

## **PENWITH DISTRICT COUNCIL**

### **SOCIAL, ECONOMIC AND ENVIRONMENT COMMITTEE – 10 DECEMBER 2008**

#### **PART I – REPORT OF THE HEAD OF SUSTAINABLE DEVELOPMENT AND IMPROVEMENT**

##### **1. PENZANCE & NEWLYN AREA ACTION PLAN – RESPONSES TO ISSUES AND OPTIONS CONSULTATION / PROGRESSION OF AREA ACTION PLAN**

###### **MAIN IMPLICATIONS -**

Vision Outcomes – greatest impact	: Outcomes 1 and 2
Vision Outcomes – other impacts	: Outcomes 3, 4, 5, 6, 7, 8
Pounds	: Within budget
Performance	: Timely preparation of Area Action Plan to achieve sustainable development and deliver positive social, economic and environmental outcomes
Project Number	: N/A
Partnerships	: A range of other stakeholders and agencies to help shape the area and deliver local facilities and services
Equality	: Consideration of the needs of the whole community
Legal	: None
Risk rating	: None

##### **2. EXECUTIVE SUMMARY**

- 2.1 Public consultation on an initial Issues and Options paper for the Penzance & Newlyn Area Action Plan was undertaken during January – March 2008. This report provides a summary of the main points arising from the questionnaire and other responses received, together with recommendations for progression of the development plan document (subject to clarification of its status as part of the Cornwall Local Development Framework) and associated work required to be undertaken to enable further assessment and refinement of the options.

##### **3. BACKGROUND**

- 3.1 The Issues and Options paper was the first in a series of documents programmed to be prepared as part of the process of producing the Penzance & Newlyn Area Action Plan. Although originally intended to form part of the Penwith Local Development Framework, with the transition to the Cornwall Council unitary authority it is anticipated that the Area Action Plan will now form a key part of the Cornwall Local Development Framework (subject to consideration of Penzance's function and status through work on the Cornwall Core Strategy).
- 3.2 The Issues & Options paper was published for consultation during the period

17<sup>th</sup> January to 25<sup>th</sup> March 2008. The paper was essentially a discussion document aimed at establishing the key issues affecting the Penzance area and the opportunities and options, including potential areas and sites, which need to be examined to help deliver regeneration. A questionnaire was included to enable people to respond.

- 3.3 In response to the consultation a total of 311 completed questionnaires and 207 other representations, as well as other comments from consultees, were received. The information available from the responses has been collated and is available as separate documents, analysis of which is informative and useful in helping to set a basic framework for subsequent work on the Area Action Plan. A report providing a summary and overview of those documents and the main issues arising, as well as pointers and recommendations for progression, is appended.
- 3.4 Pending clarification and confirmation of the position in relation to the Cornwall Local Development Framework, work is continuing to assess key issues and potential development opportunities around Penzance. This includes preparation of a Strategic Housing Land Availability Assessment and Employment Land Review, and also Sustainability Appraisal and Strategic Flood Risk Assessment.
- 3.5 In addition, work has also been undertaken on a Strategic Investment Framework for Penzance to guide the allocation of European Regional Development Fund (ERDF) Convergence funds for both Penzance and the Isles of Scilly (see separate report). An early priority will be the commissioning of a Masterplan for Penzance focussing on the delivery of employment space and sustainable transport initiatives. Penzance Harbour and the St Clare area will be the subject of detailed plans to unlock their future potential.
- 3.6 Following from a meeting of the Penzance and Newlyn Regeneration Management Group on 30<sup>th</sup> October, it has been decided to conduct some preliminary research into developing an interim policy statement on the sub-division of dwellings in certain parts of the town, particularly Lannoweth Road, Penare Road and Morrab Road. This may look at taking a percentage threshold approach, over which no further sub-division would be allowed, utilising Policy H-2 of the Penwith Local Plan which resists intensification of residential use where it would have a adverse effect on the character or amenity of the area.
- 3.7 It is recommended that members note the findings of the public consultation together with the comments and pointers detailed in the appended report, and endorse them as the basis for further assessment and refinement of the options for development in and around Penzance and Newlyn, taking note of the desire to see an interim policy investigated into the restriction of sub-division in certain residential areas.

#### **4. RECOMMENDATION**

- \*\*\* That members note the findings of the public consultation together with the comments and pointers detailed in the appended report, and endorse them as the basis for further policy assessment and refinement of the options for development at Penzance and Newlyn.

