

Penwith District Council



Penwith Local Development Framework

Hayle Area Action Plan 2006 - 2026

**Issues and Options
Paper**

***Have your say about how and where Hayle
should be developed over the next twenty years***



January 2008

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NOTE

This consultation paper refers to a map showing a number of sites in and around Hayle. The map has been prepared 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

Hayle is a unique town with a rich heritage and a confident future. However, as one of the main towns in Penwith it is also a town 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 Hayle whilst responding to the issues that exist.

This consultation paper sets out the key issues facing Hayle together with opportunities and options for regeneration and growth over the next twenty years. It is the first step towards producing the Hayle 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.

This is your town 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 Hayle. Together with a Core Strategy document for Penwith as a whole, the **Hayle Area Action Plan** will provide a mechanism for delivering regeneration of the area 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 Hayle Area Action Plan. Taking its lead from the *Hayle Area Plan 2005-25*, the community-led strategic plan for the area, the paper seeks to establish the key issues affecting Hayle 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 your views on how and where Hayle 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 Hayle that reflects the needs and aspirations of the local community. A number of questions are asked throughout this paper but to enable people to comment a separate **questionnaire** is available. You can provide your views by completing the questionnaire and returning it to:

Sustainable Development Policy Team
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Penwith District Council
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- 1.6 **The consultation period for this Issues & Options paper runs from 17th January until 25th March 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 development sites, please ensure that they are submitted before 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 opportunities and options for future development in Hayle. Comments received will help the Council develop new planning policies and proposals for inclusion in the Hayle 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. 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 Area Action Plans for specific areas of the District, including Hayle.

2.3 What is the Hayle 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 Hayle 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 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, is now available. At the same time the Council has prepared this Issues and Options paper specifically for the Hayle Area Action Plan. It seeks to establish the key issues affecting the future of 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 Hayle, which is programmed to be published for consultation later this year. This will be followed by preparation of a Submission version of the Hayle 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 Hayle Area Action Plan?

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

- **Issues and Options** paper (setting out key issues affecting Hayle 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 Hayle 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 Hayle 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 Hayle 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 Hayle Area Action Plan should take, including:

- What you think about the suggested vision and if this is how you see Hayle 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

Location and History

- 3.1 Hayle, with a population of about 8000, is one of the principal towns in Penwith. Located on the north Cornish coast, in a spectacular natural setting on the east side of the Hayle Estuary, it has been a focus for settlement and maritime trade since prehistoric times. As a result, it has a strong, locally distinctive character. Flanked by three miles of beach and sand dunes of great amenity value, much of the periphery of the town is ecologically sensitive.
- 3.2 From the mid 18th century Hayle played a key role in Cornwall's industrial revolution as it developed into one of its main industrial ports, serving surrounding mines and becoming home to the Cornish Copper Company and two of the counties largest iron foundries. As a result, it occupies a distinguished position in Cornish economic and social history.
- 3.3 The rival Copperhouse Foundry and Harvey's Foundry were largely responsible for the expansion of Hayle during the 19th century, when the twin settlements of Copperhouse and Foundry developed side by side, connected by the harbour and quays. Now linked by later residential and civic development, this has created a distinctive 'linear' settlement with no single focus. Despite both foundries having ceased operation by the early part of the 20th century, Hayle continued to be a thriving port until the Second World War, when it served as a base for building ships and guns and producing bromide for aviation fuel. The range of other industries, for example large scale milling, baking, brewing, rope making, chemical manufacture, and explosives (one of the 3 largest explosive works in Britain before the First World War), is unusual in such a relatively small town.
- 3.4 Hayle's golden age of industrialisation steadily waned throughout the late 19th and early 20th centuries, followed by the town suffering years of under-investment in the late 20th century. With the contraction of traditional industries, the town's prosperity declined and it now suffers from economic and social deprivation.
- 3.5 Despite the demolition of much of Copperhouse Foundry and key elements of Harvey's, the historic industrial town and port of Hayle is largely intact. As a result it is rich in historic remains, including the principal surviving historic fabric of the largest fully integrated mining port and steam engine manufacturing centre in Britain, as well as other key industrial and public buildings. Extensive quays and wharves together with a number of historic structures connected with the industrial activity at Foundry and Copperhouse survive. The surrounding urban fabric, principally deriving from industrial growth, is of considerable historical significance.
- 3.6 The Port of Hayle's importance and international significance has been recognised by its inclusion as part of the Cornwall and West Devon Mining Landscape World Heritage Site. Parts of the town are also designated as a Conservation Area and include a number of important Listed Buildings. In addition, surrounding areas, such as the sluicing pools at Carnsew and Copperhouse and the dunes at the Towans, provide a range of habitats for important flora and fauna and are variously

designated as Sites of Special Scientific Interest, Areas of Great Scientific Value, and County Wildlife Sites.

- 3.7 Put simply, Hayle is a settlement of unique character and great historical significance, contained within a landscape of equal merit. However, the area is fragile and vulnerable to neglect, decay and unsympathetic development.
- 3.8 Through the Market and Coastal Towns Initiative, the community-led strategic plan for the area, the *Hayle Area Plan 2005-25*, has identified a number of key social, economic and environmental issues which need to be addressed to help catalyse the regeneration of the town.
- 3.9 The redevelopment of the harbour area is seen as a significant factor in the regeneration of Hayle and key to the future of the town. Since the 1980s Hayle harbour has been the focus of a number of proposals aimed at regenerating the area and economy. Unfortunately, these have not been brought to fruition and efforts to revitalise the harbour have unfortunately had little impact in reversing the town's economic decline in recent years. However, with the acquisition of the harbour and other land by ING Real Estate, prospects for the harbour's successful redevelopment are now looking more positive than they have done for decades. A 'masterplan' is currently being developed and an application for planning permission is expected to be submitted in early 2008. It is anticipated that the scheme will include residential development (open market and affordable housing), retail units, business centre and college, business and industrial units, marina and sailing club, health club, hotel, and community facilities.

Key Characteristics

- 3.10 The *Cornwall Towns Study* (2006) examined the economic potential and future growth of the 18 larger towns in Cornwall, including Hayle, to assist in the development of the approach to strategic economic growth 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:**

- Unique natural environment – proximity of St Ives Bay;
- Industrial heritage;
- Strategic transport infrastructure – A30, main line rail route and harbour;
- Key employment sectors include Health & Social Work, Hotels & Restaurants, Retail, Education and Wholesale;
- Other specialisms include manufacture of basic metals and fabricated metal products;
- Beaches/surfing;
- Active MCTI (Market and Coastal Towns Initiative) structures and Town Council, MCTI programme.

- **Weaknesses:**

- Relatively deprived wards;
- Shortage of good quality jobs;
- Limited supply of sites and premises;
- Low levels of productivity – forecast to fall over next 20 years;
- High unemployment;
- Low skills levels;
- Not a strong local centre – net exporter of employees; low levels of containment for work and services, underperforming retail sector;
- Poor image of town centre and harbour;
- Topography, ribbon developments;
- Inadequate train station and services.

- **Opportunities:**

- Hayle as gateway to Penwith;
- Hayle Harbour Redevelopment to regenerate a key site and bring employment to the town;
- Unique heritage which can be better exploited, including regeneration projects – Harvey's Foundry, Hayle Townscape, Cornish Mining World Heritage bid;
- Wave Hub project – potential for major spin-offs and associated developments in environmental technologies, and potential links to Combined Universities in Cornwall;
- Development of tourism and other key sectors including ICT, creative industries, food & drink, watersports/maritime sector;
- Forecasts suggest Other Business Activities and Education & Health will lead employment growth over next 20 years, along with Distribution;
- 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;
- Environmental and ecological assets.

- **Threats:**

- Competition from other centres;
- Not benefiting fully from current regeneration initiatives;
- High levels of employment growth will not be achievable without support – up-skilling the labour force and providing suitable sites and premises;
- Risks if Hayle Harbour project fails to progress;
- Reliance on car travel;
- Lack of affordable homes .

Boundaries

Hayle Area Action Plan

- 3.11 To provide a focus for the Hayle Area Action Plan a provisional boundary setting geographical limits to the area covered has been drawn. This is shown on the **Map** accompany this paper. The boundary 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 Hayle Area Action Plan.
- 3.12 The focus of the Hayle Area Action Plan is on the main urban area of Hayle, including Foundry and Copperhouse centres and the harbour. However, it also encompasses outlying areas such as Phillack and part of the Towans, and also land around the existing industrial, business and commercial area at Marsh Lane. To the south of the town, the A30 has been set as a logical boundary, partly for convenience but also because it encompasses significant areas of land which have potential for future development for housing / employment or other uses. Some land to the south of the A30 is also included at this stage because there is a proposal to develop the area. Existing allocated areas and potential additional areas for industrial and business uses in the vicinity of the St Erth roundabout and proposed Park & Ride facility at St Erth Station are also included.
- 3.13 Consideration has been given to whether the whole of the Hayle, St Erth and Gwinear-Gwithian Parishes should be included within the geographical area of the Hayle Area Action Plan, based on the links between Hayle town and the outlying villages, i.e. Angarrack, St Erth, Connor Downs, Wall, Reawla, Carnhell Green, Gwinear, and Gwithian, through the Hayle Area Plan. However, notwithstanding some cultural links, those villages are considered to be essentially separate rural communities. Accordingly, they have not been included and are not considered in detail in this paper. Their 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 January 2008, with an initial Issues & Options paper programmed to be published for consultation in September – October 2008.

