fully inclusive of and benefit all sectors of the community, and at the same time meet rigorous sustainability criteria.

4. Cultural, Heritage and Identity

'Our goal is that the community will value and celebrate the rich culture, hertiage, and natural environment, and continue to work to protect and promote the areas assets'.

1. to facilitate the exchange of cultural experience across different age-groups and areas in Penzance, as a basic strategy in preventing the emergence of a culturally divided community;
2. to promote the wider use of the Cornish language;
3. to achieve for the Penzance area a sufficient, varied and appropriately sited range of venues for cultural and artistic events and undertakings
4. to cherish and sustain the Penzance tradition of creative voluntary involvement in artistic and cultural endeavours of all kinds;
5. building on the various forms of available support for creative industries, to establish this sector as a prominent and thriving element in the economic life of the Penzance area;
6. to ensure that the culture of words and ideas in the Penzance area is robustly supported and developed through appropriate institutions of education, study and debate;
7. to identify and preserve those aspects of our physical environment that

- represent and historical heritage of the area;
8. to establish permanent, locally-sited institutions of record for Penzance, Newlyn, and their hinterland, enabling present and future generations to develop a fuller awareness of their culture, history, and opportunities;
 9. to strengthen the area's programme of festivals and events, and to build upon these as element in creating an extended cultural tourism offer.

5. Local Government and Community

'By 2027 the Penzance area will be making a unique and unified contribution to the issues of community involvement in all aspects of local decision-making and governance'.

1. to engage a greater cross-section of the community in the process of local decision-making;
2. to create a greater understanding of the process of local government; and to make local government accessible to all sectors of the community;
3. to create a greater awareness of the MCTI process amongst the community, to engage a wider representation of the community in the delivery of this community strategic plan, and to secure the work of the MCTI as the agenda for the proposed Community Network for the area.

6. Traffic and Transport

'Our goal is to resolve the conflict between traffic, pedestrians, and the community living through the introduction of initiatives designed to manage car-parking, access by delivery vehicles and goods distribution more effectively.'

1. a Park-and-Ride scheme for Penzance and a congestion charging scheme to significantly reduce the impact of commuter and visitor traffic;
2. develop a parking management system in-town that ensures residents have parking space through the creation of 'homes-zones';
3. an affordable and effective integrated public transport system serving Penzance, Newlyn, Mousehole, and the communities of West Penwith;
4. to more effectively manage the delivery of goods to town centre retailers, and the collection of goods from producers and suppliers;
5. establish a distribution/transfer centre on the outskirts of Penzance supported by environmentally-friendly local delivery vehicles in Penzance and Newlyn;
6. to organise and promote a car-sharing scheme for those commuting into and out of the Penzance area;
7. promote a return to cycling through the provision of a cycle loan scheme, cycle lanes on busy roads and in the town, and a network of cycle paths in the area;
8. provide all school pupils and students attending sixth-form or further education with public transport fare concessions;
9. to investigate options for a new link/relief road for Penzance/Newlyn, and opportunities to combine housing development and economic regeneration

initiatives within the same scheme;

7. Sustainable Future

'Our goal is to significantly raise public awareness of and changes attitudes and practices amongst the community, public and private sectors about the very real consequences of global warming, and in ensuring sustainable practices, policies and procedures are at the forefront of all our actions.'

1. to re-introduce a local produce market in Penzance; to encourage local producers to sell through local markets; and to promote a return to buying local food locally;
2. to acquire land in order to create a community orchard, and allotments; and to support new allotment holders with a programme of education in sustainable, organic food production;
3. to set up a community composting scheme
4. to develop mentoring schemes between food producers and schools in the Penzance area, in order to establish the value of understanding the food production cycle as part of the learning experience
5. work with planning authorities, developers, architects and experts in the field of sustainable energy to consider opportunities presented to the area in meeting Regional Spatial Strategy and Government agendas for energy efficient, sustainable, low-carbon housing;
6. undertake a comprehensive analysis of the issues that contribute to creating sustainable communities, seen in the contexts of community sustainability, social issues, and environmental issues. Work with planning authorities, developers, architects and those agencies working with 'falling' communities to create a plan for the Penzance area over the next 20 years;
7. support the work of Transition Penwith in their Penwith Energy Descent Action Plan;
8. undertake an energy audit of all commercial premises in Penzance;
9. work with retailers and particularly supermarkets to work towards the use of less packaging, to use biodegradable materials; and to promote recycling and reuse of their packaging products;
10. establish a 'Community Pride' scheme designed to encourage and support members of the community to clean up their immediate vicinity;
11. the production of cheap and sustainable local energy through a 'waste to energy' scheme for the area.

4.44 The table below has identified the planning related objectives of the '*Penzance Futures*' community plan. The table explains how the objectives relate to the Local Development Framework (LDF) and how a number of objectives have already been achieved. The objectives and ideas raised in the community plan will also be explored in further detail in specific topic areas in this document.

Objectives	Linkages with LDF
1. Housing & Built Environment	
To establish a working partnership with the planning authority	<ul style="list-style-type: none"> • Penzance Futures Community Plan is informing the AAP; • Penzance MCTI will be consulted on the Core Strategy & Penzance & Newlyn AAP.
To determine a set of principles for housing development in the Penzance area	<ul style="list-style-type: none"> • SWRSS sets out housing figures for Penwith; • Core Strategy will have core housing policies regarding affordable housing thresholds, and identify main towns and villages suitable for housing development; • AAP will identify sites for housing development; • AAP can seek to provide a sustainable mix of housing including conversions.
To review the current provision for the elderly, infirm and those with disabilities;	<ul style="list-style-type: none"> • Core Strategy provides information regarding extra care housing; • sites could be allocated in the AAP.
To explore ways to more effectively manage the second home ownership market	<ul style="list-style-type: none"> • Policies in the Core Strategy may indicate that new housing schemes should be restricted to permanent residential usage as sole or primary residence.
To encourage improvements in the energy efficiency of existing buildings;	<ul style="list-style-type: none"> • Policy regarding Sustainable Development Principles will be in Core Strategy.
To identify 'Action Zones' & 'Action Sites' for the Penzance area	<ul style="list-style-type: none"> • AAP will identify sites for redevelopment, and the adopted document will have an implementation scheme.
To re-develop & expand Penzance harbour	<ul style="list-style-type: none"> • Penzance harbour will be included as a potential development site in the AAP; • Penzance Harbour Business Plan commissioned by PDC; • Consider other options for harbour redevelopment including the Penzance Harbour Users Association proposal.

To consider the long-term future of the promenade	<ul style="list-style-type: none"> • Promenade highlighted in the AAP; • AAP recognises the potential for an improved use as a public space.
A policy to secure the future of landmark buildings;	<ul style="list-style-type: none"> • AAP provides an opportunity to highlight and protect buildings of historic and architectural interest; • AAP provides an opportunity for expansion of the Penzance/Newlyn conservation areas.
2. Community Health & Well-being	
To improve sport & leisure facilities	<ul style="list-style-type: none"> • The AAP can promote existing sports & leisure facilities.
To provide a multipurpose, multidiscipline venue dedicated to the needs of young people	<ul style="list-style-type: none"> • Planning permission was granted for a school theatre at St Paul's Church in Clarence Street, which will be available for public use.
To reduce the air pollution caused by excessive traffic build up	<ul style="list-style-type: none"> • Penwith DC in partnership with Cornwall County Council has commissioned a traffic study of Mounts Bay from Long Rock to Mousehole.
3. Economy	
To promote Penzance to target industries as an ideal venue for relocation	<ul style="list-style-type: none"> • Penwith Retail Study 2007 provides evidence regarding retail capacity in Penzance; • reassessment of industrial allocated land.
A Business & Conference Centre for Penzance	<ul style="list-style-type: none"> • Questions regarding potential sites for conference centre in AAP; • Penwith College redevelopment and expansion provide opportunity for conference facilities.
Support Newlyn fishing industry	<ul style="list-style-type: none"> • Newlyn Harbour is currently involved in an ongoing regeneration project; • AAP supportive of the harbour proposals; • Following technical investigations, a number of integrated projects have been identified which include:- a new North Pier breakwater, existing North Pier modifications, land reclamation for employment and infrastructure, a new Fish Market, engineering workspace, retail outlets and markets.

Develop a long term strategy to re-invest in coastline & marine frontage	<ul style="list-style-type: none"> • Regeneration plans for Newlyn harbour & Sandy cove; • Penzance Harbour Management Plan; • Potential to redevelop dry dock & utilise Abbey basin through AAP.
Further & higher education provision	<ul style="list-style-type: none"> • Penwith College merger with Truro College will improve the quality and range of education available; • Penwith College planned expansion using the Treneere Manor site; • Core Strategy objectives will support education provision; • AAP could develop policies to protect Penwith College site for educational use.
4. Culture, Heritage & Identity	
A range of venues for cultural & artistic events	<ul style="list-style-type: none"> • Acorn Theatre & new school theatre at St Paul's Church, Clarence Street, already available for public use; • AAP can support community venues and facilities; • AAP could develop policies to encourage and support various night-time town centre uses.
To identify & preserve those aspects of our physical environment that represent the cultural & historical heritage of the area	<ul style="list-style-type: none"> • AAP provides an opportunity to identify areas and buildings of architectural merit; • AAP provides an opportunity to reassess conservation areas.
5. Local Government & Community Organisations	
To engage a greater cross-section of the community in the process of local decision making	<ul style="list-style-type: none"> • The LDF process involves public consultation at various stages through the plan making process; • PDC using community feedback from MCTI plan to feed into AAP.
6. Traffic & Transport	
A Park and Ride scheme for Penzance	<ul style="list-style-type: none"> • Park and Ride proposal underway at St Erth primarily for St Ives, but provides an opportunity for Penzance; • Traffic schemes are identified in the Local Transport Plan produced by CCC.

Develop a parking management system in town that ensures residents have parking spaces	<ul style="list-style-type: none"> • potential for residential parking permits through consultation with residents and CCC; • residential parking bays can be created however parking can not be guaranteed; • the public highway is under CCC ownership and it is illegal to allocate space outside each dwelling for that particular dwelling, the AAP could highlight alternative solutions.
To effectively manage the delivery and collection of goods	<ul style="list-style-type: none"> • CCC are responsible for traffic orders permitting loading times; • planning policy cannot control parking.
Establish a distribution/transfer centre on the outskirts of Penzance	<ul style="list-style-type: none"> • Planning policy can only support the idea; • reliant upon retailers to use facilities.
To organise & promote a car sharing scheme	<ul style="list-style-type: none"> • Planning applications can result in the production of green travel plans for large developments.
To investigate options for a new link/relief road for Penzance/Newlyn	<ul style="list-style-type: none"> • Cornwall County Council are the local highway authority; • Highways Agency would need to be approached.
7. Sustainable Future	
To reintroduce a local produce market in Penzance	<ul style="list-style-type: none"> • Potential to allocate a site via AAP.
Acquire land for community orchard	<ul style="list-style-type: none"> • Open Spaces audit will highlight existing community facilities.

5. VISION

- 5.1 As part of the process of producing the Penzance and Newlyn Area Action Plan we are seeking to produce a coherent spatial 'vision'. This will provide a focus for what the various policies and proposals will aim to achieve. The vision will need to sit in the context of the overall vision for Penwith, as set out in the Core Strategy for the Penwith Local Development Framework, which in turn reflects Penwith's Community Strategy (Vision 2025). Stemming also from the vision, goals, priority areas and projects identified by the community-led strategic plan 'Penzance Futures', a suggested **vision** for the town is:

'Penzance/Newlyn will continue to be the principal market town for Penwith and will represent a significant resource for the district's residents in terms of shopping, health facilities, quality employment opportunities, and higher education. The superior quality and particular distinctiveness of Penzance's historic environment, unique townscape and landscape will continue to be recognised and all new development will have achieved a comparable quality and character. By 2026 the Penzance and Newlyn harbour areas will have undergone significant regeneration and they will provide an important economic and tourism role whilst still conserving their maritime heritage. Penzance harbour, promenade and transport interchange areas will be well connected to the main shopping area. The important role of the promenade as a civic amenity space and as a link between Penzance and Newlyn will have been recognised and enhanced. The community will have worked in partnership with private and public sector agencies to ensure the promenade's unique cultural, heritage and recreational value has been maximised. The vibrant town centre will contain a wide range of shops, services, restaurants, cafes, bars and a diverse range of recreational/entertainment facilities to serve residents and the tourism economy. Although the towns of Penzance/Newlyn will continue to be attractive areas for inward migration, by 2026 this will have been balanced with the development of more homes to provide for local need. We will have encouraged economic growth, particularly in the food processing, creative industries and commercial sectors by having developed the infrastructure required for local and incoming firms to set up and expand. Traffic management solutions including an out of town goods distribution centre, park and ride, reliable and frequent public transport provision, and increasing priority for pedestrians/cyclists will have meant that congestion and parking problems are no longer a significant issue for the town.'

QUESTION 5:

Do you agree with the vision for Penzance & Newlyn?

QUESTION 6:

What suggestions do you have for improving the vision?

6. OBJECTIVES

- 6.1 The Core Strategy for the Penwith Local Development Framework will set out objectives for development in Penwith as a whole over the next twenty years. These are currently being developed. Draft objectives, linked to the 'outcomes' for Penwith's Community Strategy (Vision 2025) were included in the initial Issues & Options paper for the Core Strategy which was published for consultation during February – March 2007. These are subsequently being revised during the process of producing the Preferred Options document.
- 6.2 To realise the vision for Penzance & Newlyn a set of objectives, specific to the Penzance & Newlyn Area Action Plan, need to be developed. These will draw on the Community Strategy outcomes, the objectives of the Core Strategy, and also the vision, goals, priority areas and projects identified by the *Penzance Futures*.
- 6.3 The draft **objectives** of the Penzance & Newlyn Area Action Plan are:
- 1) **to accommodate within Penzance a significant proportion of the housing and employment requirements for the Penwith district (to meet the needs of all sections of the community), together with a balanced mix of appropriate other uses, services and facilities and necessary supporting infrastructure to ensure the creation of a sustainable community;**
 - 2) **to maximise opportunities for the provision of affordable housing to meet the identified needs of Penzance and Newlyn and the wider Penwith District, including the integration within new housing and mixed use developments of a significant proportion and appropriate range (including type, size and tenure) of affordable homes;**
 - 3) **to ensure that residents of Penzance and Newlyn and the surrounding area have adequate access to and are able to benefit from a range of employment opportunities;**
 - 4) **to strengthen the local economy by providing, promoting and supporting opportunities for an appropriate range of business and tourism development in suitable accessible locations to meet identified requirements together with the improvement and maximisation of existing developments;**
 - 5) **to make effective and efficient use of previously developed 'brownfield' land in Penzance and Newlyn as a priority in preference to the release of greenfield sites;**
 - 6) **to ensure that as regeneration and growth progresses, Penzance ensures its viability by increasing its attraction and effectiveness as a vital cultural, prime shopping, entertainment and leisure destination that provides for the needs of the community and visitors through the promotion of appropriate development in suitable accessible location;**

- 7) to ensure that key elements of the Penzance and Newlyn culture and marine heritage and the natural environment are protected and enhanced but are also capitalised on to play an important part in the regeneration, growth and attraction of the towns;
- 8) to ensure that the full potential of Penzance's and Newlyn's waterside environment (including the harbours and promenade) is recognised and secured, through its preservation and enhancement, accessibility improvements, and the promotion of appropriate development, as a positive asset for the area to benefit of the community and visitors;
- 9) to ensure that the local transport network at Penzance and Newlyn is improved and managed to ensure that it is able to deal, in a sustainable way, with the increased movements which will result from regeneration and growth in the two towns;
- 10) to improve linkages within Penzance and to the surrounding area (including between the main shopping area and the promenade) by creating a network of attractive, high quality cycle and pedestrian routes;
- 11) to improve the residential environment of Penzance and Newlyn by providing and maintaining a network of accessible open spaces;
- 12) to maintain existing, and enable the provision of new integrated and accessible recreation and sporting facilities in Penzance and Newlyn to meet the needs of the community and visitors;
- 13) to promote and facilitate high quality, inclusive and sustainable design that is respectful to its context, and creates a safe, accessible and attractive environment by maximising opportunities for improving the character and appearance, connectivity and functionality of the area.

QUESTION 7:

Do you agree with the objectives for realising the vision for Penzance & Newlyn?

QUESTION 8:

What suggestions do you have for improving the objectives?