Background Papers: (i) Penzance & Newlyn Area Action Plan – Issues and Options Paper (January 2008); (ii) Penzance & Newlyn Area Action Plan – Collated Issues and Options Questionnaire Responses (September 2008); (iii) Penzance & Newlyn Area Action Plan – Summary and Overview of Representations on Issues and Options Paper (September 2008)

*For more information please contact: Rachel Bray – Senior Sustainable Development Policy Officer*

Telephone 01736 336760

E-mail: [rachel.bray@penwith.gov.uk](mailto:rachel.bray@penwith.gov.uk)

# **Penzance & Newlyn Area Action Plan 2006 – 2026**

## **Issues and Options**

### **Responses to Public Consultation**

#### **1.0 Introduction**

- 1.1 The Issues and Options paper is the first in a series of documents which was programmed to be prepared as part of the process of producing the Penzance & Newlyn Area Action Plan. Although originally intended to form part of the Penwith Local Development Framework, with the transition to the Cornwall Council unitary authority it is anticipated that the Area Action Plan will now form a key part of the Cornwall Local Development Framework, subject to consideration of Penzance's function and status through work on the Cornwall Core Strategy.
- 1.2 The Issues and Options paper was published for consultation during the period 17<sup>th</sup> January to 25<sup>th</sup> March 2008. The paper was essentially a discussion document aimed at establishing the key issues affecting Penzance & Newlyn and the opportunities and options, including potential areas and sites for development, which need to be examined to help deliver its regeneration. A number of questions were included throughout the paper, and to enable people to comment a separate questionnaire was available.
- 1.3 In response to the consultation a total of 311 completed questionnaires and 207 other representations, as well as other comments from consultees, were received. The information available from these responses has been collated and is available as separate evidence base documents. This report provides a summary of those documents and the main issues arising. For ease of reference the structure of this report follows that of the original paper and questionnaire, providing commentary on responses to particular questions where appropriate. The report concludes by drawing together some of the key themes arising from the consultation process.

#### **2.0 Summary of Questionnaire Responses**

##### **2.1 THE AREA**

###### **Boundaries**

- 2.1.1 A map accompanying the Issues and Options paper included suggested boundaries for the geographical limits of the Penzance & Newlyn Area Action Plan and also development boundaries for the area.
- 2.1.2 Based on questionnaire responses, only 40% of respondents indicated agreement with the Area Action Plan boundary (Question 1) and 45% with the development boundary (Question 3). A number of suggestions were received for changing the boundaries, most of which expressed concern at the inclusion of Long Rock within

the Area Action Plan boundary, and to a lesser extent the exclusion of Gulval from the boundary (Questions 2 and 4 respectively).

## **2.2 VISION**

- 2.2.1 62% of respondents indicated agreement with the vision for Penzance & Newlyn (Question 5).
- 2.2.2 A number of suggestions were received for changing the vision (Question 6). A recurring theme was a need for greater emphasis on protecting open spaces, parks and gardens, the harbour and the promenade and more emphasis needed on tourism. Also, the need for transport infrastructure and better public transport. Concern was raised about the development of additional industrial premises in the Long Rock area.

## **2.3 OBJECTIVES**

- 2.3.1 70% of respondents indicated agreement with the objectives for realising the vision for Penzance & Newlyn (Question 7).
- 2.3.2 A number of suggestions were received for changing the objectives (Question 8). A recurring theme was concern about the level of development proposed for Penzance. Associated concerns were raised about the current lack of adequate transport infrastructure, health and education facilities and quality retail outlets. Another theme was that of needing higher quality tourist accommodation, particularly along the seafront.

## **2.4 FACILITATING HOUSING AND EMPLOYMENT GROWTH**

### **Development on Previously Developed Land**

#### **Gasholder & Cornwall Farmers Site**

- 2.4.1 Almost three quarters of respondents indicated support for Option A for redeveloping the Gasholder & Cornwall Farmers Site (Question 9) ie to carry forward the Local Plan allocation for mixed use development.
- 2.4.2 Of those respondents who preferred Option B, to reallocate the site for alternative uses, the majority supported a greater percentage of affordable housing or mixed tenure housing; whilst others sought the inclusion of a multi-storey car park on the site with additional retail and restaurant facilities. Another favoured choice was to incorporate an area of open space and/ or recreational space within any redevelopment proposals.