QUESTION 1:

Do you agree with the boundary that has been drawn for the Hayle Area Action Plan?

QUESTION 2:

What suggestions do you have for changing the boundary?

Hayle

- 3.14 To direct future development to sites within the existing built-up area of Hayle and aid the interpretation of relevant policies, a provisional 'development boundary' for the town has been drawn. This is shown on the **Map** accompanying this paper. The boundary is intended to provide clear and unambiguous guidance as to where development will, in principle, be acceptable, and in so doing give a measure of

certainty and predictability to the development plan and development control decisions. A boundary will help avoid dispute over what particular sites, especially those on the edge of the town, are covered by policies that allow infilling or other development. The boundary largely follows the existing perimeter of the built-up area of the town. Through this paper a number of potential development sites outside the development boundary are also identified for consideration. Preferred sites for development will be shown on the site allocations map included with the adopted version of the Area Action Plan.

QUESTION 3:

Do you agree with the boundary that has been drawn for Hayle town?

QUESTION 4:

What suggestions do you have for changing the boundary?

Phillack

- 3.15 Although included within the administrative boundary of the Hayle Area Action Plan, Phillack is identified as a separate settlement, one of the 'smaller villages', in the Preferred Options document for the Core Strategy. As such, it is intended that new development will be restricted to small sites, up to 0.1 ha in area, within the village for affordable housing and local employment needs only. A provisional development boundary for Phillack is shown on the **Map** accompanying this paper. Production of the Area Action Plan provides the opportunity to consider how best to maintain the separate identity of the village. Currently, this is addressed by the designation of 'Open Areas...' (Policy TV-2 of the Penwith Local Plan) on the outskirts which help protect the setting of the village from adverse development and prevent its coalescence with the main area of Hayle town. The value of, and continuing need for the existing Open Areas is discussed in more detail at Sections 7.4.17 to 7.4.19.

QUESTION 5:

Do you agree with the boundary that has been drawn for Phillack village?

QUESTION 6:

What suggestions do you have for changing the boundary?

Other areas

- 3.16 The remaining parts of the geographical area of the Hayle Area Action Plan are identified by the Core Strategy as being part of the wider rural area. In this area, no further housing development will be permitted unless it can be demonstrated that there is an essential need for a person working in agriculture or forestry to live at the proposed location.

4. POLICY & STRATEGY CONTEXT

- 4.1 The production of the Hayle 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.

Sustainable Communities: People, Places, Prosperity (2006)

4.7 The previous document, *Homes for All*, set out the Government's aim to give 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)*, *PPS3: Housing (2006)* and *PPS12: Local Development Frameworks (2004)* are particularly relevant to the production of the Hayle 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 (2007)

4.12 This 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.

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, and provide the context for planning for housing through development plans and planning decisions, 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 area, both urban and rural.

4.14 PPS3 also sets 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 at Section 7. Copies of the complete documents are available via the Communities and Local Government

Regional Planning Policy

Regional Spatial Strategy

4.20 At the regional level, the preparation of the Hayle 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. The Examination in Public took place during April – July 2007. The Panel's report is expected towards the end of 2007, further to which, and subject to any necessary revisions, it is anticipated that the RSS 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 has the same status and must therefore 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. However, no mention is made of Hayle. As part of the consultation and examination process, the Council has sought to secure greater recognition for both Penzance and Hayle. In its representations, it has argued that Penzance should be recognised as being 'strategically significant' (Strategically Significant Cities and Towns - SSCT), and Hayle as a 'locally significant' market town. Insofar as Hayle is concerned, early indications following the examination of the Draft RSS are that the local significance of particular towns is a matter for local planning authorities to consider through their Core Strategy as part of the Local Development Framework process. The role of Hayle is therefore explained in the Preferred Options document for the Core Strategy. It seems likely that the town will be specifically listed under the relevant policy in the adopted RSS.
- 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 Draft RSS has set a requirement of 4,800 new homes to be built in Penwith during that period, which equates to 240 new homes per year. Given past rates for the delivery of new homes in Penwith, the Council considers that the requirement is reasonable and achievable. No breakdown by specific settlements is provided by the RSS. That is the role of the Penwith Local Development Framework, which through its Core Strategy and the various Area Action Plans, including for Hayle, 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 Hayle 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 Hayle 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, earlier this year. A Preferred Options document has subsequently been produced and is available for consultation at the same time as this paper.
- 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 is now being taken forward as the Council's intended policy direction through the Preferred Options 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 Hayle 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 Hayle, the Preferred Options document for the Core Strategy sets out a requirement to provide 2000 new homes (with the aspiration that half of these will be affordable) and 12.17 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 Hayle 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 Plan 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 the 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 (in preparation)

- 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 of 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 to 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 Hayle 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:
- **1. Jobs** – a prosperous area with job opportunities for all;
 - **2. Housing** – an area that has sufficient quality housing for all our community needs;
 - **3. Safe, Strong Communities** – an area that supports safe, empowered and thriving communities;
 - **4. Health** – a place where people are healthy and active;
 - **5. Learning** – an area that provides learning opportunities for all;
 - **6. Environment** – a community that values and protects its distinctive landscape and environment;
 - **7. Culture and Heritage** – a community that protects, enhances and celebrates its culture and heritage and is recognised internationally; and
 - **8. 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.

Hayle Area Plan 2005-25

- 4.39 The *Hayle Area Plan 2005-25* is a community-led strategic plan for the development and regeneration of Hayle and the surrounding parishes of Gwinear-Gwithian and St Erth. Funded by the Market and Coastal Towns Initiative, it is the result of two years of work undertaken by *Revitalise! Hayle Coast and Country*, a team set up by the Hayle Area Forum.
- 4.40 The Plan describes the following vision for Hayle:

'By 2025 Hayle will be a distinctive area, celebrating, protecting and promoting its natural and heritage assets; a friendly area, embracing new residents, businesses and visitors in the warmth of its welcome and traditions; a skilled area, providing skills and quality employment for local people and growth opportunities for local businesses; and a sustainable area, making sure that all new initiatives are planned and developed for the benefit of the community. We will have created an effective

environment for regeneration through branding, which we regard as key to the economic regeneration of Hayle.'

- 4.41 The Plan sets out a methodology for achieving the above vision, covering all aspects of community life in the Hayle 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 Hayle 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 Hayle area.
- 4.42 The Plan identifies the way in which an area presents itself as a key element in any regeneration process. It states that by 2025 it will create a regenerated and vibrant economy by establishing a clear and compelling logical theme or 'brand' to focus the minds and efforts of all key agencies and partners in Hayle's development and regeneration. Three strategic themes are identified, all based on the single key binding element in Hayle's history, heritage, culture and environment: water. These are:
1. Hayle: a unique water-front environment;
 2. Hayle: the watersports centre of the UK;
 3. Hayle: the national centre for sustainable water-based energies.
- 4.43 As part of the process of producing the Plan consultations were carried out with the community and visitors in 2004/2005. These consultations, along with a 'Healthcheck', informed the vision for the area and also the priorities of the Plan. Top priorities identified from the consultations were:
- a revitalised Harbour;
 - more and better quality shops, restaurants and cafes;
 - improved town buildings;
 - a town centre and better focal point for the town.
- 4.44 Interviews showed that people were keen for the development of the harbour. This was seen as bringing jobs, houses and increased prosperity to the area. A significant number of people commented, however, that it is important that thought is given to the social, educational and community facilities and services which are necessary to sustain future development in the town.
- 4.45 Based on issues raised through public consultation, the Plan sets out five Priority Areas, each addressing key issues raised through the consultation process via identified goals and projects. These are:

1. Traffic and Transport

'We will seek to influence a coherent plan for traffic management, working in partnership with our neighbour towns, and agencies concerned with environment and sustainability, in order that residents, businesses and visitors alike are able to easily access and enjoy all that Hayle has to offer.'

1. An integrated public transport provision;
2. Car parking at the beaches and seasonal congestion;
3. Car parking in Hayle town;
4. Management of A30 traffic;
5. Encourage walking and cycling.

2. Business, Enterprise and Economy

'We will strengthen our economy by supporting business development initiatives, and seek to position Hayle nationally as the leading centre and location for all aspects of water sports and renewable water-based energy industries; by attracting the participants; creating the surround; attracting the industries; by innovating new approaches to live-and-work developments.'

'We will work with further and higher education providers, and employers, to create a learning and skills development strategy that will enhance the economic and life-prospects of all members of our community through training, new horizons, and opportunities for up-skilling.'

6. A water-sports development strategy;
7. A water-based sustainable energies development strategy;
8. The development of Hayle harbour;
9. Addressing the shortage of well-paid jobs;
10. A skilled workforce;
11. Hayle town centre facilities;
12. An infrastructure to support business growth;
13. A post-16 learning centre for Hayle.