7. ISSUES, OPPORTUNITIES & OPTIONS

7.0.1 Much useful work has been carried out in producing the community-led strategic plan for the area, the *Penzance Futures*. This, together with additional evidence gathering as part of the Local Development Framework process, has allowed us to establish a grasp of the key issues.

7.0.2 Stemming from the community strategy, the role of the Penzance & Newlyn Area Action Plan is to help create a healthy, strong and safe community for the people of Penzance & Newlyn that enables a higher quality of life by improving access to facilities and employment opportunities, thereby addressing issues of social inequality and improving community well-being. The overall aims are to:

- better define the character and function of the town;
- create a sustainable and socially cohesive community by promoting mixed use activity;
- improve local infrastructure, services and facilities;
- locate homes closer to jobs and facilities and services;
- maximise accessibility to local facilities and services by improving linkages and encouraging walking, cycling and the use of public transport;
- minimise out-migration by encouraging people to live and work in Penzance;
- improve opportunities for investment in the town; and
- enable the town to become more self-sufficient.

7.0.3 The following sections examine some of these aims in more detail under the broad headings:

- **Facilitating housing and employment growth**
- **Enabling community wellbeing**
- **Stimulating the local economy**
- **Protecting the environment**
- **Ensuring connectivity**

7.0.4 Within each section, key issues together with opportunities and options to address them are considered. A number of questions are asked, but to enable people to comment a separate questionnaire is available. You can provide your views by completing the questionnaire and returning it to the Council by 29th February 2008.

7.1 FACILITATING HOUSING AND EMPLOYMENT GROWTH

- 7.1.1 The *Regional Spatial Strategy (RSS) Panel Report* proposes a requirement for 7,800 new dwellings to be provided over the twenty year period to 2026. Based on this, the Core Strategy of the Penwith Local Development Framework will set out a spatial strategy to ensure the sustainable distribution and management of housing growth and development. The Preferred Options document of the Core Strategy will set out the Council's intention to focus development on the main towns of Penzance/Newlyn and Hayle, where jobs, shops and other services facilities are concentrated. A large proportion of the required new homes will therefore be directed to Penzance with the intention of also increasing employment opportunities and services and facilities to support the growing community and enable balanced housing and economic growth.
- 7.1.2 In terms of the level of development, the requirements are to provide 1625 new homes and 8.84 hectares of employment land in Penzance & Newlyn during the twenty year plan period to 2026. However, these figures are reduced to 1153 new dwellings if account is taken of housing permissions granted and completions since the start of the plan period, and 3.4 hectares of employment land if account is taken of existing constrained supply, i.e. vacant units, development with planning permission and under construction, and serviced but undeveloped plots.
- 7.1.3 The following sections set out background to the issues, as well as identifying potential opportunities and options in terms of areas and sites for housing/employment development in Penzance & Newlyn.

Housing

Strategic Housing Market Assessment (in preparation)

- 7.1.4 A recent study, including a series of six reports produced by Land Use Consultants as part of a wider project to undertake a *Strategic Housing Market Assessment* for the West Cornwall Housing Market Area, concludes that the sub-region is effectively a series of town-based local housing markets, and that this is the level at which housing markets need to be managed and planned for. In relation to Penwith, this includes housing markets at Penzance, St Ives & Hayle.
- 7.1.5 The reports highlight the following key points:
- lack of affordable housing (both social rented and intermediate, e.g. shared ownership and low cost purchase) is a defining feature of the housing markets;
 - affordability ratio for house prices to income in Penwith of 14.4:1 (compared to the whole of the South West, the least affordable region in England, where it is 13.2:1), based on 2005 lower quartile data;
 - West Cornwall, therefore, has a consistent and significant affordability problem in a national context;
 - West Cornwall housing market, with some exceptions, essentially characterised by high value integrated markets;
 - intervention needs to be concentrated at the bottom of the market where there

are the greatest problems;

- need to focus on greater provision of affordable housing in order to rebalance housing markets and support more sustainable communities;
- bottom of the housing markets very congested in all areas, with some partial exceptions;
- social rented housing, and to a lesser extent intermediate housing, is urgently needed, as it is not being built in sufficient proportions or quantities, or across enough of the towns.

7.1.6 The report advises that over the next five years the likely trajectory of the West Cornwall housing market appears to have two possible directions. If the current policy and programmes response continues, the twin pressures of growing population (driven mainly by migration of economically active households but also an increasing number of retired households due to demographic change) and high house prices will exacerbate the affordability problem, causing even greater dysfunction in the housing markets. A stronger policy and programmes response could see significant benefits in tackling the affordability problem. This will have obvious benefits for those in the lower part of the housing staircase, but also likely benefits for the whole market, which would become more balanced. There is also an argument that without such a change, progress in local economies will be significantly inhibited, as overall wages are not forecast to rise dramatically, and factors such as seasonality increase pressure on the lower parts of the markets.

7.1.7 The conclusions and recommendations of the reports are as follows:

- across the housing markets, affordable housing is the pre-eminent issue for action;
- serious uplift in delivery needed, particularly in the towns;
- Percentage targets for affordable housing need to be ambitious, and probably substantially higher than those currently set;
- form of delivery should be informed by prevailing characteristics of need in each local housing market;
- available data shows that, in general, the principal problem in the affordable housing market is the lack of family housing, and that this should be the focus of the response;
- development of two and three bedroom family homes identified as the priority, both to meet the specific need, but also to release the housing which these households are currently occupying;
- balance between social rented and intermediate housing should also follow local need;
- emphasis should be on increasing the social rented stock, as the step out of social rented accommodation into the intermediate or open markets is often too great for these households;
- Intermediate housing has only a partial role due to the extent of the affordability gap.

7.1.8 The reports also comment on economic and employment issues and advise that these are also at a definite pinch point which requires a strong policy and programmes response. The twin factors of the rapid acceleration of the Cornwall

economy over the last five years, and the marked increase in house prices, means that the progress of the Cornwall economy now appears much closer linked to, and dependent on, what might happen in its housing markets than was the case in the past. Overall, the housing markets threaten to provide a blockage to economic progress, principally because housing has become markedly less affordable. This calls for the stepping-up of economic development policy and action to be matched by a similar stepping up in relation to housing. Despite the enthusiasm for higher-value sectors and jobs, a persistent sub-text of the evidence is that for the foreseeable future a significant proportion of economic activity will remain lower value. This means that, with the predicted growth, the current pre-eminent problem of households on lower wages finding a lack of affordable housing is likely to remain. The need to focus first on solving the affordable housing problem is clear. It is also clear that this should be approached local housing market by local housing market as the Cornwall economy is also structured in this way. In the longer term it is likely that the housing focus will need to broaden out to consider maintaining the balance of housing markets once this has been re-established. This will vary between housing market and will necessarily be coupled to the economic fortunes of the areas. Although West Cornwall has a great deal in common with other rural areas, the findings of the study and reports indicate that housing problems appear particularly accentuated here.

7.1.9 In addition to commenting on the sub-regional picture, the reports also provide a commentary on the individual local housing markets, including those in Penwith. Penzance is a housing market which overlaps those of Camborne-Pool-Redruth, Helston, and the very small housing market of Hayle and St Ives. Nevertheless, migration and travel to work patterns demonstrate that it also acts as a local housing market in its own right.

7.1.10 The following key points are identified for Penzance:

- affordability ratio 15:1 (based on lower quartile date for incomes £11,421 and house prices, £161,786);
- owner-occupied housing makes up 61.8% of the stock;
- between April 2005 – October 2006 the majority of sales were within £150k - £200k range followed by sales in the £200k - £250k and 65% of sales were above £150k;
- social housing in Penzance accounts for 18.5% of the stock, with a turnover of 8%; of which 54% were to people already living in Penzance and 37% were allocated to homeless households;
- private rented housing in Penzance accounts for 16.8% of the stock;
- second homes in Penzance account for 1.9% of the stock.

7.1.11 The report concludes that taken as a whole the Penzance local market area is one of the least affordable in the sub-region. However there are pockets of relatively better affordability occur in the east of the local market. In Penzance there are relatively high levels of social housing and relatively high rates of turnover. The number of lets to homeless households is in excess of 30% but is relatively low compared to some areas in the sub-region. Penzance local housing market has few opportunities for those on £11,421 (lower quartile income) to purchase a

property on the open market. Also access to social housing remains limited although the social sector is more fluid than in some other local markets.

7.1.12 The quantity, mix and location of the required housing will need to respond to challenges which arise from the growth and change in the sub-region's economy. The Cornish economy has performed well in terms of growth, but output remains low and it has not been matched by increased wage levels. The Convergence report calls for a restructuring of the economy to create a higher skills base and focus new jobs in the enterprise sector requiring higher skilled employment. At the same time there is and will continue to be a significant proportion of employment based in low paid service sectors. What is clear is that there is now a mismatch between the supply and demand for labour and a real risk that the failure to meet the housing needs of the resident and incoming population will undermine economic development in the sub-region and the sustainability of its communities. In short, the report concludes, providing affordable housing must become a priority.

7.1.13 As part of the process of producing the *Strategic Housing Market Assessment* for the West Cornwall Housing Market Area, a *Housing Requirements Study* was commissioned across the area and a common basis to ensure the availability of up-to-date housing needs data. Opinion Research Services (ORS) conducted 500 random, personal, face-to-face survey interviews in Penwith in 2007. The study findings are expected to be finalised in early 2008 and will be incorporated into the overall *Strategic Housing Market Assessment* report which is programmed to be published later in the year.

Penwith Homeseekers Register

7.1.14 To help plan for future housing and meet affordable housing needs in Penwith, and also decide who should be allocated new affordable homes which become available, the Council has created a *Homeseekers Register*. Registration is available to anyone in housing need and seeking any form of affordable housing. The register is constantly being updated and provides the Council with information, relating to Penwith as a whole or broken down by individual parish or town/village, about the type (house or flat) and size (number of bedrooms) of accommodation that is required, as well as an affordability measure indicating the tenure of accommodation (for example social rented, shared ownership or low cost to buy) that a household is likely to be able to afford. Based on data available on 9 January 2008 the number of households seeking an affordable home in Penwith at that time was 4001, of which 2740 had a 'local connection' to the District. The number of households seeking an affordable home in Penzance/Newlyn/Heamoor area specifically is 1494, of which 1213 had a local connection to the town.

7.1.15 The role of the Core Strategy of the Penwith Local Development Framework is to set out how the required housing is to be provided across the district to ensure a sustainable pattern of development that responds to the environmental challenges by supporting mixed and inclusive communities and reduces the need to travel. Development of the Core Strategy of the Penwith Local Development Framework is also an opportune time to explore and adopt policies that would improve the supply of affordable housing. The Preferred Options document for the Core Strategy will therefore promote and encourages the provision of affordable housing by

proposing lower thresholds at which higher quotas (50%) of affordable housing are applicable as part of proposed housing and mixed-use developments in the main towns, including Penzance & Newlyn. This will be supplemented by the allocation of sites through the Penzance & Newlyn Area Action Plan, including, potentially, for affordable housing only.

7.1.16 In addition to seeking a proportion of affordable housing within new developments, it is appropriate to ensure a balanced and mixed community, by incorporating a range of dwelling types and sizes, including family accommodation. Therefore, the density of residential development should be high enough to make efficient use of land, in line with national policy, while not neglecting the need for appropriate levels of amenity space to be incorporated. The Preferred Options document for the Core Strategy will set out the Council's intention to give priority to meeting local needs for affordable housing and providing for a full range and choice of housing types, sizes and tenures. The intention is that proposals for development that do not help achieve an appropriate mix, based on evidence from the Strategic Housing Market Assessment (including the Housing Requirements Study) and the Council's Homeseekers Register, will be resisted.

Employment

Cornwall Towns Study (2006)

7.1.17 The *Cornwall Towns Study (2006)* examined the economic potential and future growth of the 18 larger towns in Cornwall, including Penzance, to assist in the development of the approach to strategic economic regeneration of the County. In general it found that all of the towns suffer from similar problems in relation to: labour market pressure; skills; town centres; sites & premises; congestion and strategic linkages; self-containment; and productivity, innovation and enterprise.

7.1.18 In relation to Penzance (the study area includes Newlyn) specifically, the study notes a range of issues in respect of the town, and highlights particular themes or priorities which require consideration and a strategy response if economic potential is to be fulfilled. These include:

- limited light manufacturing and industrial capacity, mostly based at Long Rock Business Park;
- service industries, especially tourism, retailing, public service and local government hold relative importance due to decline in traditional employment sectors;
- remote location restricts potential for future major industrial investment;
- available land is limited to small sites;
- retail development, improved by the Wharveside Centre is unlikely to require new sites outside the town centre;
- lack of higher level skills;
- Penzance is a local shopping centre with 2,120 jobs in retail (the largest employment sector accounting for 22% employment)
- Health & Social Work and Hotels & Restaurants are key sectors;
- specialism in Fishing and Fisheries and Manufacturing of Wood Products in

- addition to a range of service activities;
- self-employment important, very high concentrations in fishing, construction and agriculture;
- forecasted that Other Business Services, Computer Services, Education and Health are expected to continue leading employment growth over the next 20 years along with retail;

West Cornwall Business Survey Results 2006

7.1.19 Complementing *the Cornwall Towns Study*, the *West Cornwall Business Survey Results 2006*, compiled by the Council, highlights that Penwith is characterised by the following trends:

- predominance of 'micro' size businesses (less than 10 employees);
- increased importance of tourism and the 'Creative Industries' sector;
- prevailing influence of the Arts;
- decline of the agricultural and fishing industries;
- double the national average proportion of people who are self-employed;
- higher than national average proportion of people who are unemployed;
- average earnings well below the national average;
- relatively well qualified workforce;
- significant proportion of home based businesses;
- higher than national average proportion of resident population who travel to work on foot or cycle;
- out migration of 20-29 year olds (due to factors such as lack of employment opportunities and an inability to afford local housing).

7.1.20 In relation to Penzance specifically, the survey highlights the following issues:

- economy is dominated by retail, hotels & restaurants and community, social & personal services activities;
- majority of businesses are located in either a shop or home;
- majority of Penzance businesses are sole traders;
- high proportion of self-employment;
- majority of respondents turnover was less than £100k per annum;
- majority of businesses have been in existence for 15 years +
- micro business economy;
- very low wage economy;
- majority of employees travel less than 2 miles to work;
- majority of trade from local customers;
- equal split of customers between local residents and the tourism market;
- perception that red tape and lack of customers restrict business growth;
- internet sales identified as potential growth tool;
- perceived weakness of marketing of businesses;
- image and lack of choice perceived reasons for poor retail growth;
- infrastructure and transport reason for not relocating to Penzance;
- marina, retail/leisure and regeneration deemed appropriate for area;
- attitude and skills were cited as weakness in local workforce;
- majority of recruitment for retail sales, customer services staff and administrative

staff;

- little or no training initiatives from local training providers;
- employers likely to be involved in recycling, fair trade and community events rather than modern apprenticeships, work experience and supporting unemployed people into employment.

7.1.21 Analysis of the survey findings identifies the following characteristics of Penwith's under performing economy:

- service led economy with acutely low profitability levels;
- distinct lack of medium and larger enterprises;
- low levels of inward investment;
- low wage economy, with high levels of debt and low levels of disposable income;
- labour supply issues – main recruitment difficulty is reported as finding people with the right 'attitude';
- low rate of start up businesses and new market entrants; predominance of established, family owned businesses;
- red tape and lack of customers holding back business growth;
- strong reliance by businesses on local sources of trade;
- low levels of awareness of available business support;
- low reported levels of marketing and IT expertise;
- lack of capacity to employ young people and graduates;
- inadequate supply of employment space which is market ready;
- low levels of education – business partnership;
- low levels of business to business trading;
- low levels of employee mentoring activity;
- lack of opportunities for micro-business to access high growth intervention programmes.

7.1.22 Analysis also identifies the following characteristics to be exploited for economic growth:

- strong creative and cultural human and social capital;
- strong entrepreneurial spirit – higher than average levels of self-employment;
- higher than average levels of home based businesses, creating clustering opportunities for communities and high demand for Live/Work space;
- established businesses, indicative of a relatively stable economy;
- short travel to work areas, could impact on productivity levels;
- location has high proportion of Areas of Outstanding Natural Beauty (AONB) and desirable lifestyle opportunities;
- under exploitation of external trade markets and internet sales;
- under exploitation of recruitment and training markets;
- availability of potential employment sites for redevelopment.