#### **Cross Street, Queen Street and Chywoone Hill**

- 2.4.3 In relation to Cross Street (Site P-11), Queen Street (Site P-34) and Chywoone Hill (Site P-35) 72.5% of respondents supported the option of carrying forward the existing allocations from the Penwith Local Plan into the Penzance & Newlyn Area Action Plan (Question 11). Of the suggestions made for alternative uses (Question 12), the majority supported development of affordable housing only, with the next

favourite being mixed housing development which incorporates a greater element of affordable housing than the 30% proposed in the original Local Plan allocation. Other suggestions included live-work space, employment space and recreational uses.

#### Industrial Uses

2.4.4 In relation to 3 identified sites for industrial uses at Chyandour Coombe (Sites P-8, P-33 and P-36), 68% of respondents supported the option of carrying forward the existing allocations from the Penwith Local Plan for industrial usage into the Penzance & Newlyn Area Action Plan (Question 13). Of the respondents who supported alternative uses for the sites (Question 14), the most frequent choice was to reserve the sites for open space provision, followed by mixed use development, affordable housing and live-work space.

#### Other Sites

2.4.5 A number of other potential site opportunities were identified (Question 15), including (in order of the level of support for their redevelopment):

Site	% favouring development	Most preferred development option
Factory west of Gwavas Road (Site P-20)	81%	Housing
Penwith District Council offices (Site P-2)	70%	Housing
Old Shale Pitch, St. Clare (Site P-1)	68.5%	Housing
Land north of Chyandour Lane (Site P-9)	63.68%	Housing
Mounts Bay Parc (Site P-26)	55.6%	Housing
Land north of Marine Terrace (Site P-37)	50%	Housing
Land east of Tredarvah Road (Site P-41)	45.78%	Housing
Harbourside Car Park (Site P-10)	43%	Marina
Penzance Dry Dock (site P-12)	24%	Housing / Marina
Penzance Heliport (Site P-25)	18.69%	Housing / Employment
Penzance & Newlyn Rugby Ground (Site P-38)	17%	Housing
St. Clare Cricket Pitch (Site P-7)	15.48%	Housing / Recreation
Long Rock Sports Field (Site P-29)	14.5%	Housing
Penzance Football Ground (Site P-13)	14%	Housing
Long Rock Playing Field (Site P28)	12%	Housing

## Greenfield Sites

2.4.6 A number of sites were identified as having potential to accommodate housing and employment growth. Question 16 asked which of these were thought to be suitable for development, and what uses would be most appropriate to each site.

Site	% favouring development
Land at Roscadghill Road (P-5)	69.8%
Penlee Quarry (P-21)	65%
Land south of Polmeere Road (P-8)	62%
Land at Luthergwearne farm (P-4)	60%
Land north of Gurnick estate (P-17)	60%
Land at Chyandour Coombe (P-32)	59%
Land west of Forbes Lane (P-18)	57%
Land west of Gurnick Road (P-19)	56%
Land west of Posses Lane (P-46)	56%
Land west of Gwavas Lane (P-42)	55%
St Clare fields adj. A30 (P-3)	51%
Land east of Posses Lane (P-23)	50%
Land north of Jelbert Way (P-24)	48%
Land west of Stable Hobba (P-15)	41%
Land north of The Coombe (P-22)	36.5%
Land NE of Leskinnick Tce (P-40)	29.7%
Love lane (P-14)	23.8%

2.4.7 In all of the identified sites housing (including affordable housing) was the most frequently suggested development use. In the case of P-23 and P-15 industrial and employment uses also featured highly in responses. In the case of P-21, sport/leisure and open space also scored highly.

### Other Sites

2.4.8 Question 17 sought to gauge opinion on which other sites (not identified in the AAP) may be suitable for development and what use/s would be appropriate. This resulted in sites such as Penloweth, the Vospers site, and the Penzance Harbour Users proposed site being identified. Again, the main uses deemed appropriate were housing, except in the case of the Penzance Harbour Users site the appropriate use was given as a marina.

### Sub-division of dwellings

2.4.9 As it has been perceived that certain areas of Penzance are saturated with dwellings which have been sub-divided into bedsits and flats, the question was asked whether the Area Action Plan should contain a policy restricting the number

of sub-divided properties in certain areas of the town (Question 18). 75.8% of people said that there should be such a policy within the Area Action Plan. The areas identified where such a policy should be put in place (Question 19) included (in order of responses made) Morrab Road, Lannoweth Road, Alexandra Road, Penare Road, within Conservation Area boundary and Penzance East Ward, along with others.