3. Community Well-being

'We will improve the life of residents, enhancing the quality of their leisure time, their safety, health and well-being. We want vibrant, engaged individuals making the most out of and contributing to their community. We want to establish a sense of place, and pride in the environment in which we live and work.'

We will work towards the provision of satisfactory housing for all our residents, and seek innovative solutions to affordable housing schemes within the towns and villages.

We will highlight the needs of our young people and focus resources and expertise on meeting those needs.'

14. Community sports and leisure facilities;
15. Affordable housing;
16. Access to health services for residents and visitors;
17. Recognising the needs of Hayle area youth;
18. Community Safety;
19. Access to quality primary and secondary education.

4. Heritage, Culture and Environment

'We will seek to preserve and promote our unique cultural, industrial and environmental heritage for the benefit and enjoyment of both residents and visitors, making a unique contribution to the cultural and economic regeneration of Hayle.'

20. Preserve and enhance the unique water-front environment;
21. Re-establish Hayle's heritage;
22. Preserve and protect the towans and the coastline;
23. Access to the harbour and beaches.

5. Tourism and Sustainability

'We will develop a quality tourism offer that maximises our environmental, historical and cultural heritage, creating a sustainable, year-round industry that will increase the economic contribution of tourism to our economy. We will promote Hayle actively through the vehicle of the the three Strategic Themes in order to create a national awareness of the unique Hayle 'offer.'

24. Supporting tourism and the need for sustainability;
25. Developing environmental tourism: a Fragile Coast Centre;
26. Developing cultural tourism: festivals and events;
27. Promoting our environment and heritage assets;
28. Tourism accommodation.

- 4.46 The Plan is now being taken forward by the Hayle Area Plan Partnership, including a Management Team and a number of Delivery Groups (covering the five Priority Areas) which have been set up to help realise the individual projects.
- 4.47 Further information about the Hayle Area Plan, including the Management Team and Delivery Groups, is available via the website: www.hayleareaplan.org.uk.

Other Community-Involved Plans

Hayle Townscape (2005)

- 4.48 *Hayle Townscape* is the report of a study commissioned by Penwith District Council and Cornwall County Council to develop design proposals to provide a framework for the incremental provision of enhancements to the public realm in and around the town centre of Hayle. Initially produced as a reference point for works carried out under the Townscape Heritage Initiative Scheme that commenced in the summer of 2004, it is intended that the study will also inform other private and public sector works during succeeding years. From consultation with local community groups and stakeholder organisations the following 'Current Problems' were identified:

- Lack of clear identity;
- Predominance of vehicles at the expense of pedestrian environment;
- General air of neglect;
- Lack of central focus;
- Disregarded waterfront;
- Poor links to beaches and Towans;

- Minimal reference to the town's heritage;
- Poor disabled access;
- Poor traffic circulation and parking;
- Inconsistent street furniture;
- Failed footpath pavings;
- Poor maintenance to many commercial frontages.

4.49 This led to the identification of the following 'Potential Benefits':

- Large number of seasonal visitors;
- Extensive water frontage within the town centre;
- Outstanding local beach and dunes;
- Recognised ornithological centre;
- Sheltered sub-tropical environment;
- Excellent train and road links;
- Strong local heritage theme;
- Proximity to local visitor magnets – St Ives and West Penwith;
- Varied historic structures.

4.50 The report brings together and illustrates a series of proposals which are integrated into an overall vision for the community based around the following points:

- introduce a degree of continuity binding together what has been historically a disjointed physical fabric;
- repair some of the links and relationships with the local topography and physical setting of the town;
- strengthen the relationship between the town, the harbour and the sea, a relationship that has become marginalised with the decline in the economic activity of the harbour;
- generate a clear sense of identity that can serve to enhance the public image and understanding of the town;
- bring back into balance the relationship between people as car users and those moving around the town and by bicycle.

Previous Plans

4.51 In addition to the above documents, a couple of previous community-led initiatives, looking at strategies for the protection, regeneration and growth of Hayle, deserve mention. These are:

- **Hayle Action Plan (1995)** - Produced for the Hayle Action Team by the Civic Trust Regeneration Unit, the *Hayle Action Plan* provided a comprehensive analysis of the strengths, weaknesses, opportunities and threats facing Hayle. It also set out a challenging action plan for the regeneration of the town, looking in detail at issues of historic heritage, urban conservation, urban landscape, tourism, local economy, social housing, traffic matters, community action, development potential, and the harbour. The document was formally adopted by the Hayle Action Team in 1996 and subsequently entered into the constitution of the Hayle Town Forum, which replaced the Hayle Action Team, in 1997;

- **Framework Hayle (1992)** – Produced by Hayle Town Trust, *Framework Hayle* aimed to promote a dynamic awareness of Hayle's historical and natural assets, and to secure recognition of those assets and provision of a unifying framework of proposals for a continuing programme towards their realisation and utilisation.

4.52 Although superseded by the *Hayle Area Plan 2005-25*, these documents contain much useful information about the fabric of the town and the aspirations of the community. Together with the aforementioned plan they are useful in helping to develop planning policies and proposals in the emerging Hayle Area Action Plan.

Other Strategies

4.53 In addition to the documents identified in the preceding sections, there are various other documents which need to be acknowledged. At the regional level these include *Just Connect! An Integrated Regional Strategy for the South West 2004 – 2026*. This is the overarching strategy setting out the context for the various other regional strategies dealing with particular topic based issues, and expressing the overall needs of the region. This integrated regional strategy sets out the regions key aims and objectives where integration across other regional strategies is critical to the future of the region. Every strategy that is prepared and reviewed in the region must be set within the context of *Just Connect!* This includes the Communities Plan for the South West and the Regional Spatial Strategy, and other strategies for housing, economy, employment and skills, innovation, international trade, transport, culture, sport, tourism, renewable energy, sustainable energy, water resources, waste, environment, historic environment, architecture and the built environment, and ICT.

4.54 Other key strategy documents include:

- *Strategy and Action – The Economic Development Strategy for Cornwall and the Isles of Scilly* (2007)
- *Cornwall and Isles of Scilly Employment Space Strategic Assessment* (2007)
- *West Cornwall Economic Delivery Plan* (emerging)

4.55 Where appropriate, relevant details from the aforementioned documents are provided in the following sections of this paper.

5. VISION

- 5.1 As part of the process of producing the Hayle Area Action Plan we are seeking to produce a coherent spatial 'vision' for Hayle. 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 *Hayle Area Plan 2005-25*, the community-led strategic plan for Hayle, a suggested **vision** for the town is:

'A revitalised and distinctive waterside town, rich in culture and with strong focal points, Hayle will be an attractive, thriving, vibrant and safe place to live, work and visit. It will have capitalised on its unique location, character and urban form by acting as a focus for carefully managed growth in housing, employment, shopping, leisure, and tourism, together with provision of the infrastructure that is required to enable and support it. It will have a complementary and sustainable mix of appropriate uses and high quality, well designed and accessible buildings and open spaces, together with new and improved local facilities and services to support diverse residential and business communities. Links into Hayle from the surrounding area and between the harbour area and the two key centres at Foundry and Copperhouse will be improved, ensuring better accessibility and functionality together with the successful integration of new areas of development, whilst also resulting in a reduction in traffic congestion along principal routes through the town. Hayle's transformation will encourage new investment and innovative development whilst also respecting the town's heritage and traditions together with the natural environment of its setting and surroundings.'

- 5.2 The above vision is underpinned by the following themes:

- High quality of life and provision of lifestyle choice;
- Urban renaissance;
- Opportunities for affordable housing;
- Thriving economy;
- Opportunities for employment;
- Balanced delivery of infrastructure and community facilities with development;
- Quality designed development;
- Sustainable movement;
- Protection and enhancement of the environment.

QUESTION 7:

Do you agree with the vision for Hayle?

QUESTION 8:

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 have subsequently been revised during the process of producing the Preferred Options document which is available for consultation at the same time as this paper.
- 6.2 To realise the vision for Hayle a set of objectives, specific to the Hayle 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 *Hayle Area Plan 2005-25*.
- 6.3 The draft **objectives** of the Hayle Area Action Plan are:
1. **To accommodate within Hayle 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 Hayle 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 Hayle 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 (including in particular the community's aspirations to become a leading centre for all aspects of water sports and marine renewable energy industries), together with the improvement and maximisation of existing developments;**
 5. **To make effective and efficient use of previously developed (brownfield) land in Hayle as a priority in preference to the release of greenfield sites;**
 6. **To ensure that as regeneration and growth progresses, Hayle (including the two centres at Foundry and Copperhouse) ensures its viability by increasing its attraction and effectiveness as a vital cultural and 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 locations;

7. To ensure that key elements of Hayle's cultural and industrial heritage and natural environment are protected and enhanced but are also capitalised on to play an important part in the regeneration, growth and attraction of the town (including in particular through the provision of interpretive centres for the town's heritage and coastal and marine environment);
8. To ensure that the full potential of Hayle's waterside environment (including the harbour, estuary, dunes and beaches) 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 the benefit of the community and visitors;
9. To ensure that the local transport network at Hayle 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 town;
10. To improve linkages within Hayle and to the surrounding area (including between the harbour and the two centres at Foundry and Copperhouse) by creating a network of attractive, high-quality cycle and pedestrian routes;
11. To improve the residential environment of Hayle 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 Hayle 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 9:

Do you agree with the objectives for realising the vision for Hayle?