7.1.23 The 2006 survey data indicates that overall, the economy in Penwith requires investment and intervention. A number of actions are recommended in the survey report in order to achieve economic transformation in Penwith, with the need to grow local businesses, at the same time as upskilling the labour supply, being highlighted. Key to the development of the Penwith Local Development Framework,

including the Penzance & Newlyn Area Action Plan, is the development of employment space that is fit for purpose and suits the needs of target markets (start-ups, grow on, home based business and inward investors) to provide quality accommodation and locational advantage.

Strategy and Action – The Economic Development Strategy for Cornwall and the Isles of Scilly 2007 – 2021 (2007)

7.1.24 The overarching economic development strategy for Cornwall and the Isles of Scilly is set out in *Strategy and Action*. Published by the Cornwall and Isles of Scilly Economic Forum in March 2007, and covering the period 2007 – 2027, it sets out an ambitious vision for the future – *'To achieve sustainable prosperity and opportunity for all in Cornwall and the Isles of Scilly'*. The challenge is to build a prosperous, distinctive and knowledge based economy in a peripheral and rural economy. Efforts towards achieving the vision are underpinned by four guiding principles:

- to establish Cornwall and the Isles of Scilly as a knowledge economy and society
- to ensure environmental sustainability
- to remove economic and social disadvantage
- to establish Cornwall and the Isles of Scilly as a place for wealth creators and entrepreneurs and to improve economic value across all sectors.

7.1.25 The strategy will be delivered through a series of objectives grouped under three inter connected themes. These are:

- Improve Competitiveness:
 - stimulate innovation and Research and Development;
 - create Employment Space;
 - provide Business support;
 - encourage sector development;
 - transform into an information society for all;
 - ensure energy sustainability;
- Develop people:
 - provide economic inclusion opportunities for all;
 - provide the best start for young people;
 - support higher education;
 - improve workforce development;
- Enhance Connectivity and Place:
 - improve transport infrastructure;
 - build on a distinctive Cornwall and Isles of Scilly;
 - develop sustainable communities;
 - develop the Isles of Scilly.

7.1.26 The Penzance & Newlyn Area Action Plan will have an important role to play in delivering a number of the above objectives. However, the creation of appropriate

employment space, in tandem with the planned growth in housing, and supported by improvements in transport infrastructure, is key. Underpinning this objective is the need to achieve sustainable prosperity by ensuring the appropriate supply of employment space that fully meets the changing needs of businesses. This will help to transform the economy into one that is high-value-added and knowledge-based, and to provide employment opportunities for all.

- 7.1.27 The key supply issues for Cornwall and the Isles of Scilly include a shortage of quality, modern floorspace of the right type, location and tenure. The provision of suitable employment space can play a key role in raising business productivity and achieving sustainable economic growth. It can also enable indigenous businesses to compete effectively and expand, attract inward investors, encourage entrepreneurs to set up and grow their businesses, diversify and strengthen the economic base by facilitating the growth of key sectors and address issues of deprivation and economic sustainability.
- 7.1.28 There has been limited delivery of floorspace outside of the main towns and there is limited availability of incubation and grow-on space for successful businesses. In addition, with a significant number of self employed people working mainly at or from home, the provision of live/work units are a real opportunity. Some allocated sites are not deliverable in the short/medium term due to various constraints and in some cases, where premises are available, there is concern about the quality of accommodation and its environment.
- 7.1.29 In terms of demand there are also key issues, such as economic forecasts that indicate continued restructuring within the economy leading to additional net demand for offices and warehouses, with demand for factory floorspace expected to be stagnant. There is also anticipated to be significant demand from existing businesses to move to modern accommodation. It is also recognised that changes in working practices will in future affect demand for premises, particularly in terms of their location, configuration and use. However, the lack of quality and flexible employment space is a barrier to economic development.

Cornwall and the Isles of Scilly Employment Space Strategic Assessment 2007 – 2017 (2007)

- 7.1.30 To address the above issues a comprehensive package of actions has been developed as part of the *Cornwall and Isles of Scilly Employment Space Strategic Assessment*. Published by the Cornwall and Isles of Scilly Economic Forum in June 2007, the document sets out a strategic assessment of employment space in Cornwall and the Isles of Scilly for the period 2007 – 2027. It is based upon a comprehensive review of the economic prospects and relevant issues facing Cornwall and the Isles of Scilly and aims to set out how best to meet current and future challenges, realise opportunities and achieve long-term sustainable economic growth through the provision of employment space. The overall aim is to help improve the sustainable economic performance of the area and, in so doing, close the economic gap between Cornwall and the Isles of Scilly and the rest of the country. Of particular importance is ensuring that a suitable supply of appropriate sites and premises is provided, which will facilitate business development and growth, and help attract inward investment. Included in the Assessment is an

analysis of the anticipated demand for and supply of employment space, as well as a review of current property issues. The Assessment focuses on how sustainable economic growth can be maximised through the delivery of sites and premises.

7.1.31 Research undertaken as part of the Assessment has indicated a general increase in demand for commercial sites and premises over the past 3 – 5 years. However, this is affected by a number of factors:

- a shortage of serviced sites for immediate development in well-placed locations, limiting the amount of speculative and bespoke development;
- an unsatisfied demand for good quality, small, flexible workspace for either office or light industrial uses;
- an unsatisfied demand for modern freehold premises, for which there is evidence of a faster take-up rate;
- a requirement for access to the A30 for larger developments;
- a shortage of modern premises, resulting in limited take-up and hiding latent demand;
- much of existing stock dated and coming towards end of economic life, the shortage of appropriate premises stifling relocation.

7.1.32 Anticipated demand for employment space has been assessed (using a forecast model based on 2.8%, 3.2% and aspiration GVA growth scenarios). At the headline level, supply appears to exceed demand, indicating there is sufficient land identified within each of the districts. However, in terms of offices, this is marginal in Penwith where supply and demand are virtually in balance under the aspiration scenario, indicating a potential shortage of space in the district. In summary, the analysis shows that in terms of industrial capacity, supply exceeds demand in both the 2.8% and 3.2% growth scenarios, but fails to meet the predicted demand in the aspiration growth scenario where there is a deficit. In terms of office capacity, supply only meets demand in the 2.8% growth scenario. The 3.2% growth scenario is almost balanced, and the aspiration growth scenario shows a deficit. In conclusion, when account is taken of the deliverability of supply of employment sites, then there is expected to be an inadequate supply of sites to meet assessed demand for both industrial or office uses under the aspiration scenario.

7.1.33 The recommended approach is based on an aspiration economic scenario which seeks to promote convergence and deliver a higher value added economy for Cornwall and the Isles of Scilly. To address identified key supply, demand and development issues, the Assessment identifies a number of proposed actions, including:

- facilitate the provision of floorspace of the right type, location and tenure – in particular smaller units (<500 sq m);
- select, prioritise and facilitate the development of key sites;
- facilitate the enhancement / redevelopment of existing buildings and estates;
- facilitate the provision of incubation and good quality grow-on space;
- promote live/work space;
- ensure that new space is flexible and capable of accommodating office uses;
- facilitate schemes that support clusters/networks;

- facilitate the provision of space that meets specific sectoral requirements;
- ensure high quality of design and environment;
- ensure that the location of development is sustainable;
- support the development of infrastructure.

West Cornwall Economic Delivery Plan (in preparation)

7.1.34 To demonstrate how Strategy and Action will be delivered in West Cornwall, a *West Cornwall Economic Delivery Plan* is being formulated by Penwith and Kerrier District Councils. The purpose of the Plan is to identify gaps within existing services and activities, and map these against the aspirations of West Cornwall and demand/need identified by analysis of the evidence base. The aim is to provide a clear action plan for the pursuit of opportunities in West Cornwall, harnessing greater opportunity for partnership working between public, private, voluntary and community. The significance of the Plan is that it is specific to the needs of West Cornwall and is intended to be delivery focused. The vision of the Plan is “*To foster innovation and further develop the creative and entrepreneurial nature of West Cornwall to ensure a prosperous and inclusive future for its businesses, residents and visitors*”. Guiding principles include:

- establish West Cornwall as a knowledge economy and society;
- to ensure environmental sustainability;
- to remove economic and social disadvantage, foster cultural confidence, and improve the well-being of people;
- to establish the area as a place for wealth-creators and entrepreneurs and to improve economic value across all sectors.

7.1.35 A key aspect of the Plan is the delivery of workspace through a coordinated approach to the development of employment space, including through: assistance with the development of serviced sites; the provision of incubator and grow-on space to facilitate the development of high technology, high growth businesses and enterprise hubs. The Wave Hub project and Hayle harbour are identified as ‘flagship’ projects which: address a variety of needs identified by the evidence base for West Cornwall; serve and are delivered by West Cornwall as a whole, with a wider strategic impact for Cornwall; and are inspirational projects that will make a big difference and enable West Cornwall to compete successfully at an international level.

Employment Land Review (in preparation)

7.1.36 As a review of the findings of the *Employment Space Strategic Assessment*, and to provide further evidence about demand and supply issues, the Council is preparing an *Employment Land Review* (due to be finalised and published in March 2008). Using a labour force based forecast model, this indicates a total requirement for 30 hectares of employment land to be provided in Penwith during the plan period 2006 – 2026. Potentially, some of this requirement could, subject to a review of opportunities, be met by carrying forward a number of existing allocated, but currently undeveloped, employment sites from the Penwith Local Plan into new Development Plan Documents. Ignoring any assumptions, however, and taking account of existing constrained supply, i.e. vacant units, development with planning

permission and under construction, and serviced but undeveloped plots, gives a requirement of 16.33 hectares of employment land to be provided in Penwith during the plan period. The expectation is that this requirement will largely be shared between the main towns in the district, particularly Penzance and Hayle, and that sites will be allocated in the relevant Area Action Plans. Breaking this down, therefore, based upon Area Action Plan areas, gives a requirement of 3.4 hectares for the Penzance & Newlyn. The availability, suitability and deliverability of existing allocated and potential alternative or additional employment sites will be assessed through the Area Action plan process, informed by the *Employment Land Review*. A number of potential sites within the Penzance and Newlyn area have been identified for preliminary consultation through this paper. Following consideration of comments received and further assessment, favoured sites will be chosen and included in the subsequent Preferred Options document.

Opportunities and Options

- 7.1.37 The level of growth that is anticipated to occur in the Penzance area requires a long term strategy to provide effective direction during the period of the plan. This will reduce uncertainty and assist in planning for the future infrastructure needs of the town. The intention is that the Penzance & Newlyn Area Action Plan will provide a framework to support focused and sustained growth in housing and employment development, ensuring that development also responds to the local environment. Based on the findings of the initial reports feeding into the *West Cornwall Housing Market Assessment*, the challenge is to provide housing that meets the housing needs of those in less well paid employment in a way which also enables them to access employment and maintain social support networks.
- 7.1.38 National policy in *Planning Policy Statement 3: Housing* (PPS3) requires the planning system to deliver a flexible, responsive supply of land. In order to achieve this, the Council is required to set out in the Penzance & Newlyn Area Action Plan and other Local Development Documents its policies and strategies for delivering the required level of housing provision. This involves identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption. The Council needs to identify sufficient specific 'deliverable' sites to deliver housing in the first 5 years, and to identify a further supply of specific, 'developable' sites for the next 5, and if possible 10 years. If it is not possible to identify specific developable sites for the last 5 years, broad locations for future growth need to be indicated.
- 7.1.39 To assist in the above process, the Council is undertaking a *Strategic Housing Land Availability Assessment* (due to be finalised & published in March 2008). Together with the *Employment Land Review*, this will provide information on opportunities that exist in the Penzance area, as well as other settlements in Penwith.
- 7.1.40 Following preliminary consideration the following potential opportunities and options have been identified. The sites mentioned are cross-referenced to the **Map** accompanying this paper.

Previously Developed Land

7.1.41 The **Gas Holder & Farmer site (Site P – 44)** is included in the Penwith Local Plan, being allocated for mixed use development (including retail, financial & professional services, restaurants & cafes, business, general industries, storage & distribution, hotels, dwellinghouses, non-residential institutions and assembly & leisure). Any redevelopment scheme should provide for the inclusion of about 30 dwellings, at least 30% of the units to be provided will be sought to be affordable.

7.1.42 The **options** for the **Gas Holder & Farmer site (P – 44)** are:

- **Option A**

Carry forward the existing allocation at the Gas Holder & Farmer Site (**Site P – 44**) from the Penwith Local Plan to the Penzance & Newlyn Area Action Plan;

- **Option B**

Reallocate the site for alternative use/s.

QUESTION 9:

Which of the Options A or B is most appropriate?

QUESTION 10:

If you indicated 'Option B', what alternative use/s would be appropriate?

7.1.43 The following sites are included in the Penwith Local Plan, all three being allocated for housing development:

- **Penwith Depot, Cross Street (Site P-11)** (Currently allocated as 100% affordable housing)– (0.37 hectares)
- **Queen Street (Site P-34)** – (Currently allocated with no element of affordable housing required in Local Plan) (0.22 hectares)
- **Chywoone Hill, Newlyn (Site P-35)** – (Currently allocated with no element of affordable housing required in Local Plan) (0.22 hectares)

7.1.44 These allocations which could be carried forward into the Penzance & Newlyn Area Action Plan, although there is potential for them to be developed for alternative purposes, for example live/work, business or shopping, or a mixed use development, or perhaps a mix of affordable and open market dwellings.

7.1.45 The **options** are:

- **Option A**

Carry forward the existing allocations for the areas at Cross Street, Queen Street and Chywoone Hill (**Sites P-11, P- 34, and P-35**) from the Penwith Local Plan to the Penzance & Newlyn Area Action Plan;

- **Option B**

Reallocate the sites for alternative uses.

QUESTION 11:

Which of the Options A or B is most appropriate?

QUESTION 12:

If you indicated 'Option B', which of the areas should be redeveloped for alternative use/s, and what use/s would be appropriate?

7.1.46 The following sites (**Sites P – 8, P - 33, and P – 36**) which are included in the Penwith Local Plan, are reserved for industrial and business uses.

- **Area at western end of Chyandour Coombe - (Site P – 8)**
- **Area at eastern end of Chyandour Coombe - (Site P – 33)**
- **Area at Chyandour Coombe – (Site P – 36)**

7.1.47 These allocations could be carried forward into the Penzance & Newlyn Area Action Plan, although there is potential for them to be developed for alternative purposes, for example housing, live/work, or perhaps a mixed use development.

7.1.48 The **options** are:

- **Option A**
Carry forward the existing allocations for the areas at Chy An Dour Coombe (**sites P - 8, P – 33, and P – 36**) from the Penwith Local Plan to the Penzance & Newlyn Area Action Plan;
- **Option B**
Reallocate the sites for alternative uses.

QUESTION 13:

Which of the Options A or B is most appropriate?

QUESTION 14:

If you indicated 'Option B; what alternative use/s would be appropriate?

7.1.49 Given their location within Penzance and Newlyn, the following additional sites have been identified as presenting potential opportunities for development. In some cases development might be restricted to the continued existing use of a site but others may have potential for housing, employment or other uses:

- **Old shale pitch, St Clare (Site P – 1)**
- **Penwith District Council Offices (Site P – 2)**
- **St Clare cricket pitch (Site P – 7)**

- Land north of Chyandour Lane (Site P – 9)
- Harbourside Car Park (Site P – 10)
- Penzance Dry Dock (Site P – 12)
- Penzance Football ground (Penlee Park) (Site P – 13)
- Factory west of Gwavas Road (Site P – 20)
- Penzance Heliport (Site P – 25)
- Mounts Bay Parc (Site P – 26)
- Long Rock playing field (Site P – 28)
- Long Rock sports field (Site P – 29)
- Land north of Marine Terrace (Site P – 37)
- Penzance and Newlyn rugby ground (Site P – 38)
- Land east of Tredarvah Road (Site P – 41)

QUESTION 15: Are the identified sites suitable for redevelopment, and what use/s would be appropriate? And should any sites be protected to retain their existing use/s?

Windfall Sites

7.1.50 In addition to 'planned' sites, i.e. those specifically allocated for development through the development plan process, a large proportion of Penwith's housing requirements have in the past relied on other, generally smaller scale, 'windfall' sites coming forward for development on an unplanned basis.

7.1.51 Although the Council's priority is on the redevelopment of previously-developed ('brownfield') sites in preference to the release of 'greenfield' sites, and windfall sites could contribute towards meeting requirements, the availability of such sites is limited and insufficient to meet requirements for the whole of the plan period. In addition, Government policy in *Planning Policy Statement 3: Housing* (PPS3) discourages reliance on the contribution of windfall sites to meeting housing requirements in the first 10 years of land supply during the plan period unless it can be shown, based on robust evidence of genuine local circumstances, that specific sites cannot be identified.