## **2.5 ENABLING COMMUNITY WELLBEING**

### **Affordable Housing**

- 2.5.1 71.50% of respondents were supportive of allocating sites for housing development with increased proportions (up to 100%) of affordable housing in order to help meet requirements (Question 20).

### **Community and Leisure Facilities**

- 2.5.2 Question 21 sought ideas for projects that could help to meet the needs of Penzance & Newlyn in terms of leisure facilities. Among the most popular suggestions were a marina and the redevelopment/ redesign of Jubilee Pool and The Promenade. A number of respondents suggested protection & improvement of existing facilities, while some wanted the provision of a community centre. Other suggestions included music venues, cycle trails, outdoor event space, meeting places for young people and allotments.

### **Young People**

- 2.5.3 Question 22 sought views about matters relating to the needs of young people in Penzance & Newlyn which need to be addressed. This attracted a number of suggestions, the most frequent being youth centre/ youth clubs (also with specific reference to offering places to go in the evening), sport and leisure centre/ facilities, indoor meeting places and the protection of existing facilities. Other issues raised included access to further education, better quality job opportunities, affordable housing, more supervision/ youth workers and addressing the problems of drink, drugs & anti social behaviour.

### **Older People**

#### **Extra Care Housing**

- 2.5.4 Question 23 sought views about the provision of extra care housing on the sites put forward for potential development in the Area Action Plan. The three sites that received the largest number of nominations were Penwith Street / Cross Street (P-11), Land west of Queen Street (P-34) and the Former Gas Holder site (P-44). Other sites that received a significant number of nominations were the Old Shale Pitch, St Clare (P-1), Penwith District Council Offices (P-2), Land north of Marine Terrace (P-37), Land west of Posses Lane (P-46) and Land at Roscadghill Road (P-5).
- 2.5.5 Other suitable sites, not already identified, were sought in Question 24 and the former Vospers site received the only significant number of nominations.

## Other Matters

- 2.5.6 Question 25 sought views about matters relating to the needs of older people in Penzance & Newlyn which need to be addressed. This attracted a number of suggestions, the most frequent being improved public transport, increased day care provision/ day centres, more sheltered housing, accessibility to shops & post offices and increased policing.

## Gypsies and Travellers

### Potential Sites

- 2.5.7 Question 26 sought views about three potential locations for Gypsy and Traveller accommodation, with the majority of respondents being unsupportive in all cases. Only 27.30% considered Land west of Tredavoe Lane (P-43) suitable, 24.90% considered Land south of Mount Misery (P-16) suitable and 32.90% considered Land west of Newtown roundabout, Long Rock (P-27) suitable.
- 2.5.8 A number of suggestions were made about other suitable sites (Question 27), the most frequent being Penlee Quarry (P-21), Land west of Stable Hobba (P-15), Penwith District Council Offices (P-2) and Land at Lutherwearne Farm (P-4).

### Cornwall Local Development Framework / Gypsies and Travellers DPD

- 2.5.9 With the transition to the new Cornwall Council, work is underway to progress a Local Development Scheme (programme and timetable of work) for documents to be included as part of the new Cornwall Local Development Framework. As part of this there will now be a specific Development Plan Document (DPD) about Gypsies and Travellers, which will seek to deliver a network of sites across Cornwall. This document will be prepared as a matter of priority, particularly given pressing Regional Spatial Strategy requirements. The DPD is likely to carry forward / supersede work already undertaken as part of the Penwith Local Development Framework, including the Penwith Core Strategy together with the Penzance & Newlyn and Hayle Area Action Plans, and it is probable that the evidence base will necessarily be reviewed and supplemented as appropriate to aid formulation of a locational strategy for Cornwall. In these circumstances work on the identification / assessment of potential Gypsy and Traveller sites at Penzance and Newlyn (and elsewhere in Penwith) has been put aside from consideration pending review of the situation and formulation and justification of a locational strategy via the Cornwall-wide Gypsies and Travellers DPD.

## Education, Healthcare and Emergency Services

### Educational Requirements

- 2.5.10 Question 28 sought views regarding the safeguarding of the existing Penwith College site and the allocation of the newly acquired Treneere Manor (site P-6) site for educational use. There was a total of 248 respondents for this question and an overwhelming 97.6% favoured allocating the sites for education use. Planning permission has since been granted, and work commenced, for the re-development of the college to provide new and improved facilities.