QUESTION 10:

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 *Hayle Area Plan 2005-25*. 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 Hayle Area Action Plan is to help create a healthy, strong and safe community for the people of Hayle 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. Growth is planned across the town to enable all areas to benefit from new social infrastructure to be delivered alongside residential and commercial development. The Foundry and Copperhouse centres, as well as the harbour area, will be the core of activity but they will need to be linked to other areas of the town, including new areas of development. 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 Hayle;
- improve opportunities for investment in the town;
- 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.

7.1 FACILITATING HOUSING AND EMPLOYMENT GROWTH

- 7.1.1 The Draft *Regional Spatial Strategy* (RSS) sets out a requirement for 4,800 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 sets out the Council's intention to focus development on the main towns of Penzance/Newlyn and Hayle, where jobs, shops and other services and facilities are concentrated. A large proportion of the required new homes will therefore be directed to Hayle 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 2000 new homes and 12.17 hectares of employment land in Hayle during the plan period to 2026. However, these figures are reduced to about 1874 new dwellings if account is taken of housing completions since the start of the plan period, and 6.8 hectares of additional 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 Hayle.

Housing

Strategic Housing Market Assessment (in preparation)

- 7.1.4 A recent study, including a series of six reports prepared by Land Use Consultants as part of a wider project to produce 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 and 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 reports advise 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 a 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 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 also require 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 progress of the Cornwall economy

appears closely linked to, and dependent on, what might happen in its housing markets. 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 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 from 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 the sub-regional picture, the reports also comment on individual local housing markets. Hayle & St Ives is identified as a very small housing market which overlaps those of Penzance, Camborne-Pool-Redruth, and Helston. Nevertheless, migration and travel to work patterns demonstrate that it also acts as a local housing market in its own right. Although the settlements of Hayle and St Ives are defined as making up a single local housing market area, they are different and warrant being examined separately.

7.1.10 The following key points are identified for Hayle:

- Affordability ratio of 12.1:1 (based on lower quartile data for incomes, £11,822, and house prices, £140,907);
- Owner-occupied housing makes up 69.4% of the stock;
- Between April 2005 - October 2006, 163 properties changed ownership, representing a turnover of 5.8%;
- Of the above, 67.2% were priced at over £150k, with the majority being in the £150k - £200k range (mostly semi-detached properties), followed by sales in the £200k - £250k range (mostly of detached properties);
- Social housing in Hayle is relatively high at 16.5% of the stock, with a turnover of 8.9%;
- 44.9% of social housing lets were to homeless households;
- Private sector makes up 12.5% of the housing stock in Hayle;
- 1.8% of housing is owned as second homes (compared to 15.6% in St Ives).

7.1.11 The local housing market at Hayle & St Ives experiences significant issues of affordability. These are extremely acute in St Ives where the market is under additional pressure from the high level of second home ownership. However, in both settlements the private and social housing markets show low levels of turnover, suggesting a degree of stagnation. This suggests that whereas in the past Hayle may have provided opportunities for lower income households to buy in the market, this is no longer the case. Ultimately the affordability problem will only be resolved

mainly by building more homes which open up opportunities and choice for those on lower incomes. This means social rented, intermediate and low cost market housing.

- 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 skill 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 reports 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 to ensure the availability of up-to-date housing needs data for the sub-region and individual districts within it. As part of the study, Opinion Research Services (ORS) conducted 500 random, personal, face-to-face survey interviews in Penwith in 2007. The study findings and recommendations 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 aid allocation of new affordable homes, the Council has created a *Homeseekers Register* for anyone in housing need and seeking affordable housing. The register is constantly 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 (e.g. house or flat) and size (number of bedrooms) of accommodation that is required, as well as an affordability measure indicating the tenure of accommodation (e.g. social rented, shared ownership or low cost to buy) that a household is likely to be able to afford. Based on current data (17 December 2007) from the *Penwith Homeseekers Register*, the number of households seeking an affordable home in Penwith is 3983, of which 2726 have a 'local connection' to the District. The number of households seeking an affordable home in Hayle specifically is 595, of which 476 have a local connection.
- 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 supports mixed and inclusive communities and reduces the need to travel. Development of the Core Strategy 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 therefore promotes and encourages the provision of affordable housing by proposing lower

thresholds (5 dwellings or sites up to 0.15 hectare in area) at which higher quotas (50%) of affordable housing are applicable as part of proposed housing and mixed-use developments in the main towns, including Hayle. This will be supplemented by the allocation of sites through the Hayle Area Action Plan, including, potentially, with higher proportions of affordable housing or 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. The Preferred Options document for the Core Strategy sets 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* and *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 Hayle, to assist in the development of the approach to strategic economic and regeneration of the County. In general it found that all of the towns suffer from a number of similar problems, including in relation to labour market pressure, skills, town centres, sites and premises, congestion and strategic linkages, self-containment, and productivity, innovation and enterprise.

7.1.18 In relation to Hayle specifically, the study notes a range of issues and highlights particular themes or priorities which require consideration and a strategy response if the economic potential of the town is to be fulfilled. These include:

- Town currently operates as a local centre of retail and services, with much of the local labourforce commuting to work elsewhere in West Cornwall;
- Harbour and town centre areas have potential to foster and support significant levels of growth in key sectors, thereby creating new employment, more resident spend and demand for goods and services, and regeneration of the physical fabric of the town to ensure a high quality environment, attract investment, and attract tourism and leisure spend;
- Need to upskill the local labourforce to meet opportunities in Penwith and the Hayle area in modern sectors of the economy and identified key sectors including food and drink and renewable energy;
- Need to ensure supply of appropriate sites and premises for growth and key sectors, largely through the Hayle harbour development proposals, but also the town centres and other sites;
- Regeneration proposals for the harbour and town centre areas are crucial to the economic future of the town;
- Wave Hub identified as a key driver, with the need to maximise its value to the area, through the provision of sites, premises, and other initiatives to attract and grow related businesses, being stressed.

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 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 Hayle specifically, the survey highlights the following issues:

- Economy dominated by hotel & restaurant, retail, and community, social & personal service sectors;
- Majority of businesses located in either a home or shop base;
- Largest proportion of respondents had partnership as their legal format, followed by sole trader;
- Majority of respondents were self-employed;
- The majority of businesses had turnover of less than £50K per annum (highlighting the capacity of the micro business community);
- Largest proportion of businesses had been trading for over 15 years or more (showing a relatively local economy), followed closely by more recent market entrants (businesses having been in existence for 3-5 years);
- Majority of respondents were in the micro business sector (with between 0-2 staff);
- Very low wage economy;
- Workforce overall travels greater distances to work than for Penzance and St Ives (possibly due to the proximity to Camborne-Pool-Redruth and the A30 transport route);
- Trade is derived in near equal proportions from local customers and those from elsewhere in the UK (explained by the retail and tourism based economy);
- Majority of respondents had tourists as their main source of customer, followed closely by local residents;
- Lack of customers identified as one of the main constraints to business growth;
- Internet sales and an increase in footfall were identified as the two main ways to achieve business growth;
- Product/Service and customer service were identified as the main business strengths;
- Marketing identified as the main area of weakness;
- Largest proportion of respondents felt that the retail sector was performing

- below average, followed by performing averagely;
- Image cited as the main reason for poor retail growth;
- Location cited as the main reason why respondents felt a business would wish to relocate to Hayle;
- A large majority of respondents supported the redevelopment of the harbour;
- Local business environment was cited as the main reason why a business would not relocate to Hayle;
- Finding people with the right attitude was cited by the majority of businesses as the main recruiting difficulty, followed by skills;
- Sales and customer service was cited as the main occupation recruited for, followed by skilled trades;
- On the job training was cited as the most common form of training;
- Full-time is the main mode of employment;
- After reducing red tape, regeneration was identified as the main way in which Penwith District Council could help businesses in Hayle.

7.1.21 Analysis of the survey findings identifies the following characteristics of Penwith's underperforming 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 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 survey 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 Hayle 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 Hayle 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 Key supply issues for Cornwall and the Isles of Scilly include a shortage of quality, modern employment 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 space is a real opportunity. Some allocated sites are not deliverable in the short/medium term due to various constraints. In some cases, where premises are available, there is concern about the quality of accommodation and its environment.

7.1.29 Key demand issues include forecasts for continued restructuring within the economy leading to additional net demand for offices and warehouses (with demand for factory floorspace expected to be stagnant), and also 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 provides an 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 aspirational 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 aspirational 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 aspirational 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 aspirational 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 aspirational scenario.

7.1.33 The recommended approach is based on an aspirational 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 to:

- Establish West Cornwall as a knowledge economy and society;
- Ensure environmental sustainability;
- Remove economic and social disadvantage, foster cultural confidence, and improve the well-being of people;
- 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;
- Provision of incubator and grow-on space to facilitate the development of high technology, high growth businesses and enterprise hubs;
- Provision of employment space linked to existing or emerging strategic assets, including, in relation to Hayle, workspace associated with the Wave Hub project.