7.1.52 The Council's aim is to plan to allocate specific sites and broad areas for growth for the whole of the plan period, but to manage the release of land taking account of site deliverability issues and also rates of windfall development during the first part of the plan period.

Greenfield Sites

7.1.53 Given the scenario outlined in the preceding sections, whereby identified previously developed (brownfield) sites are capable of accommodating only part of the overall housing and employment requirement in Penzance & Newlyn, it is necessary to identify additional areas of greenfield land to meet planned future growth.

7.1.54 Generally, it is anticipated that allocated greenfield sites for housing development would be released during the second half of the plan period. The phased release of allocated sites will also be dependent, to an extent, on the number of dwellings achieved through the development of other 'windfall' sites as explained in the preceding section.

7.1.55 Further to a preliminary survey, the following broad areas and specific sites have been identified as having potential to accommodate housing and employment growth:

- **St Clare fields adjacent to A30 – (Site P –3)**
- **Land at Lutherwearne Farm – (Site P – 4)**
- **Land at Roscadghill Road – (Site P – 5)**
- **Land south of Polmeere Road – (Site P – 8)**
- **Love Lane – (Site P – 14)**
- **Land west of Stable Hobba – (Site P – 15)**
- **Land north of Gurnick Estate – (Site P – 17)**
- **Land west of Forbes Lane – (Site P – 18)**
- **Land west of Gurnick Road – (Site P –19)**
- **Penlee Quarry (Site P – 21)**
- **Land north of The Coombe (Site P – 22)**
- **Land east of Posses Lane (Site P – 23)**
- **Land north of Jelbert Way (Site P – 24)**
- **Land at Chyandour Coombe (Site P – 32)**
- **Land north east of Leskinnick Terrace (P – 40)**

- **Land west of Gwavas Lane (Site P – 42)**
- **Land west of Posses Lane (Site P – 46)**

QUESTION 16:

Are the identified sites suitable for development, and what use/s would be most appropriate?

QUESTION 17:

What other sites, not identified above, would be suitable for development, and what use/s would be most appropriate?

Sub-division of Dwellings

7.1.56 Planning Policy Statement 3: Housing highlights the effective use of existing housing stock. It states that the conversions of existing housing can provide an important source of new housing. Local Planning Authorities should strive to achieve a mix of housing, and the sub-division of existing dwellings can contribute to a mixed community. The key characteristics of a mixed community are a variety of housing, particularly in terms of tenure and price and a mix of different households such as families with children, single person households and older people.

7.1.57 There are a considerable number of dwellings in Penzance that would potentially be suitable for sub-division. Penwith Planning records indicate a rise in the number of sub-divided dwelling since the 1960s, although early conversion often resulted in the creation of bedsits, many of these are now being converted into one and two bedroom self-contained flats. As noted the sub-division of a dwelling increases housing densities and is a more effective use of land, however recent planning applications for such developments highlight a negative public perception. Most objections are concerned with a change in the character of the area in terms of tenure and household size, increased parking problems, saturation of one-bedroom units and loss of family dwellings.

Opportunities & Options

7.1.58 The sub-division of the existing housing stock in Penzance could help to accommodate future growth. However it is often perceived that certain areas are saturated with bedsits and flats, with further investigation into the extent of the issue there is the possibility of the introduction of a policy restricting the number of sub-divided dwellings in particular areas. A policy could potentially help to maintain a mixed community with a variety of tenure and household sizes.

QUESTION 18:

Do you think that there should be a policy restricting the number of sub-divided properties in certain areas of Penzance?

QUESTION 19:

If so, which areas require such a policy?

7.2 ENABLING COMMUNITY WELLBEING

Affordable Housing

- 7.2.1 *Planning Policy Statement 3 (PPS3): Housing* explains that the Government is committed to providing high quality housing for people who are unable to access or afford market housing, for example, vulnerable people and key workers, as well as helping people to make the step from social-rented housing to home ownership. This is reinforced by *Delivering Affordable Housing*, published at the same time and to be read in conjunction with PPS3, which sets out the Government's belief that everyone should have the opportunity of a decent home, which they can afford, within a sustainable community. It explains that this means providing a wide range of choice of housing to meet the needs of the whole community in terms of tenures and price ranges, and that this should include affordable housing, both social rented and intermediate.
- 7.2.2 The Core Strategy of the Penwith Local Development Framework could outline a development strategy for Pezance & Newlyn which includes the provision of 1625 new homes during the plan period 2006 – 2026, of which half are required to be affordable. The aim is that this will be achieved through lower thresholds at which higher proportions (50%) of affordable housing are applicable as part of proposed housing and mixed-use developments in the town. This will be supplemented by the allocation of additional sites through the Penzance & Newlyn Area Action Plan, including potentially with higher proportions of affordable housing or for affordable housing only. The mix of affordable housing, i.e. social rented and intermediate (e.g. shared ownership and low cost to buy), will be dictated by information available from the Homeseekers Register together with the West Cornwall Housing Market Assessment (including Housing Requirements Study).
- 7.2.3 Based on information available from the Council's *Homeseekers Register*, the number of households seeking an affordable home in Penwith as of 9 January 2008 was 4001, of which 2740 had a 'local connection' to the District. The number of households seeking an affordable home in Penzance/Newlyn/Heamoor area specifically is 1494, of which 1213 had a local connection.

Opportunities & Options

- 7.2.4 Meeting the above requirement for affordable housing through the implementation of ambitious but realistic housing targets and thresholds, will require close working relationships with private developers and Registered Social Landlords (housing associations) and the effective negotiation and use of planning obligations (Section 106 agreements). In some circumstances, the Council may also be able to improve delivery through creative use of its own resources, including acquisition of suitable land for development.
- 7.2.5 Section 7.141 – 7.1.55 provides details about potential development opportunities in and around Penzance & Newlyn.
- 7.2.6 Whilst the general aim is that affordable housing requirement will be met through

the development of sites for a mix of open market and affordable housing, there may be circumstances, for instance where there is an insufficient supply of land or available sites are unable to deliver sufficient affordable housing to meet requirements, where it is necessary to boost housing delivery of affordable housing. This could be achieved through the allocation of some sites for development with increased proportions of affordable housing (up to 100%). In such circumstances it is likely that the Council would seek a mix of affordable housing, e.g. Social rented and intermediate (e.g. Shared ownership and low cost purchase), to help maintain a balanced community.

QUESTION 20:

Do you support the allocation of sites with increased proportions (up to 100%) of affordable housing in order to help meet requirement?

Community & Leisure Facilities

- 7.2.7 Penzance and the surrounding area including Newlyn, Heamoor and Long Rock has a range of facilities. These include primary and secondary schools, library, leisure centre, theatre, football, rugby and cricket grounds, amongst others. There are also a number of sports and leisure clubs based in Penzance, these including sailing, football, rugby and cricket. However, not all have their own facilities, and some those that are in need of new or improved facilities.
- 7.2.8 The Council has recently completed an *Open Spaces Audit* for the District. This records details of existing provision (including children and young people, outdoor sports, parks and gardens, churchyards and cemeteries, natural and semi-natural green spaces, amenity green space, indoor sports, allotments, open areas relating to settlements, coastal paths, beaches, and green corridors). Analysis and production of an Open Spaces Strategy for Penwith is now underway to help to ensure that the needs of local communities within the District, including Penzance & Newlyn are met.

Opportunities & Options

- 7.2.9 The Penzance & Newlyn Area Action Plan provides the opportunity to gauge local community opinion on the need for additional facilities, and the acceptability of potential schemes and locations, with the aim of ensuring their integration with the areas of new development.

QUESTION 21:

Do you have any ideas for projects, including locations if known, which could help to meet the needs of Penzance and Newlyn in terms of leisure facilities?

Young People

- 7.2.10 Recognising and meeting the needs of young people living in and around the Penzance area is identified as a key issue in the MCTI Penzance Futures document, and feeds into the Penzance & Newlyn Area Action Plan.

7.2.11 The Penzance MCTI Plan undertook a youth survey, which highlighted the issues young people in the Penzance area experience. The young people suggested improved and usable leisure facilities, community space to 'hang out', music venues, and improved career and educational opportunities.

Opportunities and Options

7.2.12 One of the aims of the Penzance & Newlyn Area Action Plan is to help enable delivery of required facilities, through identification and allocation of suitable sites, at the same time as planning for housing and employment growth.

QUESTION 22:

What matters relating to the needs of young people in Penzance & Newlyn need to be addressed?

Older People

7.2.13 Planning Policy Statement Note 3 (PPS3): Housing requires the Council, through the Local Development Framework, to plan for a mix of housing on the basis of the different types of households that are likely to require housing over the plan period. This includes having particular regard to current and future demographic trends and profiles as well as the accommodation requirements of specific groups, such as older people.

7.2.14 The recent Housing Green Paper *Homes for the Future* (July 2007) highlights that older people will make up 48% of all new growth in households by 2024 and a substantial majority of new households in many regions will be over 65. Consequently new housing and its surrounding infrastructure should reflect this demographic change. Houses need to be easily accessible and supported by the right infrastructure, so that people have access to health, housing, transport and care services.

7.2.15 To help ensure that housing growth responds to the needs of an ageing population, the Government has indicated that it will shortly be publishing a *National Strategy for Housing an Ageing Society*. In the meantime, a report by the Royal Town Planning Institute (RTPI), *Planning for an ageing population* (July 2004) demonstrates the scale, urgency and scope of the issues involved. In recognition that a step change in the delivery of high quality housing to meet the changing needs of the UK's ageing population is needed, the RTPI launched a Good Practice Note (No.8) on *Extra Care Housing – Development planning, control and management* (October 2007). This highlights that there will be at least 5 million more people over the age of 60 by 2026 (an increase of over 40% in the next twenty years), and that the proportion of over 85s will increase even more sharply. Consequently, the chance to maintain independent living, with different levels of care support, will strongly depend on the provision of the right sort of housing in the right places.

7.2.16 At a more local level, in 2005 the Institute of Public Care (IPC) was commissioned

by Cornwall County Council together with the District Councils and Primary Care Trusts to help develop a housing and related care strategy for older people in Cornwall over the period to 2028. This identified that approximately 5,000 extra care units would be required across the County by 2028 to meet the needs of the ageing population. In the Penwith District it is forecast that by 2028 the 65-84 age group will have increased by 50% from 11,800 to 17,800, and that the 85+ age group will have doubled from 1,900 to 3,800.

Opportunities and Options

7.2.17 The Preferred options document for the Core Strategy provides a commitment to formulating policies to ensure provision of housing to meet the needs of the whole community, including the ageing population, and to identify sites for Extra Care Housing in particular.

7.2.18 Section 7.1.41 to 7.1.55 provides details about potential development opportunities in and around the Penzance area. These sites could be suitable for Extra care Housing, particularly given their relatively high degree of integration with Penzance and Newlyn.

QUESTION 23:

Do you think that any of the sites identified in section 7.1.41 – 7.1.55 would be suitable for the provision of Extra Care Housing?

QUESTION 24:

What other sites, not identified, are suitable?

7.2.19 Section 7.2.7 to 7.2.9 highlights the need for facilities to serve the community as a whole. It is anticipated that the suggested opportunities and options will help address some of the concerns and requirements of older people in the Penzance area.

QUESTION 25:

What other matters relating to the needs of older people in Penzance & Newlyn need to be addressed?

Gypsies and Travellers

7.2.20 The Government's objective is that Gypsies and Travellers and the settled community should live together peacefully. Creating and sustaining strong communities is at the heart of the Government's policies on Gypsy and Traveller accommodation and will have benefits for the settled and Gypsy and Traveller communities alike.

7.2.21 *Circular 01/2006* underlines the Government's commitment, therefore, to ensuring that members of the Gypsy and Traveller community have the same rights and responsibilities as every other citizen, and aims to secure provision within a 3-5 year period of:

'...sustainable, respectful, and inclusive communities where Gypsies and Travellers have fair access to suitable accommodation, education, health and welfare provision; where there is mutual respect and consideration between all communities for the rights and responsibilities of each community and individual; and where there is respect between individuals and communities towards the environments in which they live and work.'

7.2.22 Whilst many Gypsies and Travellers live on authorised sites, overall there is an under-provision which has resulted in Gypsies and Travellers camping on land that they do not own or developing their own land without planning permission. The key to a reduction in unauthorised camping is to increase the supply of authorised sites.

7.2.23 The *Housing Act 2004* and *Circular 01/2006* has put in place a framework which means every local authority has to identify land for the sites that are needed in its area. To achieve this the Council is required to assess the need for Gypsy and Traveller accommodation in Penwith as part of its assessment of the housing requirements of the rest of population; to develop a strategy which addresses the need arising from the accommodation assessment; and to identify land for sites to meet that need.

7.2.24 The *Cornwall Gypsy and Traveller Accommodation Assessment* (GTAA), prepared on behalf of Cornwall County Council together with Penwith and the other District Councils and published in October 2006, identifies a need for 8 – 11 'permanent' residential sites across Cornwall during the period to 2011. The GTAA recommends that one residential site should be provided in Penwith to meet the specific identified need in Penwith for 13 permanent residential pitches. The report also identifies a need for a network of 8 dedicated 'transit' sites across Cornwall, and recommends that one should be located in Penwith. Based on travelling patterns and occurrences of unauthorised encampments, the GTAA suggests that this might be located near Penzance. As required, advice on pitch numbers for Cornwall by Local Planning Authority area, based on the findings and recommendations of the GTAA, was submitted to the SWRA for consideration as part of the partial review of the emerging RSS.

7.2.25 Policy GT1 of the Draft RSS relates to Gypsy and Traveller Pitch Requirements. It states that: *'Local authorities should identify realistically deliverable sites in their Development Plan Documents to provide for about 1,600 additional pitches for Gypsies and Travellers in the region, over the period 2006-2011, distinguishing between residential and transit pitches, to deliver the distribution of pitches contained in Table 4.3.'* In relation to Penwith, this includes a requirement, based on the GTAA, to provide 13 residential pitches and 5 transit pitches in the District.

7.2.26 Recent communications with Cornwall County Council's Gypsy and Traveller Liaison Officer and local Support Worker has provided additional evidence about the situation in Penwith. This confirms that there have been many small incursions and unauthorised encampments by predominantly New Travellers over the years across the District. Penwith is also visited by itinerant Gypsies, particularly in the Hayle area, who stay for short periods of on average two weeks on each occasion. Further west, particularly around Crowlas and Long Rock, there have been instances of Travellers looking for seasonal agricultural work. In May 2007 it was

estimated, based on observation, that Penwith had around 12 living vehicles in the Penzance - Marazion - Crowlas 'triangle'. However, based on previous experience, this figure could double during the months of December through to March, or beyond, when Travellers come to Penwith for early crop/flower picking.

7.2.27 When preparing the Local Development Framework, the Council must translate the assessment of the need for pitches for permanent and transit Gypsy and Traveller accommodation (from the GTAA and RSS), into sites and allocations and meet the test of conformity with the RSS. This can be achieved by including sites for Gypsies and Travellers in Development Plan Documents, such as one or more of the programmed Area Action Plans (for Penzance & Newlyn / Hayle / St Ives & Carbis Bay / Rural Area), in line with the requirement identified in the RSS. It is not acceptable just to specify planning criteria for sites; the Council must identify land. If it fails to identify sites through the Local Development Framework, and where there is evidence of need, the Secretary of State has the power to direct the Council to do so.

7.2.28 The Council recently completed consultation on an initial Issues & Options paper on the Core Strategy for the Penwith Local Development Framework. In terms of a locational strategy for the provision of new sites for Gypsies and Travellers, the results of the consultation indicate a preference for sites to be provided through a combination of sites on the edge of the main towns and dispersed sites in rural locations. Overall, this is in line with the thrust of Government policy which encourages the provision of sites in sustainable locations where there is convenient access to local services and facilities. Evidence from unauthorised encampment and migration patterns together with recent monitoring and observation, is also supportive of this locational strategy which will be developed further via the Preferred Options document for the Core Strategy.

Based on the available evidence there is a current need for:

- a permanent site in the Penzance area;
- a transit site for Travellers of Irish Heritage in the Long Rock area;
- a transit site for New Travellers in the Long Rock area;
- a transit site for Travellers of Irish Heritage in the Hayle area.