## Additional Facilities

- 2.5.11 Question 29 sought views regarding additional facilities that would be required, given the planned level of growth for Penzance, with the most frequent being improvements to West Cornwall Hospital (including reinstating maternity care, 24hr A&E, Childrens Wards) / a new Healthcare Centre or the upgrading of Bellair clinic / increased police presence, police station open 24hr / additional sport/recreation spaces, children's play facilities / increased educational facilities, adult education, and work related training.

## 2.6 STIMULATING THE LOCAL ECONOMY

### Live / Work Space

#### Brownfield v Greenfield

- 2.6.1 Question 30 sought views about live / work space in Penzance, with 94.1% of respondents supporting provision restricted to the development of brownfield sites only.

#### Mixed Use v Exclusive Sites

- 2.6.2 In answer to related Question 31, 72.9% of respondents considered that live / work space should be required as part of the mixed use development of sites, and a further 62.9% of respondents supported the allocation of exclusive sites.

#### Potential Sites

- 2.6.3 When asked which sites are suitable for development of live/work space (Question 32) a number of suggestions were made, the most frequent being; Penwith District Council offices (P-2), Land East of Posses Lane (P-23), Land North of Jelbert Way (P-24), Penlee Quarry (P-21), Land West of Posses Lane (P-46), Land at Lutherwearne Farm (P-4), and to a lesser extent Penzance Heliport (P-25), Eastern end of Chyandour Coombe (P-33) and Penwith Street/Cross Street (P-11).

### Town Centres and Shopping

#### Opportunities & Options

- 2.6.4 In relation to the Co-Op Wherrytown site, the question was asked (Question 33) whether the site should be retained in the future for retail use. 72.6% of respondents agreed that the site should be retained for retail use. Of those that said that other uses would be more appropriate (Question 34), the majority said that the site should be used for housing, including affordable housing. Other uses which scored well were recreation and leisure, mixed use redevelopment, live-work space, restaurant / cafes and commercial uses.

## Prime Shopping Area

- 2.6.5 The Penwith Local Plan defines the Prime Shopping Area in Penzance, which basically covers the lower half of Causeway Head, Market Place, most of Market Jew Street and the Wharfside Shopping Centre. Question 35 asked whether the Prime Shopping Area should be expanded, and Question 36 asked which other retail areas should be included if the Area was expanded.
- 2.6.6 70% of respondents said that they would support an expansion to the Prime Shopping Area, and the areas suggested included, in order of responses received, the Gasholder site, the top end of Causeway Head, Lower Market Jew Street, Alverton Street, Wharf Road and the Green Market.

## Cultural and Entertainment Destination

### Facilities

- 2.6.7 In relation to which additional facilities were required to strengthen and diversify the role of Penzance & Newlyn as a cultural destination (Question 37), the majority of responses said that a large theatre space which could accommodate live shows and live music events, was the most needed facility. Other popular responses included the enhancement of existing facilities such as Morrab Library, the Acorn, the Arts Club and Newlyn Art Gallery; refurbishment of St. John's Hall; refurbishment of the Promenade and Newlyn Green and a new multiplex cinema.
- 2.6.8 A number of suggestions were also received for sporting and recreational uses such as a bowling alley, watersports, ice rink and a marina; whilst others concentrated on cultural and heritage events such as Golowan, Tall Ships, festivals and fairs, street entertainment etc and educational facilities such as a Maritime museum and a research / heritage centre.

### Night-time economy

- 2.6.9 In relation to whether there should be a policy aimed at expanding the night-time economy of Penzance (Question 38), there was a fairly negative response, with over 54% of respondents stating that they wouldn't support such a policy. Although not directly related to this question, some respondents mentioned that there should be better policing of Penzance at night time and that alcohol abuse was a perceived problem within the town.

## Tourism

### Penlee Quarry

- 2.6.10 Question 39 asked whether respondents supported the redevelopment of Penlee Quarry as a housing development with leisure facilities and the creation of a marina. 57% said that they were supportive of this.

### Penzance Harbour

- 2.6.11 In relation to Penzance harbour, the Penzance Harbour Users Association have an

aspiration to redevelop the harbour area which will increase the overall size and provide new and extended facilities. Question 40 asked whether respondents agreed with proposals to extend and redevelop the harbour, to which 76.5% said that they were supportive.