7.1.36 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)

7.1.37 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 6.8 hectares for the Hayle. 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 Hayle area are 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

7.1.38 The level of growth that is anticipated to occur in Hayle 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 Hayle Area Action Plan will provide a framework to support focussed and sustainable growth in housing and employment development, ensuring that development also responds to the local environment. Based on the findings of initial reports feeding into preparation of 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.

7.1.39 National policy in *Planning Policy Statement 3: Housing* (PPS3) requires the planning system to deliver a flexible, responsive supply of land. To achieve this the Council is required to set out in the Hayle 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. To do this, 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.

7.1.40 To assist in the above process, the Council is undertaking a *Strategic Housing Land Availability Assessment* (due to be finalised and published in March 2008). Together with the *Employment Land Review*, this will provide information on opportunities that exist in Hayle, as well as other settlements in Penwith.

7.1.41 Following preliminary consideration, the following potential opportunities and options have been identified. The areas and sites mentioned are cross-referenced to the **Map** accompanying this paper.

Hayle Harbour (Site H1)

7.1.42 As one of the largest previously-developed (brownfield) sites in the region, the harbour area presents a unique opportunity to help catalyse the regeneration of Hayle and contribute to the creation of a sustainable community and future prosperity of Hayle.

7.1.43 In recognition of its importance and potential, an extensive area at South Quay / Foundry Yard (6.0 hectares), North Quay (7.9 hectares) and East Quay (1.0 hectares) is currently allocated in the Penwith Local Plan for redevelopment to provide a mix of residential (at least 400 dwellings, including 25% affordable), employment, shopping and leisure uses.

7.1.44 A major regeneration scheme involving the previously-developed quays, supplemented by nearby greenfield land between North Quay and Riviere Farm, is proposed by ING Real Estate. A 'masterplan' is currently being developed, and an application for planning permission is expected to be submitted in early 2008.

7.1.45 Key elements of the proposal are understood to currently include:

- About 1000 new dwellings (including 175 affordable homes);
- Employment space;
- Food & drink and retail space;
- Business centre and college;
- Community facilities;
- Hotel;
- Marina and sailing club.

7.1.46 The redevelopment of the harbour area is supported in principle by a large part of the local community, as evidenced by consultation undertaken during the production of the *Hayle Area Plan*. Although the option exists to carry forward the existing allocation from the Penwith Local Plan into the Hayle Area Action Plan, it is necessary to reassess the merits of the allocation, including the principle, extent and most appropriate form of development, to ensure that it is sustainable, integrates with the town, and benefits the community. Potential alternative opportunities and options for development also need to be examined.

7.1.47 As mentioned above, apart from the previously-developed quay areas, there are

opportunities to supplement the potential of the harbour through the inclusion and development of nearby greenfield areas of land between North Quay and Riviere Farm (**Site H10**). However, a large part of this area is currently designated as an Open Area in the Penwith Local Plan in order to protect the setting and separate identity of Phillack (Policy TV-2 of the Local Plan refers). The western part of this area, as well as other land not within the designation, is included in the proposed harbour redevelopment scheme. However, in acknowledgment of the above point, the larger eastern part closest to Phillack has been omitted. The incorporation of the additional greenfield area is understood to be key to the viability of the overall harbour redevelopment proposal, given apparent exceptional reclamation and development costs of the brownfield site and funding limitations. However, as part of the process of producing the Hayle Area Action Plan, it is necessary to review the environmental value of the open areas, and to ensure that potential alternative options are considered. Details of the open areas are included at Section 7.4.18.

7.1.48 The redevelopment of the harbour area, including nearby 'greenfield' land, provides a potential opportunity to contribute significantly towards meeting housing and other requirements. However, even accounting for the number of new homes currently proposed, plus those which might be realised from other previously developed sites within the town which are currently allocated in the adopted Penwith Local Plan and potentially could be carried forward into the Hayle Area Action Plan, there would remain a requirement for additional sites to be identified in Hayle for development during the plan period. The requirement for other sites would be increased in scenarios whereby the harbour and/or other previously-developed sites are not developable or deliverable. The role of the Hayle Area Action Plan, therefore, is to identify and allocate sufficient suitable sites, brownfield and greenfield, to ensure flexibility in meeting requirements.

7.1.49 Although having potential to contribute quite significantly, redevelopment of the harbour area alone will not be sufficient to meet housing and employment needs. Therefore, in terms of a development strategy for Hayle, the **options** would appear to be:

- **Option A**

- Redevelopment of the harbour area, including nearby greenfield areas;
- Development of additional brownfield sites;
- Development of additional greenfield sites.

- **Option B**

- Redevelopment of the harbour area, excluding nearby greenfield areas;
- Development of additional brownfield sites;
- Development of alternative greenfield sites.

7.1.50 Although the expectation is that the redevelopment of the harbour area will proceed, stemming from its allocation in the Penwith Local Plan and in line with its identification by the community as a top priority in the Hayle Area Plan, it cannot be taken for granted. Accordingly, the following third **option** needs to be examined:

- **Option C**

- Exclusion of the harbour area;

- Development of alternative brownfield sites;
- Development of alternative greenfield sites.

QUESTION 11:

Which of the Options A, B or C is appropriate?

Other Previously-Developed Land

7.1.51 In addition to the harbour area, a number of other previously developed sites are available in Hayle.

7.1.52 The following site is included in the Penwith Local Plan, being allocated for the development of a heritage centre and craft workshops with ancillary retail.

- **Foundry (Site H2)** (1.45 hectares)
Proposal TV-E of the Local Plan refers.

7.1.53 Part of the overall area, the formerly derelict Harvey's Foundry site, has already been redeveloped by the Harvey's Foundry Trust to provide offices, workshops and live/work units (Phase I / II – John Harvey House, Dowren House, and Foundry Farm). Other associated buildings remain in situ and continue to represent a potential opportunity for future redevelopment (Phase III – heritage and education centre, managed workspace, and offices). Although currently operational, the site of the Bookers Warehouse (which falls within the overall area) is included in this potential, subject to relocation of the existing business. The remaining part of the allocation could therefore be carried forward into the Hayle Area Action Plan to enable realisation of the original aims for the site. There is also potential for the site to be redeveloped to include other uses, particularly given the close relationship to the Foundry centre. The issue of the heritage centre is considered further at Section 7.3.47, whilst the potential of the Bookers Warehouse site for retail use is considered at Section 7.3.29.

7.1.54 The **options** are:

- **Option A**
Carry forward the remaining part of the existing allocation for the area at Foundry (**Site H2**) from the Penwith Local Plan into the Hayle Area Action Plan to enable realisation of the original aims for the site;
- **Option B**
Reallocate the remaining part of the area at Foundry (**Site H2**) for alternative use/s.

QUESTION 12:

Which of the Options A or B is appropriate?

QUESTION 13:

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

7.1.55 The following sites are included in the existing Penwith Local Plan, both being

allocated for housing development, including a proportion (at least 30%) of affordable housing:

- **Perfex Works (Madison Terrace – Beatrice Terrace) (Site H3)** (1.34 hectares)
Proposal H-F of the Local Plan refers.
- **R & J Supplies (Copper Terrace) (Site H4)** (0.70 hectares)
Proposal H-G of the Local Plan refers.

7.1.56 The allocations could be carried forward into the Hayle Area Action Plan, although there is potential for them to be developed for alternative purposes, for example live/work, business or shopping, or perhaps a mixed use development, particularly given their relationship to the Copperhouse centre. The issue of shopping is considered in more detail at Section 7.3.28.

7.1.57 The **options** are:

- **Option A**
Carry forward the existing housing allocations for the areas at Madison Terrace – Beatrice Terrace / Copper Terrace (**Sites H3 / H4**) from the Penwith Local Plan into the Hayle Area Action Plan;
- **Option B**
Reallocate the areas at Madison Terrace – Beatrice Terrace / Copper Terrace (**Sites H3 / H4**) for alternative use/s.

QUESTION 14:

For each of the allocated areas, which of the Options A or B is appropriate?

QUESTION 15:

If you indicated 'Option B' for either or both allocated areas, what alternative use/s would be appropriate?

7.1.58 Given their location within Hayle, the following additional previously-developed sites have been identified as presenting potential opportunities for redevelopment for housing, employment or other uses, and could similarly be allocated for development:

- **Loggans Mill (Loggans) (Site H5)** (0.08 hectares)
- **Hawkins Motors (Hayle Terrace) (Site H6)** (0.18 hectares)
- **Central Garage (Hayle Terrace) (Site H7)** (0.23 hectares)
- **Atlantic Motors (Commercial Road / Fore Street) (Site H8)** (0.21 hectares)
- **Daniel's Supermarket (Market Square, Copperhouse) (Site H9)** (0.19 hectares)

QUESTION 16:

Are the identified sites suitable for redevelopment, and what use/s would be

appropriate?

QUESTION 17:

What other sites, not identified, are suitable for redevelopment, and what uses would be appropriate?