7.2.29 In the first instance the aim is to meet the requirements of the emerging RSS, i.e. 13 residential and 5 transit pitches during the period to 2011. However, to provide flexibility for the plan period to 2026, including providing greater choice in the short term and catering for unforeseen demand should it arise, it is proposed to identify and allocate additional sites as advocated in the Royal Town Planning Institute's Good Practice Note 4: *Planning for Gypsies and Travellers, Part C: Accommodation and Site Delivery* (2007).

7.2.30 In addition to undertaking to make provision to meet the accommodation requirements of the Gypsy and Traveller community in Penwith, the Preferred Options documents for the Core Strategy may propose a policy setting out criteria to guide the identification and allocation of suitable sites and for use in circumstances where there is an unexpected demand. The criteria will include consideration of the following issues:

- proximity of site to local facilities and services; including education, employment sites and healthcare;
- accessibility to local facilities and services by foot, cycle and public transport;
- cultural traditions and migration patterns of the Gypsy and Traveller community;
- relationship of site to highway network;
- safety of site access;
- adequacy of site infrastructure, including water supply and sewage disposal facilities;
- potential for site to be assimilated into its surroundings without significant adverse visual or environmental effect;
- appropriateness of scale of site in relation to nearby settlements;
- effect of site development on residential amenity/operation of adjoining land uses.

Opportunities & Options

7.2.31 Following site survey work carried out recently in conjunction with Cornwall County Council's Gypsy and Traveller Liaison Officer and Support Worker, a number of potential sites have been identified. In relation to the Penzance & Newlyn area, these are:

- **Land south of Mount Misery roundabout - (Site P -16)**
- **Land west of Newtown roundabout - (Site P - 27)**
- **Land west of Tredavoe Lane - (Site P – 43)**

QUESTION 26:

From the list of sites being considered for Gypsy and Traveller accommodation, which are suitable?

QUESTION 27:

What other sites, not identified, may be suitable?

Education, Healthcare and Emergency Services

7.2.32 Rather than simply considering land use issues, such as ensuring a supply of land for housing and employment, the role of the Penzance & Newlyn Area Action Plan is to also consider wider social, environmental and economic issues. The 1625 new homes will inevitably increase pressure on existing community infrastructure and probably generate the need for additional facilities. It is intended that through this paper, and involving relevant stakeholders, an assessment will be undertaken of the impact of proposed development on community infrastructure and service delivery, including, for example, school capacity, healthcare facilities, and emergency service provision. The aim is to identify deficiencies in provision, examine how these can be addressed, and consider potential locations for new facilities.

Opportunities and Options

7.2.33 Penwith College (**site P – 6**) has recently merged with Truro College, and intend to extend the current facilities in the Penwith. A planning application is expected in early 2008, which would involve the provision of new facilities at the Treneere Manor site, located north of the existing college site. The Penzance & Newlyn Area Action Plan can support educational infrastructure by safeguarding the existing college site and the Treneere Manor site, for educational development.

QUESTION 28:

Should the existing Penwith College site (**Site P – 6**) and the newly acquired Treneere Manor site be allocated for educational use?

7.2.34 Section 7.1 outlines the potential of a number of sites in and around Penzance and Newlyn to accommodate housing and employment growth. In addition, these sites present the opportunity to ensure the integration and/or expansion of existing community infrastructure and facilities.

7.2.35 In addition to meeting educational requirements, there is a perceived need to also cater for improved health care and emergency service provision in Penzance. The Penzance & Newlyn Area Action Plan provides the opportunity to work alongside the organisations and agencies involved in infrastructure and service provision to assess optimum locations and preferred sites for key infrastructure and service requirements.

QUESTION 29:

Given the planned level of growth at Penzance & Newlyn, what additional facilities not identified, are required?

7.3 STIMULATING THE LOCAL ECONOMY

Live / Work Space

- 7.3.1 Live/Work space is property that is specifically designed for dual use, combining both residential and employment elements. It has become popular as a result of the increased cost of acquiring or renting housing and business premises. By living and working in the same space it is possible to reduce expenditure on both work premises and house prices. A further benefit is the convenience of working from home and the alleviation of the need to travel to work, thereby saving time and money and contributing to a more environmentally sustainable way of life. Advancements in telecommunications technologies (internet and broadband) have made working away from the office environment more commonplace.
- 7.3.2 Examples from elsewhere in the country show that Live/Work has been successfully implemented for use by creative industries and IT related business, and that it is considered to be suitable for Class A2 (Professional and financial services) and the full range of Class B1 (Business) activities. However, owing to the need to maintain an appropriate level of residential amenity, including the living environment both within and around the Live/Work units, it is usually necessary for employment activities to be limited to those types of uses. Class B2 (Industry) and Class B8 (Storage and distribution) uses are usually considered inappropriate.
- 7.3.3 Suitable locations for Live/Work can vary according to the size and layout of the development proposed. Generally, it can be accommodated as part of mixed use development of brownfield sites, including near to town centres or transport interchanges, or as part of planned urban expansion, including development of greenfield sites. Experience elsewhere indicates that the most 'sustainable', long term format for Live/Work is where it is developed on a reasonably large scale and as part of a business 'cluster' with shared support services. However, the precise location of a Live/Work development, together with the actual scale and density of units, will need to be considered on its own merits on a site specific basis taking into account the benefits and constraints of a particular location.
- 7.3.4 The Preferred Options document for the Core Strategy will acknowledge the benefits of Live/Work accommodation and provides a commitment to formulating policies to promote its development in the towns and larger villages, including through the allocation of suitable sites in relevant Area Action Plans.

Opportunities and Options

- 7.3.5 Section 7.1 provides details of a number of site opportunities in Penzance & Newlyn which potentially could be suitable for development for a range of uses, including housing, business, commercial, and community uses. In terms of available options, there is scope for live/work space to be incorporated as part of the mixed use development of suitable sites, particularly those which are more closely related to the town centres, or for particular sites to be allocated exclusively for live/work development.

QUESTION 30:

Should Live/Work space be restricted to the development of brownfield sites within Penzance & Newlyn or enabled through a combination of brownfield and greenfield sites?

QUESTION 31:

Should Live/Work space be required as part of the mixed use development of sites, through the allocation of sites, or both?

QUESTION 32:

What sites are suitable for development for Live/Work space?

Town Centres and Shopping

7.3.6 Penzance provides a range of services with a number of national multiples represented, together with most building societies and main branches of large banks. The largest supermarkets in the District are located at Eastern Green, adjacent to retail warehouse developments on the fringe of Penzance. The town is an important administrative centre and a focus for recreation and entertainment provision. Truro is the dominant shopping centre in Cornwall. The strength of Truro as a trading centre is emphasised by the range of national multiple stores in the town centre. Penzance occupies an intermediate position in the shopping hierarchy of the County. It is however the dominant centre in the Penwith District.

7.3.7 *Planning Policy Guidance Note 6: Planning for Town Centres (PPS6)* advises that the Government's key objective for town centres is to promote their viability by:

- planning for the growth and development of existing centres; and
- promoting and enhancing existing centres, by focussing development in such centres and encouraging a wide range of services in a good environment, accessible to all.

7.3.8 Other objectives which need to be considered are:

- enhancing consumer choice by making provision for a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community, and particularly socially-excluded groups;
- supporting efficient, competitive and innovative retail, leisure, tourism and other sectors, with improving productivity; and
- improving accessibility, ensuring that existing or new development is, or will be, accessible and well-served by a choice of means of transport.

7.3.9 In consideration of these objectives, PPS6 requires the Council to adopt a positive and pro-active approach to planning for the future of the centres within Penwith. The key objective of national and regional policy to encourage and enhance the role and function of town centres is reflected by the Council's aspirations for the main towns in the District. The Council recognises that it has a role to play in encouraging appropriate town centre and retail development, and that it must provide an adequate framework to enable the maintenance and establishment of appropriate

town centre facilities in a way that meets the objectives of the Government's sustainable development agenda.

7.3.10 In line with Government guidance PPS6: Planning for Town Centres, it is proposed that the AAP will identify a Core Shopping Area and that the current prime shopping area boundary be re-evaluated. Also it is necessary to consider an appropriate threshold for the level of shop uses within the Prime Shopping area. Beyond maintaining a supply of shop (A1) uses in Penzance town centre to meet the shopping needs of the community, there is also a desire to attract people to the town from further afield and a key aspiration is for the town centre to contain a mix of convenience and comparison retailing. In the context of the Prime Shopping area the key existing supply of larger outlets in Penzance (excluding Eastern Green retail park) is located within this area (e.g. Peacocks, Boots, Poundstretcher) Protecting these for comparison shopping is important as the size of the outlet is often a key factor in whether comparison shopping is suitable in a given location.

7.3.11 Existing Shopping Areas in Penzance

- **Market Core** - This area encompasses the eastern parts of Alverton Street and connections with Market Jew Street and Queen Street. It is a busy historic commercial and market focus and the meeting and crossing point of the town's main streets. The area is made up of several linked strongly enclosed places with a diverse collection of substantial historic commercial and public buildings. The characterisation report indicates the need to maintain the historic fabric within this area, along with enhancing the permeability and public realm and the need to reassert the role of this area as the central hub for the town centre.
- **Market Jew Street** – Market Jew Street is a late mediaeval expansion from the market core which is now Penzance's main shopping area, close to the main car park and bus and railway stations. It has striking townscape qualities dominated by the façade of Market House at the head of this rising street. The characterisation report notes that despite the lively atmosphere and high quality of overall townscape, much of this street has been poorly rebuilt in the later 20th Century and can be under-used and empty outside normal shopping times. It also suffers from traffic congestion which has major effects on the movement of pedestrians on its narrow pavements. As a result, the characterisation report identifies the need to reinstate character and quality along Market Jew Street, plus increasing evening and Sunday activity and resolution to the current vehicle pedestrian conflict.
- **Chapel Street** – This area lies in the southern part of the defined town centre area and exhibits extraordinarily fine historic streetscape with an assemblage of historic buildings of very high distinction and charm. Chapel Street was formerly one of the main axes of the mediaeval town and now presents one of the quieter areas within the town centre underpinned by a range of predominantly quality uses (including specialist retailers and antique shops).
- **Causewayhead** – This is a lively pedestrianised shopping street with some of the best surviving historic shop fronts in Penzance. There is a diverse range of building styles and heights but the street overall offers a strong sense of enclosure. The characterisation report identifies the need to increase the use of ancillary buildings

and spaces within this area, enhance the public realm, improve access and productivity, plus maintain the historic fabric along Causewayhead.

- **The Back Streets** – Surrounding the Chapel Street and Market Jew Street areas, the characterisation report has identified a number of secondary street surrounding the historic core which are mostly narrow and strongly enclosed, with buildings reflecting mixed residential commercial and small industrial uses. Parts of these areas are under-used and in need of repair and the characterisation report identifies the need to improve pedestrian links and activity, promote appropriate conversion and development and increase the occupation of under-used buildings.

Penwith Retail Capacity Study

7.3.12 To assess the potential need for additional shopping provision in the District the Council commissioned consultants GVA Grimley to produce a retail study for Penwith. *The Penwith Retail Study*, published in December 2007, provides a comprehensive review of town centre and retailing trends and needs in the District together with recommendations for an appropriate strategy response. The study will be used to help shape a town centres and retail strategy for Penwith which will be expressed by the Local Development Framework through the Core Strategy and the various Area Action Plans. This Issues & Options paper sets out some of the key findings and recommendations.

Findings regarding Penzance

7.3.13 Penzance is maintaining its role as the dominant centre in Penwith, and is comfortably at the higher end of the second-tier of larger centres in Cornwall. Having the largest concentration of units within the District, and a good range of convenience, comparison, service and other commercial uses, it is able to attract large numbers of visitors from the local and wider area. Vacancy levels are low and have been falling over the past year. Supported by known operator requirements, this suggests that the town centre remains a popular location for businesses. Convenience retail provision within Penzance is dominated by out-of-centre provision which attracts the majority of main/bulk-food shopping trips. Conversely, town centre provision caters for top-up food shopping provision. Penzance is able to retain significant levels of comparison goods expenditure generated by local residents, and its market share is good for a town of its size. Almost all of convenience shopping trips generated by Penzance residents remain within the town, indicating that existing facilities are able to cater for current needs. They also exert an influence over other smaller settlements in Penwith and draw from other areas.

7.3.14 Here is the Penwith Retail Study proposed Retail Strategy:

- Penzance should pursue a constant market share approach for convenience & comparison shopping;
- Penzance to maintain & enhance its position in the retail hierarchy;
- avoiding negative impact at neighbouring centres i.e. Hayle;
- need for an additional 3,470 – 4,153 sq m net comparison floorspace by 2012,

- rising to 7,659 – 8,439 sq m net by 2016 and 13,831 – 14,739 sq m net by 2021;
- no surplus capacity for additional convenience floorspace until after 2012, with 171 - ,443 sq m net by 2021.

Opportunities & Options

7.3.15 Opportunities within the defined town centre are limited, however, further to preliminary assessment, the following sites provides an opportunity to provide additional retail and non-retail uses within Penzance:

- **Former Gas Holder Site (Site P – 44) (Refer to section 7.1)**

- The former gas holder and Cornwall Farmers site in Penzance town centre is one of the few current opportunities to provide additional retail floorspace (as part of a mixed use scheme). This site is located close to the prime shopping area and has the potential to provide an extended retail core adjacent to Market Jew Street. However, a key constraint to this site at present is the poor linkages, which will constrain the commercial attractiveness of this site to retailers (due to perceived lack of footfall) and linkages with existing retail areas. In this instance, the appropriate solution would be to expand the allocated site to include properties along Market Jew Street and propose the removal of some of these properties to enable a redevelopment scheme similar to the Wharfside Shopping Centre to come forwards.

- **Co-op Wherrytown (Site P - 45), Penzance**

- This site is an existing small scale retail use outside of Penzance town centre. The scope of the existing lawful use will set an important benchmark/fallback position for the future potential of this site, although any further retail floorspace in this location (including any proposals to completely redevelop the site for retail uses) will need to demonstrate that it cannot be provided within or on the edge of the town centre. There is an opportunity to improve the visual appearance of this site, which lies in a prominent position on the seafront in Wherrytown.

QUESTION 33:

Should the Co-op Wherrytown site be retained for retail use?

QUESTION 34:

If, no, what other use/s would be suitable?

- **Bread Street, Penzance**

- This is a key area for improvement in Penzance town centre and Bread Street offers the opportunity to create further retail and commercial units which could add to the overall offer of the town centre. This area would be likely to remain subservient to the adjacent Market Jew Street, particularly in terms of the need for servicing provision, but has the potential to provide an enhanced pedestrian route through the centre.

- **Chapel Street, Penzance**

- Chapel Street provides an important and well used route between the town centre and the harbour. This street plays an important role in encouraging a close relationship between the town centre and harbour. It is a mixed use area that includes public houses, restaurants, retail and residential units.

7.3.16 The Penwith Local Plan 2004 defines the Prime Shopping Area in Penzance, this broadly covers the lower half of Causewayhead, Market Place, the Wharfside Shopping Centre and the top part of Market Jew Street. The recent redevelopment opportunities sought in Bread Street and the diverse character of Chapel Street could have potential to be increase the Prime Shopping Area.

QUESTION 35:

Do you support an expansion of the Penzance Prime Shopping Area?

QUESTION 36:

Alongside Bread Street and Chapel Street, which other retail areas should be included in the Prime Shopping Areas?

Cultural and Entertainment Destination

7.3.17 The Government recognises the particular role of culture as a pivotal focus for community activity and a sense of shared community and local pride in its *Sustainable Communities :People, Places, Prosperity* programme. Culture is seen as central to having communities in which people want to live and work, both now and in the future. The role of culture as an economic driver is also recognised in the Penzance & Newlyn Area Action Plan. National guidance also suggests that local planning authorities should prepare planning policies to help manage the evening and night-time economy in appropriate centres. These should encourage a range of other complementary evening uses which appeal to a wide variety of age and social groups, ensuring that provision is made where appropriate for a range of leisure, cultural and tourism activities such as cinemas, theatres, restaurants, public houses, bars, nightclubs and cafés.

7.3.18 Penzance currently has a range of public houses, restaurants and cafés as well as a theatre and cinema. The Penzance Futures Plan, however identifies a need to make Penzance a more attractive and vibrant place for visitors and residents alike.

7.3.19 In terms of the overall level of expenditure on leisure activities across Penwith, over 60% is spent in restaurants, bars and cafés. These uses play an important part in the overall contribution to town centre health and attractiveness. The study indicates that there is a clear demand for additional space from a range of operators across the District and this demand will compete for shop premises with other town centre uses.