### **Conference Centre**

2.6.12 This section sought to examine the need in Penzance for a business / conference centre, with only 43.8% of respondents supporting provision (Question 41). In response to related Question 42 as to whether a conference centre could be provided through other projects, or whether a separate facility was required, most respondents considered that the need could be met through the proposed expansion of Penwith College, whilst others suggested existing sites such as hotels or publicly owned buildings. Only 14% considered that a separate facility would be required.

## **2.7 PROTECTING THE ENVIRONMENT**

### **Townscape and Urban design**

#### Building and Areas

2.7.1 A number of suggestions were made about buildings or areas which need to be protected (Question 43), the most frequent being Chapel Street, St. John's Hall, The Promenade & Jubilee Pool, the harbour, Market House, Market Jew Street, existing open areas and Penlee Park. Other suggestions included Causeway Head, Morrab library and Morrab Gardens amongst others.

2.7.2 Question 44 asked whether the Conservation Areas of Penzance and / or Newlyn should be extended and if so, which areas should be included. 62.76% of respondents stated that the Conservation Areas should be extended and Penlee Quarry was the favoured suggestion for inclusion.

### **Open Areas**

#### Existing Open Areas

2.7.3 Focusing on Open Areas currently designated in the Penwith Local Plan, Question 45 sought to gauge which should continue to be protected for their environmental value, and which could be released for possible development. In response all sites received vast majority support for their protection, with over 90% support for both Heamoor Playing Field and Princess May recreation ground. However, at the meeting of Council on 23<sup>rd</sup> April 2008 it was decided that due to the publication of the Open Spaces Audit, and the findings contained within that document, that the Open Areas at Leskinnick Terrace and Love Lane should be protected into the future, and so were no longer to be considered through the AAP process as potential options for redevelopment.

#### Other Open Areas

2.7.4 A number of suggestions were received about other open areas, not currently

designated, which should be recognised for their environmental value and protected from development (Question 46), although the most frequent response was a blanket “all open areas” should be protected from development, some of the named areas include, in order of frequency of response, Newlyn gardens; land north of Jelbert Way; Long Rock playing field; Long Rock sports field; Wherrytown boating lake; Penlee Quarry; land west of Newtown roundabout (an existing Open Area); Penlee Park and Marazion Marsh (which is protected through SSSI status and a European Natura 2000 site).

## **2.8 ENSURING CONNECTIVITY**

### **Highway Network**

#### Improvements

- 2.8.1 A number of suggestions were received about parts of the local highway network which were considered to be in need of improvement (Question 47), the most frequent being (in order of responses received) Newlyn Bridge and The Coombe; the one way system through Penzance town centre; Chywoone Hill; Tesco roundabout; resurfacing of the A30 at Long Rock; re-widening of The Promenade and the road between Newlyn to Mousehole (with several suggestions for a bypass).

### **Public Transport**

#### Improvements

- 2.8.2 A number of suggestions were received about necessary improvements to the public transport infrastructure of Penzance and Newlyn (Question 48), the most frequent being higher frequency of bus services; the use of Hoppa buses (smaller buses) on circular routes; improvements to the Penzance bus station, including weatherproof shelters / waiting areas; provision of a Penzance Park and Ride and the overall reliability of services.

### **Park and Ride**

#### Ponsandane Sidings

- 2.8.3 71.6% of respondents supported the safeguarding of Ponsandane Sidings for future integrated transport use (as currently safeguarded in the Penwith Local Plan).

### **Car Parking**

#### Existing car parks

- 2.8.4 Question 50 asked whether any of the Council owned car parks in Penzance and Newlyn should be considered for redevelopment, and if so, what kind of development. This question resulted in a negative response, with 72.8% saying that the car parks should not be redeveloped. Many respondents stated that there wasn't enough car parking provision at present and some suggested provision of multi-storey parking on some existing car parks.

## On-street parking

- 2.8.5 As there is a perceived problem with on-street parking in certain residential areas, such as the Battlefields, Question 51 asked what measures could be introduced to reduce on-street parking congestion. The most frequent response was to introduce a residents parking scheme, followed by free or reduced charges in car parks, more enforcement, more car parks and the introduction of a Park and Ride scheme.

## Footpaths and Cycleways

### Improvements

- 2.8.6 A number of suggestions were received about required improvements to the walking and cycling network and environment in Penzance and Newlyn (Question 52), the most frequent being separating walkers and cyclists for safety reasons; reinstating the cycle route along the promenade; a cycle path on Newlyn Green and better signage of cycle routes.