Windfall Sites

- 7.1.59 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.
- 7.1.60 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.
- 7.1.61 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 / Outlying Sites

- 7.1.62 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 Hayle, it is necessary to identify additional areas of greenfield land to meet planned future growth.
- 7.1.63 Generally, it is anticipated that allocated greenfield sites for housing development would be released during the second half of the plan period, although some sites might need to be released in tandem with the proposed harbour redevelopment or brought forward in circumstances where the development of identified priority brownfield sites, such as the harbour, is not being realised within an appropriate time frame. 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.
- 7.1.64 Further to a preliminary survey, the following broad areas and specific sites have been identified as having potential to accommodate housing and employment growth, in addition or as alternatives to those areas included in the harbour redevelopment proposal:

- **Clifton Terrace – Churchtown Road (Site H10)** (15.79 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Part of site designated as Open Area (Policy TV-2 of Local Plan refers).
- **Riviere Farm (Site H11)** (19.93 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Within designated Area of Great Scientific Value.
- **Lethlean Lane (Site H12)** (2.39 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Designated as Open Area (Policy TV-2 of Local Plan refers).
- **Treveglos (Site H13)** (0.47 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Penpol Road (Site H14)** (9.79 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Southern part designated as Open Area (Policy TV-2 of Local Plan refers).
- **Bar View Lane (Site H15)** (2.94 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **High Lanes (Site H16)** (5.92 hectares)
Largely greenfield. Currently unallocated in existing Penwith Local Plan.
- **High Lanes (North) – Humphry Davy Lane (Site H17)** (5.45 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Designated as Open Area (Policy TV-2 of Local Plan refers).
- **High Lanes (South) – Strawberry Lane (Site H18)** (6.62 hectares)
Largely greenfield. Currently unallocated in existing Penwith Local Plan. North-western part adjacent High Lanes designated as Open Area (Policy TV-2 of Local Plan refers).
- **Trevassack Hill (Site H19)** (4.88 hectares)
Part greenfield / part brownfield. Currently unallocated in existing Penwith Local Plan. South-western edge designated as Open Area (Policy TV-2 of Local Plan refers).
- **Viaduct Hill (North) - Trevassack Hill (Site H20)** (4.37 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Viaduct Hill (South) (Site H21)** (2.31 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Strawberry Lane (East) (Site H22)** (5.69 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Strawberry Lane (West) (Site H23)** (5.16 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.

- **Water Lane - Chenhalls Road - Plantation Lane (Site H24)** (13.28 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Northern part designated as Open Area (Policy TV-2 of Local Plan refers).
- **Water Lane (West) (Site H25)** (1.88 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Water Lane (East) (Site H26)** (0.59 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Water Lane – Mellanear Road (Site H27)** (0.43 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Mellanear Road – A30 (North) (Site H28)** (7.35 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Northern part designated as Open Area (Policy TV-2 of Local Plan refers).
- **Mellanear Road – A30 (South) (Site H29)** (10.05 hectares)
Part greenfield / part brownfield. Currently unallocated in existing Penwith Local Plan.
- **Loggans Moor (Site H30)** (4.39 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. South eastern part within flood zone.
- **Marsh Lane (North) (Site H31)** (10.51 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Designated as County Wildlife Site. Northern part within flood zone.
- **Marsh Lane (South) (Rugby Ground / Playing Field) (Site H32)** (4.23 hectares)
Part greenfield / part brownfield. Currently unallocated in existing Penwith Local Plan.
- **Marsh Lane (South) (Site H33)** (2.54 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Grist Lane (Angarrack) (Site H34)** (3.32 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Northern part (between Marsh Lane Industrial Estate and Angarrack village) designated as Open Area (Policy TV-2 of Local Plan refers).
- **Midway Service Station (The Causeway) (Site H35)** (0.36 hectares)
Brownfield. Currently unallocated in existing Penwith Local Plan.
- **Adjacent St Erth Industrial Estate (Site H36)** (5.93 hectares)
Greenfield. Currently allocated for industrial and business uses in existing Penwith Local Plan (Proposal E-A of Local Plan refers).

- **Adjacent St Erth Sewage Works (Site H37)** (1.46 hectares)
Brownfield. Currently allocated for industrial and business uses in existing Penwith Local Plan (Proposal E-D of Local Plan refers).
- **Rose-An-Grouse – Nut Lane (Lelant) (Site H38)** (15.79 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Griggs Hill (North) (Lelant) (Site H39)** (1.19 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Griggs Hill (South) (Lelant) (Site H40)** (2.41 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan.
- **Station Approach (East) (St Erth) (Site H41)** (1.69 hectares)
Greenfield. Currently allocated for industrial and business uses in existing Penwith Local Plan (Proposal E-B of Local Plan refers).
- **Station Approach (West) (St Erth) (Site H42)** (7.03 hectares)
Greenfield. Currently unallocated in existing Penwith Local Plan. Southern part within flood zone.

7.1.65 Further to preliminary assessment, a logical **option** for additional future growth would appear to be development within the broad area to the south of the existing built-up area of the town along the **Penpol Road – St George's Road – High Lanes – Viaduct Hill 'corridor' (Sites H14 - H23)**. This has potential to help meet housing and employment requirements, incorporating necessary infrastructure and other facilities and services to ensure the creation of a sustainable community. A benefit of the area is the potential to integrate new development with the town, bearing in mind in particular the location of existing primary and secondary schools and the scope for improved links to the Foundry and Copperhouse centres. Although the area is probably unsuitable for large scale industrial development, it could be suitable for small scale business uses, including live/work accommodation. The area includes the existing Hayle Football Club and playing fields at High Lanes, with other land in the immediate vicinity (**Sites H22 & H23**) having potential to accommodate the Hayle Rugby Club (currently located at Marsh Lane). Also included are 'Open Areas...' which are currently designated and protected via policies in the Penwith Local Plan. Whilst having potential for development, these areas could alternatively be retained for their environmental value and as a green 'core' within the growth area.

7.1.66 The basic **option** is:

- Expansion of Hayle through the phased development of suitable sites within the broad growth area along the **Penpol Road – St George's Road – High Lanes – Viaduct Hill 'corridor' (Sites H14 - H23)** to enable provision of:
 - housing (including affordable housing);
 - local facilities, services and infrastructure (including community and sports / leisure facilities);
 - employment opportunities (including business / 'live/work' accommodation).

QUESTION 18:

Is development of the identified broad growth area appropriate?

7.1.67 The broad growth area includes a number of individual sites which potentially could be developed for particular uses.

QUESTION 19:

From the list of sites included within the broad growth area, which are suitable for development, and what use/s would be appropriate?

7.1.68 Apart from those sites included within the broad growth area (**Sites H14 - H23**) a number of other potential areas and sites have been identified which could possibly be developed for housing / employment / other uses.

QUESTION 20:

From the list of other sites, not included within the broad growth area, which are suitable for development, and what use/s would be appropriate?

QUESTION 21:

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

7.1.69 Due to its strategic significance in relation to the A30 Trunk Road, the area around the St Erth roundabout presents an opportunity to focus on providing land for industrial and business uses. From a locational perspective, sites within or adjoining the main town area would normally be preferred. However, these are limited, but potential sites in the harbour and Marsh Lane areas. Potentially, therefore, the area at St Erth could help meet requirements for industrial and business which might be difficult to accommodate in the town. Available areas in and around the town could be the focus for smaller scale business uses, including live/work. Despite its relatively remote location from the main urban area of Hayle, the area at St Erth has benefits due to its close relationship to St Erth Station and the proposed Park & Ride facility and intentions to create a transport interchange benefiting Hayle and the other main towns.

QUESTION 22:

Do you support a strategy focusing on provision of land for industrial / business uses in the vicinity of the St Erth roundabout?

7.1.70 The following specific sites are included in the Penwith Local Plan, both being allocated for industrial and business uses:

- **Adjacent St Erth Industrial Estate (Site H36)** (5.93 hectares)
Proposal E-A of Local Plan refers.
- **Adjacent St Erth Sewage Works (Site H37)** (1.46 hectares)
Proposal E-D of Local Plan refers.

7.1.71 The allocations could be carried forward into the Hayle Area Action Plan, although there may be potential for them to be developed for alternative purposes.

7.1.72 The **options** are:

- **Option A**
Carry forward the existing allocations for the areas adjacent St Erth Industrial Estate / Sewage Works (**Site H36 / H37**) from the Penwith Local Plan into the Hayle Area Action Plan;
- **Option B**
Reallocate the areas adjacent St Erth Industrial Estate / Sewage Works (**Sites H36 / H37**) for alternative use.

QUESTION 23:

For each of the allocated areas, which of the Options A or B is appropriate?

QUESTION 24:

If you indicated 'Option B' for either or both allocated areas, what alternative use/s would be appropriate?

7.1.73 The area at St Erth includes the following other sites which potentially could be developed, either wholly or in part, for industrial / business use:

- **Rose-An-Grouse – Nut Lane (Lelant) (Site H38)** (15.79 hectares)
- **Griggs Hill (North) (Lelant) (Site H39)** (1.19 hectares)
- **Griggs Hill (South) (Lelant) (Site H40)** (2.41 hectares)

QUESTION 25:

From the list of sites identified, which are suitable for industrial / business development?