7.3.20 Penwith District Council acknowledges that the evening and night-time economy (e.g. Restaurants, bars, cafes, leisure activities) contributes to the vitality and viability of centres through sustaining liveliness in the area that extends beyond shopping hours. The Council also understands that activities associated with the

evening and night-time economy can have a negative impact, especially on residents of the surrounding area.

Opportunities and Options

7.3.21 Penzance town centre has a relatively limited evening economy i.e. Activity taking place in the town centre after 6pm. Evening activities tend to be dominated by drinking and this can reduce the appeal of the town centre to older people and families. There is an acknowledged need to broaden the appeal of Penzance during the evening and to improve the quality and range.

QUESTION 37:

What other facilities are required to help strengthen and diversify the role of Penzance & Newlyn as a cultural and entertainment destination?

QUESTION 38:

Are you supportive of a strategy or policy that would expand the existing night-time economy?

Tourism

7.3.22 Government advice in the *Good Practice Guide on Planning for Tourism* (2006) recognises that tourism is of crucial importance to the economic, social and environmental well being of the whole country. It seeks to ensure that planners and the tourism industry work together effectively to facilitate, promote and deliver new tourism developments in appropriate locations and a sustainable way.

7.3.23 *Towards 2015: Shaping Tomorrow's Tourism* (2005), published by South West Tourism (The Regional Tourist Board for the South West of England) and the South West of England Regional Development Agency, details the vision for tourism in the region combined with the key issues and priorities for action. The document identifies the tourism industry as one of the most important sectors for the economic future of the South West and highlights that while it already plays an important role in expenditure and employment terms, historically it is an under-performer when compared to other sectors. It explains that with analysts predicting that visitor numbers are set to grow, tourism has the potential to deliver significant economic benefits in the future if the right approach is adopted now. Future trends identified include potential for:

- up to 20% growth in domestic tourism spend, with almost all this growth in the desirable off-peak and off-season periods;
- up to 19% growth in overseas tourism spend of which a suggested 10% increase is achievable and sustainable for the region;
- a further 20% growth in spend by day visitors and those visiting friends and relatives;
- increased numbers of older travellers; - who will in general be healthier and have more money to spend;
- increased interest in holidays which promote good health and well-being;
- more holidays in the arts, culture and history play a prominent role;

- continued increase in use of the Internet for finding out about and booking holidays;
- more demand for destinations which preserve and promote their natural assets because of increasing concern for the environment;
- a continuing trend for shorter holidays because of increasing pressure in people's daily lives;
- combining holidays with hobbies and interests, as people seek expression of individuality;
- increasingly discerning customers who expect and demand quality and value;
- increasing numbers of visitors looking for authentic experiences which provide a flavour of regional culture, traditions and history; and
- increased competition from new international entrants to tourism.

7.3.24 The Preferred Options document for the Core Strategy of the Penwith Local Development Framework will recognise the importance of tourism to Penwith's economy and the District's contribution to Cornwall and the UK. Sustainable tourism proposals are promoted and encouraged, whereby the needs of the visitor, the tourism industry and the community are met within environmental limits. Although the tourist season has been extended in recent years, numbers are greatest in the summer months. More people appear to be staying for shorter breaks and this has the potential to lengthen the season and reduce the seasonal nature of employment. However, the increased population during the peak holiday season places a strain on local resources and services and can bring pressure for development which has implications for the District's fragile environment. The Council is committed to effectively managing tourism related development, ensuring that the countryside and environment is protected, whilst maximising revenue generation. The Core Strategy will therefore advocate maintenance of existing tourism levels through increased standards and accessibility, rather than an expansion of capacity, although visitor growth is sought for the off peak season. To achieve this tourism policies will direct future development to the most sustainable locations, using good design and construction techniques, including energy efficiency, whilst protecting the natural environment which is the main tourism draw.

7.3.25 Available evidence indicates that there has been a gradual decline in visitor numbers to the area over recent years, with Penwith's occupancy levels currently ranging from 35% in the winter to 85% in the summer. It is apparent that the higher end of the market is buoyant, but there is an over supply in the self-catering sector. Evidence for the UK indicates that the hotel industry has steadily recovered over the last few years following a difficult trading period. Whilst the budget hotel sector has grown strongly, there has also been expansion in the 3* and 4*, small boutique, and town house hotel chains.

7.3.26 Given the apparent surplus of accommodation, it is not proposed to take a totally protectionist stance towards tourist accommodation. Rather, the encouragement of proposals for higher level serviced accommodation in the towns and the discouragement of new development in the self-catering sector where there is an over-supply is advocated. It is also proposed to encourage the development of attractions which increase the visitor draw to the area, particularly where they are related to the interpretation of the Cornish Mining World Heritage Site or other

elements of the District's cultural heritage.

7.3.27 Penzance is a popular tourist destination. The Value of Tourism 2003 Report by South West Tourism highlighted the following:

- 5,030,000 staying visitor trips to Cornwall per year, 790,000 staying trips are to Penwith (15.7%);
- Visitor spend £1,184,689,000 spent in Cornwall per year, £191,912,000 is spent in Penwith (16.2%);
- Number of day visits is slightly lower than the number of staying visits 1,096,000 day visits per year, which is 13.6% of the total day trips to Cornwall each year 8,085,000;
- 27% of employment within Penwith is supported by tourism.

Opportunities & Options

7.3.28 It is proposed that the Penzance & Newlyn Area Action Plan should seek to encourage and facilitate sustainable development proposals to improve the quality in the Penzance area, and help deliver a higher quality visitor experience, including new attractions based on the interpretation of the heritage and culture of the area.

7.3.29 Although no current planning application has been submitted for Penlee quarry, there have been several public meetings organised by the owners, Marine Developments Limited to explore development opportunities. The owners would like to develop the quarry into a marina that would have 24 hour tidal access. A marina could provide approximately 195 berths, and in addition there could be other leisure and commercial opportunities such as hotel accommodation. The site could also provide a significant number of dwellings.

QUESTION 39:

Do you support the redevelopment of Penlee Quarry (**Site P – 21**) for a continuation of housing development and leisure facilities, which could include the creation of a marina?

7.3.30 Penzance MCTI plan '*Penzance Futures*' discusses an idea initiated by the Penzance Harbour Users Association. The group believe that Penzance harbour should be central to the regeneration of Penzance and the surrounding area (**Site P – 47**). The suggestion is that the harbour area should be re-developed and increased in size in order to provide new and extended facilities, it would involve filling in the area of water north east of the existing harbour, berths and new breakwater that would protect the inner harbour. The reclaimed land would provide an area for marine based businesses and other commercial opportunities.

QUESTION 40:

Do you think that Penzance harbour should be extended and redeveloped?

Conference Centre

- 7.3.31 Cornwall has an established reputation as one of the UK's prime tourist destinations. Its core tourism activity has led to the development of a large number of tourism businesses, including hotels. The conference market, however, appears to have lagged behind the leisure breaks market.
- 7.3.32 To determine the current and future level of demand for conference facilities within Cornwall (highlighting the scale, location and offer required of any additional facilities found to be required) the *Cornwall Conferences Facilities Demand Study* (2007) was commissioned by Camborne, Pool & Redruth Regeneration.
- 7.3.33 The study identified a total of 199 conference or meeting venues in the County, although many of these were found not to provide the quality of facility needed to trade successfully in the modern, sophisticated conference market. 28 venues were identified as offering a higher standard of facility, with less than 10 being regarded as significant players in the conference market. Whilst supply was found to be spread across the County, the main clusters were in existing tourist areas and within hotels.
- 7.3.34 In terms of value, the study records that recent industry surveys have highlighted a decline compared to the previous year, appearing to confirm a trend in the growth of non-residential business over residential events. Key factors influencing the choice of conference organisers, in order of priority, are: location, price, access & transport links, quality of service and availability. The study also records that venues in Cornwall under-perform the national market due to an over dependence on the public sector resulting from a lack of both corporate and association activity. In addition Cornwall has a low population base and many small employers resulting in only limited demand for conference facilities. As a result of low levels of demand for conferences from both within and outside the area, the level of activity is low and few quality venues have been developed to date, further dissuading external organisations from using facilities in Cornwall.
- 7.3.35 Despite the identified trends, the study reports that activity is picking up, with several hotels investigating the development of new conference facilities. Newquay Airport is recognised as a driver of demand for the West Cornwall area, with its continued development increasing future prospects for the conference industry. However, the study suggests that this support is likely to benefit hotels rather than standalone non-residential conference centres as accommodation is likely to be a key requirement due to travel times to access the area.
- 7.3.36 Although the study indicates that the overall economy of the area is forecast to grow by between 2.8% and 3.2% over the next ten years, it concludes that the conference market is currently so small that a comparable rate of growth will do little to support any new venues. However, as the market appears to have been constrained by operator policies and the lack of quality facilities, the study suggests that development of new facilities should enable venues to grow the market at a much higher rate.
- 7.3.37 The conference industry is highly sophisticated with many strong operators. None

of these operators, including specialist conference centres and international and national hotel groups currently trade in Cornwall. The marketing activity undertaken by such operators would help to put the County's conference facilities on the map. As they are not present, the task will fall to mainly independent operators with only limited resources, whilst the task of promoting conferences in Cornwall is also likely to be made harder by the decline in the total number of residential conferences held in the UK. To address these issues a partnership between the private and public sector, known as Corporate Cornwall, was recently formed with the objective of supporting the development of business tourism, including conferences. Given the weakness of the County's conference performance in the past, and the hurdles it faces in the future, the study recommends that the focus should be on promoting the improving accessibility of Cornwall as a conference destination as well as the quality of the product it provides.

7.3.38 In relation to demand for large conference centres, the study reports that nationally there is only one purpose built conference centre seating in excess of 400 delegates that is viable. All the other centres either require revenue funding or trade in other markets to subsidise conference activity. In addition, successful conference facilities are highly dependent upon the support of other facilities in the local area, including, in particular, hotels for the accommodation of delegates overnight. The study highlights that only a few Cornish coastal areas, such as Newquay and perhaps Falmouth, can offer the level of stock required to support a large venue, indicating that at present such a development would not be viable unless it included its own accommodation.

Opportunities and Options

7.3.39 In terms of meeting demand in Cornwall, the study considers that the proposed expansion of the Headland Hotel and the development of at least one hotel at Newquay Airport will satisfy demand for conference facilities in the Newquay area for the foreseeable future. On-going improvements in existing hotels as they note the growth of conference demand will probably be sufficient to mop up additional demand in other coastal areas, leaving the central spine of the county as the one area ripe for further development. Regarding suitable locations, Bodmin and West Cornwall, probably in the Camborne-Pool-Redruth area, are highlighted. In each instance a facility seating a maximum of 150 delegates (preferably divisible for smaller events and supported by a minimum of two break out rooms and a separate catering area) is considered to be ample to meet current and future likely levels of demand.

7.3.40 In light of the study findings and recommendations, the location of a major conference centre facility within Penwith would appear not to be required or viable. However, the community strategic plan for Penzance, *Penzance Futures* (2007), includes an objective to provide a 'Business and Conference Centre' for Penzance, the focus appearing to be on support for local businesses. From a strategy perspective it is necessary to examine whether this facility might also benefit the wider District, including other towns such as Hayle; or whether there is a demand for a separate facility in other towns which would not be met by other projects.

7.3.41 As noted in section 7.2.32 Penwith College (**Site P – 6**) are hoping to expand, and

one potential feature could be conference facilities.

QUESTION 41: Is there a need to provide a business / conference centre in Penzance?

QUESTION 42: Could this need be met by other potential projects (e.g. College expansion), or is a separate facility required?

7.4 PROTECTING THE ENVIRONMENT

Townscape & Urban Design

7.4.1 Penzance has a rich heritage and much of the town is designated as a Conservation Area. There are numerous scheduled Ancient Monuments located across the town and a wide range of Listed Buildings. We need to make sure that any future growth in the town centre, doesn't compromise or jeopardise the town's historic fabric. Care will be needed to ensure that new development protects and wherever possible, enhances the character of the town's Conservation Areas and Listed Buildings.

7.4.2 Urban design, the art of making places for people, is inseparable from good planning. Good design is the key to creating sustainable communities. 'By Design, Urban Design in the Planning System' (CABE, 2001) provides practical advice to help implement the Government's commitment to produce attractive, high quality, sustainable places in which people will want to live, work and relax. The document sets out the following objectives which will be used to underpin the preparation of design principles for Penzance & Newlyn.

- *Character – A Place with its own identity.* To promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, landscape and culture.
- *Continuity and enclosure – A place where public and private spaces are clearly distinguished.* To promote the continuity of street frontages and the enclosure of space by development which clearly defines private and public areas.
- *Quality of the public realm – A place with attractive and successful outdoor area.* To promote public spaces and routes that are attractive, safe, uncluttered and work effectively for all in society, including disabled and elderly people.
- *Ease of movement – A place that is easy to get to and move through.* To promote accessibility and local permeability by making places that connect with each other and are easy to move through, putting people before traffic and integrating land uses and transport.
- *Legibility – A place that has a clear image and is easy to understand.* To promote legibility through development that provides recognisable routes, intersections and landmarks to help people find their way around.
- *Adaptability – A place that can change easily.* To promote adaptability through development that can respond to changing social, technological and economic conditions.
- *Diversity – A place with variety and choice.* To promote diversity and choice through a mix of compatible development and uses that work together to create viable places that respond to local needs.

7.4.3 The Cornwall & Scilly Urban Survey is an initiative aimed at harnessing the quality and distinctive character of the historic environment to enable successful and sustainable regeneration. The survey investigated 19 historic towns and created for each an information base and character assessment which will contribute positively to regeneration. The project was based within Cornwall County Council's Historic Environment Service and funded by English Heritage, Objective One and the South West Regional Development Agency.

7.4.4 The report, 'Historic characterization for regeneration – Penzance', published in September 2003 as part of the Cornwall & Scilly Urban Survey (CSUS), identifies nine distinct character areas within the historic urban core. These character areas are differentiated from each other by their varied historic origins, functions and resultant urban topography, by the processes of change which have affected each subsequently, and the extent to which these elements and processes are evident in the current townscape. The four nine character areas, including a statement of significance and recommendations/opportunities taken from the CSUS report, are:

1. The town centre

The town centre divides naturally into a number of component part:

- 1a. The market core
- 1b. Market Jew Street
- 1c. Chapel Street
- 1d. Causewayhead
- 1e. The back streets

1a. Market Core (Alverton Street, GreenMarket, Queens Square, Princes Street, junction of Bread Street and Causewayhead, Market Place)

The busy historic commercial and market focus and the meeting and crossing point of the town's main streets. The area consists of several linked strongly enclosed spaces with a diverse collection of substantial historic commercial and public buildings.

Opportunities:

- reassert role as urban hub;
- enhance permeability and the public realm;
- maintain historic fabric.

2a. Market Jew Street

A late medieval expansion from the market core, this is now Penzance's main shopping street, close to the main car park and bus and railway stations. It has striking townscape qualities dominated by the porticoed facade of the Market House at the head of the rising street.

Opportunities:

- reinstate character and quality;

- increase evening and Sunday activity;
- resolve vehicle – pedestrian conflict.

3a. Chapel Street

An extraordinarily fine historic streetscape, with an assemblage of historic buildings of very high distinction and charm. Formerly one of the main axes of the medieval town, it now presents an air of quiet gentility, underpinned by a range of predominantly 'quality' uses.

Opportunities:

- review promotion and visitor access;
- maintain quality uses.

1d. Causewayhead

A lively pedestrianised shopping street with some of the best surviving styles and heights, but the street overall offers a strong sense of enclosure.

Opportunities:

- maintain the historic fabric;
- increase use of ancillary buildings and space;
- enhance the public realm;
- improve access and connectivity.

1e. The back streets

Secondary streets around the historic core, mostly narrow and strongly enclosed, with buildings reflecting mixed residential, commercial and small industrial origins and current uses.

Opportunities:

- improve pedestrian links and activity;
- promote appropriate development/conversion;
- increase occupation of underused buildings.

2a. Transport interchange

A busy, diverse area, dominated by large structures, traffic movement, street furniture and signage, and functional hard landscaped spaces of the railway, bus station and car park.

Opportunities:

- reduce vehicle – pedestrian conflict;
- improve pedestrian access and connectivity with Market Jew Street;
- enhance the public realm and review signage;
- review opportunities for harbour car park.