## Public Realm and Open Space

### Existing Public Open Spaces

- 2.8.7 57.9% of respondents considered that existing public open spaces in Penzance and Newlyn met the needs of the community (Question 53).

### Key public Open Spaces

- 2.8.8 A number of suggestions were received about key public open spaces to be retained and protected (Question 54). Most respondents said that all open spaces should be retained and protected, but the most frequently named places were Penlee Park; Morrab Gardens; Princess May recreation ground and Newlyn Green.

### New Areas

- 2.8.9 Question 55 asked whether any new areas of open space should be created, and if so, where they should be. This question drew a very low level of response, with 24 people stating that new areas shouldn't be created, 10 stating that they should, and a further 6 recommending that all new major development proposals should include an area of open space within them.
- 2.8.10 Of the suggestions made about where new areas should be created, the most frequent response was the Penzance Harbour Users proposal site, followed by additional facilities along the promenade, open space at Penlee Quarry and improved town centre pedestrian areas with seating.

## 2.9 OTHER MATTERS

- 2.9.1 A number of comments were received about any other issues and potential development opportunities not included in the Issues and Options paper (Question 56), although most comments made were either already covered within the document or reiterated responses made to earlier questions, the most frequent being opposition to Gypsy and Travellers sites and opposition to development at

Long Rock. Comments were also made that more public consultation was needed in the future in order to enable people to engage better with the Local Development Framework process.

### **3.0 Summary of Other Representations**

- 3.1 In addition to the questionnaire responses, 207 other written representations (letters and emails) were received, mainly focussing on 4 issues.
- 3.2 The bulk of representations (137) were opposed to any potential development on existing Open Areas, particularly at Leskinnick Terrace. This was resolved by Council on 23<sup>rd</sup> April when it was decided that due to the publication of the Open Spaces Audit and the findings within that document, that the Open Areas at Leskinnick Terrace and Love Lane should be protected into the future, and so were no longer to be considered as potential options for redevelopment.
- 3.3 In addition, 48 letters were received in opposition to the provision of Gypsy and Traveller sites (20 relating to Tredavoe, 20 regarding Mount Misery and 8 regarding Long Rock). Concerns principally focused on a perceived incompatibility (with resultant tensions) between the settled and travelling communities, and a loss of environmental amenity and tranquillity; also the unsuitability of the proposed sites and access arrangements.
- 3.4 The remainder of the responses related to the Penzance Harbour Users Association Plan, of which 9 letters were in support, with one opposed; and the potential loss of Long Rock Playing Field (6 responses).

### **4.0 Summary of Consultee Comments**

- 4.1 In addition to the questionnaire responses and other written representations, comments were received from a number of consultees, including South West Regional Assembly (SWRA), Government Office South West (GOSW), South West Regional Development Agency (SWRDA), Cornwall County Council (Policy & Sustainability; Transportation Policy Unit; Historic Environment Unit; AONB Unit), Highways Agency, Environment Agency, Natural England, Cornwall Wildlife Trust, Royal Society for the Protection of Birds (RSPB), the Commission for Architecture and the Built Environment (CABE), and others.
- 4.2 Although all comments received have been noted, provision of full details is beyond the scope of this report. However, in brief, they include the need to reflect sustainability principles generally; to consider spatial options and choices, and identify an appropriate distribution and inter-relationship between various uses; to ensure an appropriate balance between housing and employment, and also supporting infrastructure; to assess the impact of development on traffic levels and the road network, and ensure integration between transport and land use planning through a focus on and the optimization of sustainable travel options (via mixed use, minimisation of outward migration and reduction in travel demand through self-containment, and investment in alternatives to the private car); to incorporate a strategy for climate change, and examine flood risk; to ensure provision of green infrastructure.