QUESTION 26:

What other sites, not identified, are suitable for industrial / business development?

7.1.74 Stemming from the broad issue of housing and employment related growth, the following sections consider some of the more detailed social, economic and environment issues arising.

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 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 outlines a development strategy for Hayle which includes the provision of 2000 new homes during the plan period 2006 – 2026, with an aspiration that half of these will be affordable. The aim is that this will be achieved through lower thresholds (5 dwellings or sites up to 0.15 hectare in area) 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 Hayle 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 *Penwith Homeseekers Register* together with the *West Cornwall Housing Market Assessment*.
- 7.2.3 Based on current data (17 December 2007) from the *Penwith Homeseekers Register*, the number of households seeking an affordable home in Penwith is 3983, of which 2726 have a 'local connection' to the District. The number of households seeking an affordable home in Hayle specifically is 595, of which 476 have a local connection to the town. In terms of tenure, the majority of registered households require social rented accommodation, with a lower demand for intermediate accommodation. In terms of property type, the highest demand is for 2 and 3 bedroom (and some larger) accommodation, although demand for 1 bedroom accommodation is also high.

Opportunities & Options

- 7.2.4 Meeting affordable housing requirements, through the implementation of ambitious but realistic housing targets and thresholds, will require close working 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 Sections 7.1.42 to 7.1.74 provide details about potential development opportunities in and around Hayle. The development strategy which ultimately will be pursued through the Hayle Area Action Plan will be dependent upon the status and form of the harbour redevelopment proposal, assessment of the developability and deliverability of other sites, and the amount of affordable housing that realistically could be achieved through the development of those sites.
- 7.2.6 Whilst the general aim is that the 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 delivery of affordable housing. Potentially 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, i.e. social rented and intermediate (e.g. shared ownership and low cost purchase), to help maintain a balanced community.

QUESTION 27:

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

Community & Leisure Facilities

- 7.2.7 The *Hayle Area Plan 2005-25* identifies a need to create '*innovative, accessible, and quality leisure opportunities that meet the needs of the community, and provide unique facilities for visitors*'.
- 7.2.8 Hayle currently has a range of facilities, including a town hall, health centre, primary and secondary schools, community centre, day care centre, youth centre, and library, as well as an outdoor swimming pool and football, rugby and cricket grounds. Generally, however, there are relatively few community and leisure facilities, and those that exist are dispersed. Hayle is also home to a number of sports and leisure clubs, including football, rugby, cricket, tennis, netball, running, judo, canoeing, rowing, and surf lifesaving. However, not all have their own facilities, and some of those that do are in need of new or better facilities.

Opportunities & Options

- 7.2.9 In an effort to address the above issues, a number of projects, proposed by various parties but all aimed at improving the range and quality of facilities in Hayle, are being considered by the Hayle Area Plan Partnership Delivery Groups. These include:
- **A. Hayle White-Water Sports Centre (location to be confirmed)**
This is a major project stemming from the strategic themes of the *Hayle Area Plan*. It is aimed at developing a major, multi-faceted white-water sports centre to serve the local community and visitors. It is anticipated that it will

combine the following elements: wave pool with artificial beach; artificial surfing arenas; water safety training centre; outdoor / indoor artificial white-water slalom canoe course; white-water rafting and river-boarding; possible deep-water pool for dive training; higher education learning centre; healthy living centre; catering facility; retail outlet; specialist cinema.

- **B. Hayle Activity Centre (location to be confirmed)**

This is a project aimed at developing a new purpose built building to provide a multi-purpose hall, changing facilities, gym, sauna/plunge pool, ICT facilities, office space, bar/cafe, storage space, meeting rooms, training facilities, crèche, and reception/booking office. The emphasis of the project is on sports facilities.

- **C. Hayle Swimming Pool (North Quay)**

This is a project aimed at refurbishing and covering the existing pool to provide a indoor heated swimming pool and associated facilities.

- **D. Hayle Watersports Association (North Quay)**

This is a project, with planning permission, aimed at developing a purpose built building on land adjacent to the existing outdoor swimming pool primarily to provide meeting/function rooms and storage facilities for local clubs. Opportunities to expand the scope of the project, perhaps linking to the P.E.S.C.E project mentioned below, are being considered.

- **E. Penwith Extreme Sports Centre of Excellence (location to be confirmed)**

Known as P.E.S.C.E, the objective of this scheme is to bring together Penwith based extreme sports providers to maintain safe and environmentally friendly facilities in the district in a way which is acceptable to all beach users, whilst also promoting the natural benefits of the area. The proposers have defined extreme sports as activities that require personal skills to be matched against natural environmental elements, such as wind, water and gravity. They include windsurfing, kayaking, speed sailing, rock climbing, and parascending, as well as a host of others. Facilities to be provided, although locations are as yet unidentified, include a main booking office for all activities, club houses with teaching facilities, showers, bars, etc, and a centre for basic training.

- **F. Outdoor Activity Centre (Phillack Towans)**

This is a project aimed at developing an outdoor activity centre at Phillack Towans. Although the project is still evolving, the current intention is that the centre would be used predominantly as a team building centre, but also provide sports and outdoor activities for local people and visitors (e.g. All Terrain Vehicles, assault course, archery, mountain boarding, and orienteering). A small farm is also proposed as a visitor attraction and educational resource. There are aspirations to extend the use to provide indoor space for meetings and conferences. The proposed area is closely related to the land required for the proposed beach access and car park (see Section 7.5.52). There is potential, therefore, for the two schemes to be combined or developed in tandem.

- **G. Carew House (Queen's Way)**

Carew House is a venue for local service provision and currently includes limited

office, meeting and consulting facilities for community groups and support organisations. The idea is to develop the building to enable the expansion of existing services through the provision of a multi-purpose hall, changing facilities, gym, ICT facilities, office space, bar/cafe, storage space, meeting rooms, training facilities, and a reception/booking office. Only basic sports facilities are proposed, the emphasis of the project being on other community facilities.

- **H. Hayle Bowling Club (St George's Road)**

This is a project aimed at developing a purpose built clubhouse on land adjoining the new bowling green at Ellis Park, in lieu of the current temporary clubhouse, to provide meeting rooms, toilets, visitor's facilities, and indoor short mat bowling facilities.

7.2.10 The Hayle 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 town/new areas of development. Clearly there is much overlap between projects and this will need to be rationalised. Ultimately, however, optimum / preferred sites could be reserved for specific uses or development to ensure that they remain available to meet the needs of particular projects and the community.

QUESTION 28:

From the list of community and leisure facility projects and proposals being considered, which would help meet the needs of Hayle?

QUESTION 29:

What other projects, not identified, would help meet the needs of Hayle?

7.2.11 In specific relation to the proposed **White-Water Sports Centre**, although a location is yet to be confirmed, potential sites currently being considered include:

- **Riviere Farm (Site H11)**
- **Loggans Moor (Site H30)**
- **Marsh Lane (North) (Site H31)**
- **High Lanes (South) – Strawberry Lane (Site H18)**
- **Strawberry Lane (West) (Site H23)**
- **Water Lane – Chenhalls Road – Plantation Lane (Site H24)**
- **Rose-An-Grouse – Nut Lane (Lelant) (Site H38)**

QUESTION 30:

From the list of sites being considered as the location of the White-Water Sports Centre, which are suitable?

QUESTION 31:

What other sites, not identified, are suitable?

7.2.12 In specific relation to the proposed **Hayle Activity Centre**, although a location is yet to be confirmed, potential sites currently being considered include:

- **Penpol Road (part Site H14)**
- **High Lanes (part Site H16)**

QUESTION 32:

From the list sites being considered as the location for the Hayle Activity Centre, which are suitable?

QUESTION 33:

What other sites, not identified, are suitable?

7.2.13 Section 7.1.65 outlines the potential of the broad area to the south of Hayle to accommodate housing and employment growth, possibly including the above two projects. In addition the area presents the opportunity to relocate the existing **Hayle Rugby Club** ground and playing fields at Marsh Lane (**Site H32**) to a site (**Sites H22 & H23**) near to the existing football club at High Lanes – Strawberry Lane in order to enable the use of the vacated site for alternative purposes, e.g. employment.

QUESTION 34:

Do you support relocation of the existing rugby ground and facilities as proposed?

QUESTION 35:

What alternative sites are suitable?

7.2.14 As indicated, the same broad area includes the existing **Hayle Football Club** with playing pitches north and south of the road at High Lanes – Viaduct Hill. These areas have not been identified as potential development sites. Rather, it is anticipated that they will be retained as core facilities within the growth area, supported by an appropriate policy aimed at ensuring their future protection.

QUESTION 36:

Do you support retention and protection of the existing Hayle Football Club at its current site?

QUESTION 37:

What alternatives sites are suitable?

7.2.15 On the other side of the town, at Riviere Towans, is **Hayle Cricket Club**, another established sporting facility within the town. As in the case of Hayle Football Club, it is anticipated that this will also be retained and protected.

QUESTION 38:

Do you support retention and protection of the existing Hayle Cricket Club at its current site?