2b. Tidal Harbour

The large expanses of tidal water in the outer harbour and inner basin give this area an open, expansive character, framed on the landward side by historic buildings mounting the coastal slope.

2c. Working Harbour

A busy, strongly enclosed area, dominated by large buildings and engineered structures and a mix of industrial, commercial, maritime and tourist and leisure uses.

Opportunities:

- view the harbour in a wider context;
- seek opportunities from the historic environment;
- enhance public access and facilities.

3. The Barbican

The earliest focus of activity in Penzance. Although subject to major changes in the 20th Century, important traces of its former tight-grained and small-scale industrial and residential character survive.

Opportunities:

- recognise the area's significance;
- create an integrated 'masterplan' for the area;
- reinstate character and quality.

4. The Promenade

This area is unified by the broad, elegant, linear engineering of the Promenade itself, with a range of leisure, tourism and residential uses fringing its landward side. It offers striking views across the Bay and into the town.

Opportunities:

- seek enhancements in the short term.

5. Wherry Town

Historically an industrial area, Wherrytown retains a predominately commercial and edge-of-settlement character despite the loss of most of its historic topography and fabric.

Opportunities:

- review designated uses.

6. Chyandour

Formerly a self-contained industrial area and settlement created by the Bolitho

family along a stream valley on the eastern fringe of Penzance. Despite demolition of much of the industrial historic fabric, and the presence of main roads and the railway line, it retains a distinct sense of its former industrial and 'estate village' character.

Opportunities:

- enhance as a gateway;
- ensure quality in redevelopment;
- improve links;
- sustain the green element.

7. Lescudjack and the Battlefields

An extensive zone of 19th century housing, predominantly terraces and rows, with accompanying institutional buildings, set tightly on a grid of streets laid across sloping terrain north of the core of Penzance.

Opportunities:

- promote beneficial reuse for historic buildings;
- enhance the primary through route;
- restore links with the centre;
- enhance the 'gateway' area;
- reinstate character and quality on the Chyandour Cliff;
- maintain community facilities.

8. Alverton & Morrab

A large and diverse suburban area, predominantly of genteel villas and terraces, with a significant presence of professional, recreational and institutional uses. Trees and green spaces are an important element in its character.

Opportunities:

- ensure long-term sustainability of the 'green' element;
- review promotion and visitor access;
- ensure quality and character in development.

9. St Clare's and Penalverne

A green, low-density suburban area with a concentration of large-scale public and institutional uses, including hospital, cemetery, schools and cricket ground. It forms a gateway for traffic approaching Penzance from north.

Opportunities:

- sustain and enhance the green element;
- improve and develop pedestrian access.

7.4.5 The report, 'Historic characterization for regeneration – Newlyn', published by the Historic Environment Service of Cornwall County Council in October 2003 as part of

the Cornwall & Scilly Urban Survey (CSUS), identifies eight distinct character areas within the historic urban core.

1. Tolcarne

This area forms a gateway to Newlyn. It provides an important link between Newlyn and Penzance and houses the Newlyn Art Gallery, an important visitor attraction. The grid of terraces is an impressive townscape element.

Opportunities:

- enhance a key gateway.

2. The Coombe – riverside and commercial core

This is the most urban part of the settlement and follows the river along Newlyn Coombe towards the harbour. The buildings are largely high status and there is a high level of activity.

Opportunities:

- reinforce primacy in the urban hierarchy;
- improve the pedestrian experience;
- review future use of Duke Street/Jack Lane car park.

3. Street an Nowan

A picturesque and highly distinctive area around an early focus of settlement along the shore and a main route from the south. There is good survival of historic buildings around a network of highly enclosed lanes and alleys. The area is also the focus for several large institutional and industrial buildings.

Opportunities:

- enhance and maintain the public realm;
- apply conservation area management;
- develop interpretation and signing.

4. Commercial Harbour

The economic and visual focus of Newlyn. Buildings on the quaysides are functional with few aesthetic qualities whilst activity in and around the harbour provides movement and interest. Vehicle access is limited and causes problems in adjacent character areas.

Opportunities:

- recognise the wide potential of the harbour;
- improve the public realm;
- review parking provision.

5. Chywoone Hill – villas and terraces

Ranks of raised late 19th century terraces are predominant in the area. Built to see and be seen, these structures dominate views into the settlement and provide equally spectacular views out over the harbour and Mount's Bay. The long steep slope of Chywoone Hill provides access to outlying areas and links into other character areas.

Opportunities:

- maintain and enhance character.

6. Newlyn Town

An exceptional area of townscape comprising narrow, sinuous and steeply sloping streets, linked across the slope by pedestrian ways known as 'garns'. There is a flavour of the Newlyn painted by the late 19th and early 20th century artists.

Opportunities:

- maintain the quality of the built environment;
- enhance green components of streetscapes and vistas;
- develop interpretation;
- reinstate local amenities.

7. Medieval fishing settlements

The site of the earliest phase of settlement in Newlyn, around an early landing place and the medieval quay. The buildings along Fore Street probably follow the plan form of the medieval development. Many have been adapted to incorporate oriel or dormer windows in order to maximise the spectacular views over the harbour and Mount's Bay.

Opportunities:

- produce a conservation plan for the old quay;
- improve pedestrian experience;
- improve the public realm;
- develop interpretation provision.

8. Newlyn Town Expansion

Formerly a tight grid of housing similar to that in the Orchard area, 20th century 'slum clearance' has left gap sites and made major alterations to plan form. The settlement has spread south towards Penlee quarry and incorporates some historic buildings of a more rural style and some late 19th and 20th century detached residences.

Opportunities:

- improve the public realm;
- develop interpretation provision.

Opportunities and Options

- 7.4.6 A high quality local environment with well designed buildings and spaces is essential for the well-being of residents and visitors to Penzance and Newlyn. Proposals for development will lead to pressure to change the built environment, but also provide opportunities to improve it. It is therefore important that the Penzance and Newlyn Area Action Plan provides a strong framework for the location, siting and design of future development in Penzance and Newlyn. Whilst existing designations provides a measure of protection, a strategy and policies could be framed to help secure the retention, protection and enhancement of particular areas and buildings. For instance, guidelines could be included to ensure designs of an appropriate form and appearance where key development sites are proposed. In addition, there may be other areas which are valued, but which are not currently recognised or specifically designated, for which protection is required and could be provided.

QUESTION 43:

What areas or particular buildings in Penance & Newlyn should be identified for protection / enhancement?

- 7.4.7 Local Authorities are required under existing legislation to keep the designation of Conservation Areas under review and consider whether further areas should be designated. In the Penzance and Newlyn Conservation Areas, the degree of planning control is strengthened by Article 4 Directions so that planning approval is required for various minor developments, and for all changes that materially affect the external appearance of buildings, which would otherwise be permitted under the General Development Order. The purpose of an Article 4 Direction is not to prevent change but to ensure a consistently high architectural design of work.

QUESTION 44:

Should the Conservation Areas of Penzance and/or Newlyn be extended? If, so, which areas should be included?

Open Areas

- 7.4.8 One of the features of the current Penwith Local Plan is the protection afforded to specific areas which are identified as being important in terms of their close relationship with certain towns and villages. Termed 'Open Areas Related to Settlements', these areas may be within a settlement and make a valuable contribution to the wider environmental value of their locality by providing an open aspect and offering some tranquillity in otherwise built surroundings. Such open spaces may be historically significant, and in some cases provide valuable habitats for wildlife. The value of such areas is not dependent on public access but stems from their contribution, in visual and environmental terms, to the overall scene. In addition to areas within settlements there are those on the edge of towns and villages which because of their inter-relationship with the built up areas make an important contribution to their form, environmental quality or character. These areas provide important gaps between settlements or 'green fingers' which extend into the

built up area. Such areas are frequently under pressure from development and their loss or erosion would have an adverse impact on the local environment or, in some cases, lead to individual settlements coalescing and losing their separate identities. The basis for the designation of the existing open areas is that there is a strong relationship between the area and the form, character and environmental quality of the settlement. Policy TV-2 of the Local Plan precludes proposals for development which would result in the loss of, or have an adverse effect on, the local environmental value of designated open areas.

7.4.9 In terms of Penzance & Newlyn and surrounding areas, there are thirteen existing designated Open Areas, shown on the **Map** accompanying this paper. These include (with descriptions extracted from the Penwith Local Plan):

- **Mount Misery & Newlyn Coombe**

This open area forms a significant break separating the urban edge of Penzance and the estate development to the west of the Coombe in Newlyn, and provides a green wedge which extends right into the centre of Newlyn. In addition the higher area of Mount Misery is a prominent landmark in the local scene.

- **Nancealverne – Castle Horneck**

This open area maintains the break between the north-western boundary of Penzance and the more recent residential development on the edge of Heamoor, important in retaining the separate identities of the town and village.

- **Heamoor Playing Field & adjoining Allotments**

This is a significant open space within the built up area providing interest and amenity.

- **Former J. & I. School playing field, Heamoor**

This is a small but important open space within a high density residential area in terms of amenity and interest within the built surroundings.

- **Lescudjack Hill – Trythogga, Gulval – Trannack**

This predominately agricultural landscape provides a strong contrast between the urban edge of Penzance and the countryside and effectively retains the break in development between the town and Gulval, safeguarding their separate identities. To the north of the Distributor road the land rises steeply providing a prominent local landmark, from a wide area especially the eastern approach to the town. To the south of the Distributor road is Chyandour Coombe which forms part of the green wedge which separates Penzance from built development to the east. Lescudjack hill rises steeply above the Coombe and provides an important local landmark from both within the town and beyond.

- **Princess May Recreation Ground, Penzance**

This is a much valued public open space which not only has a complementary recreational role but provides an important urban green space within a relatively high density residential environment.

- **Alma Terrace**

This urban green space lies within a relatively high density residential area. Although consisting of private gardens the area provides a welcome aspect of interest in otherwise built surroundings enhancing the character of the locality and setting off the attractiveness of the terrace to good effect. The terrace itself is a predominant local feature within the townscape.

- **North Parade, Penzance**

This predominantly green urban space, consisting of private gardens and private parking, provides an area of relative tranquillity close to the busy town centre. In addition, it sets off the attractive terrace of houses to very good effect, the whole of which can be appreciated from the surrounding area. It therefore makes a significant contribution to the character and environmental quality of the townscape.

- **Regent Terrace, Penzance**

This urban green space, consisting of private gardens and private parking, provides an open aspect framing the attractive terrace which is a prominent local feature in the townscape.

- **Leskinnick Terrace, Penzance (Site P - 39)**

This urban green space, consisting of private gardens, provides an important open break within a high density residential area. The area adds considerable interest and character to the otherwise built surroundings.

- **Love Lane, Penzance (Site P – 14)**

This area forms an extensive green finger separating residential areas and mainly consists of formal and informal recreational areas which complement its role as an urban green space. It makes a significant contribution to the character and environmental quality of the townscape and provides a link between the open countryside of the Nancealverne – Castle Horneck area into the town.

- **Ponsandane Field, Penzance (Site P - 31)**

This attractive open area at the eastern entrance of the town provides a significant green space between commercial and residential development and contributes to

the break between the built up area of Penzance and Gulval. This designation also links the Lescudjack Hill – Trythogga – Trannack open area through to Eastern Green.

- **North & East of Long Rock**

Much of the village of Long Rock lies within an area bounded by the Long Rock Bypass and the former A30. Within these confines the village has seen significant industrial and commercial development on its western edge. Development pressures have also arisen to the east of the village which, together with the narrow neck of land north of Darlington Road, provides the only green area left in the village and makes an important contribution to the area's amenity in an otherwise urbanised environment.

Opportunities and Options

7.4.10 Through the Penzance & Newlyn Area Action Plan it is intended that the environmental value and function of the existing open areas will be reviewed. Some of the areas present potential opportunities for development for housing, employment or community facility uses. The possible release of the land for these purposes, or mixed use development, is discussed in section 7.1 of this paper. Alternatively, the value and function of the open areas might continue to be recognised, and policies incorporated to ensure that the existing level of protection is maintained. The views of the local community will be a key part of the assessment.

QUESTION 45:

Which existing designated open areas should continue to be protected for their environmental value, and which could be released for possible development?

QUESTION 46:

What other open areas, not currently designated, should be recognised for their environmental value and be protected from development?

7.5 ENSURING CONNECTIVITY

7.5.1 Improved transport linkages will be essential to support proposed housing and employment growth and other development in Penzance & Newlyn, ensuring proper access to jobs and facilities and services within and outside the town. However, travel, particularly by car, can have significant implications for the sustainability of development and environmental quality. An appropriate balance needs to be achieved to ensure a transport network which supports regeneration whilst sustaining a pleasant and healthy environment through the easing of congestion and a reduction in associated pollution.

7.5.2 In July 2004 the Government published its White Paper, *The Future of Transport – a network for 2030* aimed at managing the growing demand for transport. This included a long term framework across all modes of transport and sets out the following key objectives:

- the **road** network providing a more reliable and freer flowing service for both personal travel and freight, with people able to make informed choices about how and when they travel;
- the **rail** network providing a fast, reliable and efficient service, particularly for interurban journeys and commuting into large urban areas;
- **bus** services that are reliable, flexible, convenient and tailored to local needs;
- making **walking** and **cycling** a real alternative for local trips;
- **ports** and **airports** providing international and domestic links.

7.5.3 If the planned growth for the Penzance area is realised, the town will have more people travelling towards it. However, there is a limit to how much additional car traffic the road network can accommodate.

7.5.4 Key challenges include:

- to apply the principles of non-car oriented land use planning;
- to support increased use and maximise the potential of public transport;
- to reduce congestion in and around the town through the increased use of public transport;
- to make it easier for pedestrians and cyclists to access the Penzance area, through the improvement and expansion of the walking and cycling network.

7.5.5 The following sections look at these issues in more detail.

Highway Network

7.5.6 Department for Transport *Circular 02/2007: Planning and the Strategic Road Network* (2007) advises that the efficient movement of people and goods on the strategic road network has a key part to play in supporting the economy, and that spatial planning has a key role to play in delivering policies for planning, growth areas, regeneration, integrated transport and sustainability.

7.5.7 The successful delivery of growth and regeneration objectives in any development

plan, e.g. Penzance & Newlyn Area Action Plan, relies on the provision of infrastructure to ensure the foundations for successful developments. This needs to be planned on the basis of informed knowledge of what is likely to be practicable and affordable. This means that infrastructure providers, including the Highways Agency, need to be involved in developing the plans that the infrastructure will support.

7.5.8 It is Government transport policy, wherever possible, to look for alternatives to building new roads, by reducing the impact of road users on each other and the environment, improving road performance through better network management and making smarter journey choices easier. In general terms, Government policy is no longer to attempt to cater for unrestrained road traffic. Rather, it is expected that development proposals will include ways to reduce the traffic impact of the development, e.g. Green Travel Plans.

7.5.9 There is a general presumption that there will be no capacity enhancements or new accesses on motorways and other routes of strategic national importance purely to accommodate new developments. A graduated and less restrictive approach to access on the remainder of the strategic network, such as the A30, will be adopted by the Highways Agency, but there will still be a presumption in favour of using existing accesses and junctions. Any additional junctions, increased junction capacity or new roads, should be identified in a Local Development Document, e.g. the Penzance & Newlyn Area Action Plan, and will be considered within the context of the Agency's forward programme of works.

Opportunities & Options

7.5.10 The Council in association with Cornwall County Council have commissioned a traffic study for the Mounts Bay area. The study extends from Long Rock to Mousehole and will suggest a number of recommendations that may help to reduce traffic congestion in the Penzance area. As mentioned the traffic survey will not cover the entire Penzance road network, therefore there may be other issues that you may like the Penzance & Newlyn Area Action Plan to address.

QUESTION 47: What parts of the local highway network in Penzance and Newlyn are in need of improvement?

Public Transport

7.5.11 Where it is too far to walk or cycle, the most sustainable alternative to the car is public transport. The provision of public transport has a major role to play in developing a sustainable transport infrastructure and enhancing the attractiveness of Penzance and Newlyn as places to live, work and shop. The Local Transport Plan, and any further review will be the main mechanism to achieve improvements to public transport to, from and within the two settlements. Nevertheless, consultation on transport issues as part of the preparation of the Penzance & Newlyn Area Action Plan can contribute to the production of these documents and future transport choices.

7.5.12 In terms of buses, the station is located adjacent to the harbourside car park and

provides services to Lands Ends, St Ives, Hayle, Helston, Camborne, Redruth and Truro.