## 5.0 Conclusion

- 5.1 The results available from analysis of responses to the Issues and Options paper are informative and useful in helping to set a basic framework for subsequent work. For instance, useful pointers have been received about specific suitable sites and appropriate uses.
- 5.2 Based on the responses received it would appear that the local community are generally supportive of the need for regeneration and development in and around Penzance and Newlyn, although there are tensions about the scale of development which may be needed to fulfil the 20 year requirement. There is more support for development on previously developed sites (brownfield sites) and there is significant concern amongst residents about development on agricultural / greenfield sites, especially on sites which had previously been allocated in the Penwith Local Plan as protected Open Areas, along with other parks and gardens.
- 5.3 There was clear opposition from Long Rock residents about the AAP boundary including the village, and to a lesser extent there was concern from others about the exclusion of Gulval. This debate was exacerbated through the identification of a potential Gypsy & Traveller site at Long Rock. The original decision to include Long Rock was based on the fact that there is much employment space in the village which provides employment opportunities for Penzance residents, and so this was seen as an integral part of the overall Penzance provision. It was never the intention that any major housing development would be directed towards the village, though there are obviously opportunities to increase employment space through expansion of existing sites or a realignment of the existing employment land. Gulval was excluded from the AAP, as there are limited opportunities for housing or employment growth in and around the village, and it was thought that it should be dealt with under the policy in the Core Strategy for smaller towns and larger villages, rather than seen as an urban extension to Penzance town. However, both of these points will be reviewed through the new County-wide Core Strategy, and any decisions will be aided by the results from the district wide Strategic Housing Land Availability Assessment currently being undertaken.
- 5.4 The vision and objectives were generally supported, although there is seen to be a need to emphasize reference to protecting open space and recreational areas and the need to plan for additional transport infrastructure to alleviate pressures. There also appears to be an emphasis on raising the quality of Penzance's tourism offer and retail sector.
- 5.5 Clear pointers were provided about previously developed sites within the town. There appears to be support for redevelopment of key sites such as the Factory west of Gwavas Road, the Gasholder site, Penwith depot site, St Clare office site and Chywoone Hill to help regeneration in the area. The potential of these sites therefore warrants more detailed consideration.
- 5.6 The subdivision of dwellings in certain areas of town (particularly around the Battlefields) was seen as a major problem, with the majority of respondents wishing to see a policy in place to restrict any further saturation. This theme was also touched upon later on in the document with residents wishing to see a residents car-parking scheme in the area, or policing of on-street car parking. At a meeting of

the Penzance and Newlyn Regeneration Management Group on 30<sup>th</sup> October, it was decided to conduct some preliminary research into developing an interim policy statement on the sub-division of dwellings in certain parts of the town, particularly Lannoweth Road, Penare Road and Morrab Road. This may look at taking a percentage threshold approach, over which no further sub-division would be allowed, utilising Policy H-2 of the Penwith Local Plan which resists intensification of residential use where it would have a adverse effect on the character or amenity of the area.

- 5.7 The development of affordable housing for local people was supported by the majority of respondents, although there was also a feeling that quality market housing was also needed to support the regeneration of the town.
- 5.8 Concerns were expressed about the potential use of land for provision of Gypsy and Traveller sites. Work on the identification / assessment of potential sites has now been put aside from consideration pending review of the situation through work on the Cornwall Local Development Framework.
- 5.9 In relation to provision of appropriate supporting infrastructure, facilities and services, there is support for a range of community, entertainment, and sports / leisure facilities within the town to support the existing and future population, young and old. In particular there is a desire to see the protection and refurbishment of existing meeting places, the promenade and Jubilee Pool. Another key issue is adequate provision for healthcare with concern about the status of West Cornwall hospital into the future; and adequate police coverage.
- 5.10 In relation to town centre and shopping issues there is a desire to keep the Wherrytown Co-op site for retail usage and a desire to see mixed use development at the Gasholder site, in order to maximise opportunities. Many wish to see better pedestrian links and provision of open spaces / green spaces with seating within any redevelopment of these key sites. The need for a range of complementary cultural events and festivals is reiterated and supported.
- 5.11 Another key issue is road congestion, parking problems and public transport links. Responses indicate concern about existing and potentially exacerbated congestion in the town and a desire to see this remedied through additional parking within the town centre, provision of a residents parking scheme, consideration of a park and ride facility, and more Hoppa style buses operating on a circular route around the town.
- 5.12 Due to significant concerns about the development of greenfield areas currently included in the Area Action Plan, the available options will therefore need to be examined in more detail before any firm decisions are made about the overall development strategy for the town. This continues to be dependent also upon confirmation of precise housing requirements for Penwith to be included in the Regional Spatial Strategy. The Secretary of State's Proposed Changes to the Draft RSS were published by the Government Office for the South West on 22 July 2008, and currently propose a build-rate of 7,800 new homes to the Penwith District by 2026. Penwith District Council, together with Cornwall County Council and the Regional Assembly, have submitted objections to this figure, requesting that this be reduced to 6,240. The Secretary of State's response should be available early in 2009.