7.5.13 Penzance railway station is located next to the bus station, with connections to Plymouth, Bristol, Exeter and London. The station is manned with ticketing machines and ticket office.

QUESTION 48: What improvements to the public transport infrastructure of Penzance & Newlyn should be improved?

Park and Ride

7.5.14 The geography of Penwith together with deficiencies in the highway network serving the main towns contribute to congestion in the District, particularly during the summer period. The *Penwith Parking Solutions Feasibility Study* (2005), commissioned by Penwith District Council and Cornwall County Council, assessed a number of potential park and ride sites in Penwith and concluded that St Erth was the optimum location to develop a scheme to help meet the economic, environmental and accessibility objectives for the towns of Penzance, St Ives and Hayle. Provision of a strategic park and ride scheme at St Erth is included in the *Cornwall Local Transport Plan 2006-2011* (LTP2) as an integral element of the delivery programme. Proposed to be provided in the vicinity of the existing railway station and delivered in 2009/10, the scheme includes:

- car parking for approximately 550 cars - 100 on the north side of the railway station and 450 on the south side;
- upgraded station, including visitor centre and cafe facilities;
- bus turning space to enable bus-based park and ride trips;
- improved, signalised junction with the A30 to give priority access/egress for buses.

7.5.15 Following agreement in principle to a signalised junction with the A30, further detailed design work is underway. Cornwall County Council has purchased the required land for the parking areas, and access to the land on the south side of the station has been upgraded as part of the new civic amenity site. Design work is progressing on station enhancements to provide enlarged passenger waiting areas and maximise opportunities for other facilities and services, for example ticket sales, cafe, and exhibition space.

7.5.16 Linked to the provision of the St Erth Park & Ride facility, Cornwall County Council and Penwith District Council have developed the St Ives Parking Strategy. This is aimed at reducing the impact of transport and parking on the natural and built environment of St Ives; to maintain St Ives as a strong, viable and economically successful local service centre and tourist destination; and to improve the accessibility to St Ives. The provision of park and ride is a key element of the strategy. However, apart from providing a rail based solution to congestion problems in St Ives, the St Erth Park & Ride facility also has potential to cater for other destinations within Penwith, namely Penzance and Hayle, through the integration of interchange facilities for car, bus and rail travel. Initially, the new

facility at St Erth will operate in conjunction with the existing constrained facility at Lelant, although the intention is that the latter site be phased out.

Opportunities & Options

7.5.17 Ponsandane sidings (**Site P – 30**) are currently considered to be non-operational, under used or disused sites and are protected for future integrated transport use in the current Penwith Local Plan 2004.

QUESTION 49: Do you think the safeguarding of Ponsandane sidings should be taken forward in the Penzance & Newlyn Area Action Plan.

Car Parking

7.5.18 Currently in Penzance there are eight public 'pay and display' car parks, owned and operated by the Council:

- Harbourside, Wharf Road (**Site P – 10**) – 800 spaces
- Causewayhead 1, St Clare Street – 22 spaces;
- Causewayhead 2, St Clare Street – 33 spaces;
- St Erbyns, Penalverne Drive – 178 spaces;
- Clarence Street – 105 spaces;
- Penalverne, Penalverne Drive – 103 spaces;
- The Greenmarket – 47 spaces;
- St Anthony's, Battery Road – 47 spaces;
- Wherrytown, The Esplanade – 69 spaces;

7.5.19 Although Long Rock beach car park is not considered to be located in Penzance, the Long Rock area is included in the Penzance & Newlyn Area Action Plan. It provides 65 spaces with 3 hours free parking for disabled drivers displaying a badge.

7.5.20 Currently in Newlyn there are two public 'pay and display' car parks, owned and operated by the Council:

- St Peters Hill – 26 spaces;
- Duke Street – 25 spaces;

7.5.21 The following car parks in Penzance & Newlyn, are owned by the Council, but are for permit holders only, or have a provision for permit holders -

- Bullock Market – Bullock Market Terrace – 10 non-permit spaces;
- St Johns Hall Forecourt – Alverton Street – 20 spaces for permit holders only;
- Lower Green Street (Newlyn) - 5 spaces for permit holders only;
- Gwithiel Gwavas (Newlyn) – 9 spaces for permit holders only.

7.5.22 All the above car parks allow a maximum of 3 hours free parking for disabled drivers provided that a badge is displayed. The following car parks are considered short stay, with a maximum stay of 3 hours – Causewayhead 1 & 2, Clarence Street,

Penalverne, Greenmarket, and Duke Street. The remaining car parks are 'long stay' and operate 24 hours per day throughout the year. Residential season tickets for 3, 6 or 12 months are available.

7.5.23 In addition to car parks, on-highway parking in roadside bays are spread throughout the town. However, the general perception is that the town is congested, especially in residential areas such as 'the Battlefields'. The Penzance & Newlyn Area Action Plan presents the opportunity to examine the current situation and, if necessary, help to ease parking congestion in the town.

7.5.24 Although the proposed park and ride scheme at Erth Station is being implemented to help ease congestion, primarily in St Ives, it may also provide an element of relief for visitors to Penzance. However, if public transport is to be effective, a reduction in incentives for car travel, such as management of on and off street parking, possibly favouring short stay as opposed to long stay parking, may also be required. An associated issue is the location, convenience and attractiveness of available car parking and whether improvements are required.

Opportunities & Options

7.5.25 As noted, the Harbourside car park has 800 spaces, and is also used for winter boat storage. There is a potential redevelopment opportunity for on the whole, or a section, of this site. The site is ideally located for a mixed use development with the potential to forge improved links with the central retail area and the harbour. The harbourside car park is not the only car park that could be redeveloped, a number of car parks in both Penzance and Newlyn are currently under used, or are poorly located in terms of pedestrian access to the town centre (**See section 7.1.49, Site P - 10**).

QUESTION 50: Do you think any of the Council owned car parks in Penzance and Newlyn should be considered for redevelopment? If so, which car parks, and what kind of development?

QUESTION 51: What measures are required to reduce on-street parking congestion in Penzance and Newlyn?

Footpaths and Cycleways

7.5.26 *Walking and Cycling: An Action Plan*, published by the Department for Transport in 2004, sets out the Government's aim to increase levels of cycling and walking on the basis that they are good for our health, good for getting us around, good for our public spaces and good for our society. Walking and cycling benefit transport networks by taking pressure off the roads and improving access to public transport services. They also increase the liveability and vibrancy of neighbourhoods, resulting in economic and social benefits, and offer an environmentally-friendly alternative to motor vehicles.

7.5.27 Evidence suggests that the most effective approach to overcoming barriers to walking and cycling is to combine improvements to the environment, and facilities for walkers and cyclists, with carefully targeted information about travel choices,

health benefits and recreation opportunities. The Government's action plan recognises that people will only choose to walk and cycle where the facilities they need to get to are within easy reach and the journey will take them through a pleasant and welcoming street environment. To improve the walking and cycling environment three elements are included: using the land use planning system to promote better provision (for example through the Penzance & Newlyn Area Action Plan); using transport planning to make it easier for walkers and cyclists to get around; and raising the standard of public spaces.

7.5.28 *Planning Policy Statement 1: Delivering Sustainable Development* (PPS1) and *Planning Policy Statement 3: Housing* (PPS3) make clear that local authorities should create places and spaces with the needs of people in mind, which are attractive, have their own distinct identity, and respect and enhance local character. In addition, *Planning Guidance Note 6: Planning for Town Centres* (PPS6) encourages authorities to take a number of practical measures to make it easier for pedestrians and cyclists to get around town, including: improving pedestrian access from the point of arrival (e.g. bus stop, station or car park) to the main attractions; and improving the pedestrian environment in the town centre together with access by foot and cycle. To help achieve this the Government, in conjunction with the National Retail Forum, published *Going To Town: Improving Town centre Access* as a companion guide to PPS6 in 2004. This contains practical advice on how to ensure that the key routes from arrival points to the main attractions are attractive and improve first impressions, viability and competitiveness.

7.5.29 Providing better town centre access links involves a design-led approach, the objectives of which are described in the guide *By Design* issued by the Department of the Environment, Transport and the Regions in 2000. The objectives include:

- character: *a place with its own identity;*
- continuity and enclosure: *a place where public and private spaces are clearly distinguished;*
- quality of the public realm: *a place with attractive and successful outdoor areas;*
- ease of movement: *a place that is easy to get to and move through;*
- legibility: *a place that has a clear image and is easy to understand;*
- adaptability: *a place that can change easily;*
- diversity: *a place with variety and choice.*

7.5.30 Additional good practice advice in *Going to Town: Improving Town Centre Access*, the companion guide to PPS6, highlights the following principles to consider in enhancing route quality. These are:

- connected: *good pedestrian routes which link the places where people want to go, and form a network;*
- convenient: *direct routes following desire lines, with easy-to-use crossings;*
- comfortable: *good quality footways, with adequate widths and without obstructions;*
- convivial: *attractive well lit and safe, and with variety along the route;*
- conspicuous: *legible routes easy to find and follow, with surface treatments and signs to guide pedestrians.*

7.5.31 Production of the Penzance & Newlyn Area Action Plan provides the opportunity for a greater emphasis to be placed on enabling access by walking and cycling, and also public transport, by making travel between developments easy, safe and convenient. In particular it provides a mechanism to ensure that infrastructure for walking and cycling is considered as part of the planned growth for Penzance and Newlyn and included in new developments. The aim will be to minimise the need to travel and maximise opportunities to make journeys on foot or bike by providing a mixture of uses that have easy access to each other, making the most of sites in and on the edge of the town centre and close to jobs, shops, leisure and other facilities, including public transport facilities.

7.5.32 In terms of practical solutions, the Penzance & Newlyn Area Action Plan will aim to :

- improve links from the promenade and harbour area to the main shopping area;
- reduce the need for people to travel, by making new developments highly accessible for pedestrians and cyclists;
- create a network of walking and cycling routes that are highly permeable and clearly signposted;
- improve road safety, by traffic management schemes that slow down vehicle speeds;
- improve the environment for pedestrians and cyclists, making it easier, safer more convenient for people to walk or cycle.

Opportunities & Options

7.5.33 The Penzance & Newlyn Area Action Plan provides an opportunity to improve the existing pedestrian and cycle networks.

Question 52: What improvements to the walking and cycling network environment in Penzance and Newlyn need to be considered?

Public Realm and Open Space

7.5.34 The creation of attractive streets and spaces, the *public realm*, is crucial to making Penzance and Newlyn successful and exciting places. Well designed streets are vital for allowing people to access and move around easily, as well as being places to meet and interact, or the focus for community activity. They can provide an attractive visual counterpoint to buildings as part of the streetscape. At the moment, the public realm in many areas of Penzance and Newlyn are of a poor quality, although some significant improvements have been undertaken.

7.5.35 The Council has recently completed an Open Spaces Audit for the District. This records details of existing provision (including children and young people, outdoor sports, parks and gardens, churchyards and cemeteries, natural and semi natural green spaces, amenity green space, indoor sports, allotments, open areas relating to settlements, coastal paths, beaches and green corridors). Analysis and production of an Open Spaces Strategy for Penwith is now underway and will help

to ensure that the needs of the local communities within the District are met.

Opportunities & Options

7.5.36 The Penzance and Newlyn Area Action Plan can provide an opportunity to highlight public areas such as squares or seating areas that may be in need of redevelopment or updating. Here is the chance to highlight areas which you think may need to be recognised as a public space.

QUESTION 53: Do existing public open spaces in Penzance and Newlyn meet the needs of the community?

QUESTION 54: Which key public open spaces should be retained and protected?

QUESTION 55: Should any new areas be created, and if so where?

8. INFRASTRUCTURE AND FUNDING

8.1 The regeneration of Penzance & Newlyn will entail investment in significant infrastructure projects for the benefit of all who live, work, visit and have an interest in the area. Without infrastructure projects, new developments will not be able to operate efficiently and an opportunity will have been lost to maximise improvements to the area and secure the vision for Penzance & Newlyn. The infrastructure needs of Penzance & Newlyn fall into 3 broad categories:

- **Strategic infrastructure** - to enable Penzance & Newlyn and the wider area to function, for instance transport and utilities;
- **Service infrastructure** - to meet the day-to-day needs of the population, for instance schools, community facilities, sewerage, etc;
- **Transformational infrastructure** - to help change the area and make it a better place, for instance improvements to the public realm.

8.2 At the strategic level some progress has already been made in identifying key infrastructure requirements to support the delivery of growth. However, the evidence and knowledge base in some areas, particularly in terms of socio-economic infrastructure requirements such as education and healthcare, is less well developed at present as this is dependent on the spatial solution. Development of the Penzance & Newlyn Area Action Plan will therefore need to continue to evolve. Consequently, over the forthcoming months, to ensure that the identified spatial option will deliver the required level of growth, it will be important to work alongside the organisations and agencies involved in infrastructure and service provision to firstly understand the key infrastructure and service requirements and, subsequently, how they can be funded to meet growth requirements.

8.3 The Convergence Programme for Cornwall and the Isles of Scilly will succeed the current Objective One Programme. Funding is allocated for 2007-13, with investment coming from the European Regional Development Fund (ERDF) and European Social Fund (ESF). This will be supplemented by match-funding from public and private sectors. Informed by *Strategy and Action: The Economic Development Strategy for Cornwall and the Isles of Scilly 2007-2021*, the Programme has four priorities:

- **Priority Axis 1: Innovation, Research and Development;** aimed at enabling Cornwall and the Isles of Scilly to compete as a centre for creativity, innovation and research and development;
- **Priority Axis 2: Enterprise and Investment;** aimed at re-structuring the economy to one with a higher proportion of high value added business, underpinned by more productive enterprises across the business base;
- **Priority Axis 3: Transformational Infrastructure;** aimed at delivering major transformational infrastructure to develop a platform which will allow for a step change in economic performance;
- **Priority Axis 4: Unlocking the Economic Potential of Place;** aimed at developing, in a sustainable manner, the capacity of key towns and locations to accommodate new investment critical to the development of a knowledge base and higher value added economy.

- 8.4 Given its strategic role, and the potential for redevelopment opportunities in Penzance it is hoped that the town will be able to benefit from appropriate funding streams. Further information about the Convergence Programme is available via the following websites: www.objectiveone.com and www.southwestrda.org.uk.
- 8.5 As part of the Local Development Framework, the Council is intending to prepare a Supplementary Planning Document on *Planning Obligations* (also known as Section 106 agreements). This will provide information and guidance on the Council's requirements, including for financial contributions from developers to assist in the delivery of necessary infrastructure and facilities. In this respect, in October 2007, the Government announced its decision to introduce a statutory 'planning charge' to build on the current Section 106 approach. Corresponding legislation for the plan-based tariff, now termed the 'Community Infrastructure Levy', is included in the Planning Bill which was presented to Parliament on 27 November 2007. It is anticipated that the levy will provide a means of securing local infrastructure based on an understanding of need, developed in partnership between local planning authorities, development interests, infrastructure providers and local communities, expressed in the Local Development Framework. Further details will be published in due course.

9. IMPLEMENTATION AND PHASING

- 9.1 Through this initial Issues & Options paper a number of potential growth options and development sites have been identified. Achieving sustainable development and a sustainable community in Penzance & Newlyn requires that a range of strategic and more local infrastructure and facilities are delivered in parallel with planned growth. Realising the vision for Penzance and Newlyn will also require attention to be paid to the implementation and appropriate phasing of development to ensure that the necessary supporting infrastructure and facilities are provided where and when they are required and that new developments and the growing community are adequately supported.
- 9.2 Although an implementation and phasing programme will ultimately be included as a fundamental part of the Penzance & Newlyn Area Action Plan, provision of details is beyond the scope of this paper, and would be premature at this early stage, pending consideration of, and consultation on, the potential growth options and development sites which have been provisionally identified. Refinement of the options through preparation of the subsequent Preferred Options document and ultimately the Submission version of the Penzance & Newlyn Area Action Plan, will set out the Council's intended policy direction and favoured areas for growth and development, will necessarily require discussion and agreement with relevant infrastructure providers and other stakeholders. This will be undertaken as part of the ongoing assessment of the available options, involving consideration of the responses received to this paper.

10. OTHER MATTERS

- 10.1 The Penzance & Newlyn Area Action Plan is intended to be a 'spatial' planning document. This means that it is not restricted to simply considering the use of land but is required to also take into account the social, economic and environmental implications of development. Therefore, if there are any matters which have not been included in this paper, but which you think need to be considered by the Council, please provide details.

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**Published for consultation:
17th January - 29th February 2008**

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