QUESTION 39:

What alternatives sites are suitable?

Young People

7.2.16 Recognising and meeting the needs of young people living in and around Hayle is identified as a key issue in the Hayle Area Plan, and will be integral to the development of the Hayle Area Action Plan. Through the Hayle Area Plan Partnership, efforts are being made to actively engage local young people in projects to improve and manage their living environment. Although much useful work is carried out to provide youth services and facilities, consultation has revealed that in terms of Hayle as a place to live, the perception of many young people is negative – the most common comments being that there isn't enough for them to do in their free time, or enough safe places for them to go to be with friends (*Hayle Community School Consultation Report February 2007* – produced by Churches Together in Hayle, Friends of Ellis Park, and Hayle Community School, in partnership with Penwith District Council). Generally the male students were pleased with the skate park provided at the recreation ground, although the need for some improvements was identified. However, many female students thought that there was a focus on boys activities, such as skateboarding, and felt that there wasn't enough local provision for girls. Desired facilities included an indoor swimming pool and cinema. Other ideas included a youth cafe or club, and shelters and equipment. Students also showed a clear awareness of broader issues facing their community and mentioned the need for housing and jobs in addition to facilities.

Opportunities and Options

7.2.17 Sections 7.2.7 to 7.2.10 highlight the need for facilities to serve the community as a whole, and various opportunities and options are identified. A number of projects are being progressed by the Hayle Area Plan Partnership. It is anticipated that these will help address some of the concerns and requirements of young people in Hayle. One of the aims of the Hayle 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 40:

Apart from the projects and proposals identified at Section 7.2.9, what other matters related to the needs of young people in Hayle need to be addressed?

Older People

7.2.18 *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.

7.2.19 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 to 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.

7.2.20 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): 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.

7.2.21 At a more local level, 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. The strategy, *Housing, Care and Support for Older People* (2006), identifies 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

7.2.22 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.

7.2.23 Sections 7.1.42 to 7.1.74 provide details about potential development opportunities in and around Hayle including, in particular, at Section 7.1.65, development of the broad growth area (**Sites H14 – H23**) to the south of the Penpol Road – St George's Road – High Lanes – Viaduct Hill corridor. A number of individual sites are included within the overall area, some of which potentially could be suitable for Extra Care Housing, particularly given their relatively high degree of integration with the town.

QUESTION 41:

Is the identified broad growth area suitable for the provision of Extra Care Housing?

QUESTION 42:

From the list of included sites, which are particularly suitable for Extra Care Housing?

QUESTION 43:

What other sites, not identified, are suitable?

7.2.24 Sections 7.2.7 to 7.2.10 highlight the need for facilities to serve the community as a whole, and various opportunities and options are identified. A number of projects are being progressed by the Hayle Area Plan Partnership. It is anticipated that these will help address some of the concerns and requirements of older people in Hayle. One of the aims of the Hayle 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 44:

Apart from the projects and proposals identified at Section 7.2.9, what other matters related to the needs of older people in Hayle need to be addressed?

Gypsies and Travellers

7.2.25 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.

7.2.26 *Circular 01/2006 – Planning for Gypsy and Traveller Caravan Sites* underlines the Government's commitment 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.'

7.2.27 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.

7.2.28 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.

7.2.29 The *Cornwall Gypsy and Traveller Accommodation Assessment (GTAA)*, prepared

on behalf of the local authorities in Cornwall 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 South West Regional Assembly for consideration as part of the emerging Regional Spatial Strategy (RSS).

- 7.2.30 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.
- 7.2.31 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.
- 7.2.32 When preparing the Local Development Framework, the Council must translate the assessment of need for pitches for permanent and transit Gypsy and Traveller accommodation into site allocations. This can be achieved by including sites for Gypsies and Travellers in relevant Development Plan Documents, such as one or more of the programmed Area Action Plans (Penzance & Newlyn / Hayle / St Ives & Carbis Bay / Rural Area). 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.
- 7.2.33 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 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 of unauthorised encampment and migration patterns, together with recent monitoring and observation, is supportive of this locational strategy which has been developed further via the Preferred Options document for the Core Strategy.

7.2.34 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.

7.2.35 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 by the Royal Town Planning Institute's *Good Practice Note 4: Planning for Gypsies and Travellers, Part C: Accommodation and Site Delivery* (2007).

7.2.36 In addition to undertaking to make provision to meet the accommodation requirements of the Gypsy and Traveller community in Penwith, the Preferred Options document for the Core Strategy proposes a policy setting out criteria to guide the identification and allocation of suitable sites and for use in circumstances where there is 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

7.2.37 Following preliminary site identification work carried out in conjunction with Cornwall County Council's Gypsy and Traveller Liaison Officer and Support Worker, a number of sites in the Hayle area have been identified as having varying degrees of potential for development to provide Gypsy and Traveller accommodation. These include:

- **Carnsew Road – Foundry Lane (part Site H1)**

7.2.38 This site has been regularly visited for a number of years by Travellers of Irish Heritage, although it is common for them to be moved on after only a brief stay. However, the site forms part of the allocated site for the harbour redevelopment (Proposal TV-D of the Penwith Local Plan refers). Although its central location offers obvious benefits, its current allocation and likely redevelopment is a significant bar.

7.2.39 Other potential sites which appear to be reasonably well integrated with the town and therefore provide good accessibility to local facilities and services include:

- **Water Lane (West) (Site H25)**
- **Water Lane (East) (Site H26)**
- **Water Lane – Mellanear Road (Site H27)**
- **Mellanear Road – A30 (North) (Site H28)**

7.2.40 The following additional sites have also been considered, although their relatively remote locations would appear to rule them out:

- **Marsh Lane (North) (Site H31)**
- **Griggs Hill (South) (Lelant) (Site H40)**
- **Station Approach (West) (St Erth) (Site H42)**

QUESTION 45:

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

QUESTION 46:

What other sites, not identified, are suitable?

Education, Healthcare and Emergency Services

7.2.41 Rather than simply considering land use issues, such as ensuring a supply of land for housing and employment, the role of the Hayle Area Action Plan is to also consider wider social, environmental and economic issues. The anticipated growth through the harbour and other development represents a significant expansion of Hayle and an increase in the town's population. This 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 impacts 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.

7.2.42 Through the Hayle Area Plan Partnership Community Wellbeing Delivery Group, meetings have been held with representatives of the healthcare and emergency services, including Hayle Health Centre, Police, Fire Brigade, Ambulance Service and Coastguard. Based on preliminary discussions it is apparent that none of the services, bar possibly the coastguard, feel equipped to deal with planned future growth in Hayle. In particular, it is understood that there is a specific requirement for a new centrally located health centre and police station, possibly shared with other services. Potential site opportunities in the town are currently being considered, as well as sites in the wider area for an alternative operational base for fire, ambulance and coastguard services.

Opportunities and Options

7.2.43 Section 7.1.65 outlines the potential of the broad area to the south of Hayle to accommodate housing and employment growth. In addition the area presents the opportunity ensure the integration of necessary community infrastructure and facilities. In particular, land adjacent to Penpol School (**Site H14 – Penpol Road**) and opposite Hayle Community School (**Site H16 – High Lanes**) has potential to cater specifically for future educational requirements.

QUESTION 47:

Should part of the land adjacent to Penpol School (Site H14 – Penpol Road) and opposite Hayle Community School (Site H16 – High Lanes) be reserved for educational use?

7.2.44 In addition to meeting educational requirements, there is also a need, as indicated above, to cater for improved healthcare and emergency service provision. The same broad area, or other sites in and around Hayle, could potentially accommodate required facilities. Development of the Hayle Area Action Plan provides the opportunity to work alongside service providers to help assess optimum locations and preferred sites.

7.2.45 Sites currently being considered for the centrally located health centre and police station include:

- **R & J Supplies (Copper Terrace) (Site H4)**

QUESTION 48:

Is the R & J Supplies (Copper Terrace) site (Site H4) suitable for the provision of a centrally located health centre and police station?

QUESTION 49:

What other sites, not identified, are suitable?

7.2.46 Sites currently being considered as a operational base for fire, ambulance and coastguard services include:

- **Mellanear Road – A30 (South) (Site H29)**
- **Rose-An-Grouse – Nut Lane (Lelant) (Site H38)**

- **Adjacent St Erth Industrial Estate (Site H36)**
- **Mellanear Road – A30 (North) (Site H28)**
- **Griggs Hill (South) (Lelant) (Site H40)**
- **Midway Service Station (The Causeway) (Site H35)**
- **Grist Lane (Angarrack) (Site H35)**

QUESTION 50:

From the list of sites being considered as the operational base for fire brigade, ambulance and coastguard services, which are suitable?

QUESTION 51:

What other sites, not identified, are suitable?

QUESTION 52:

Given the planned level of growth at Hayle, 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 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, and that it should, where possible, be located in connection or associated with other land uses. 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 acknowledges 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 Sections 7.1.42 to 7.1.74 provide details of a number of site opportunities in Hayle which potentially could be suitable for development for a range of uses, including housing, business, commercial, and community uses. These include the harbour area and other brownfield sites in the town, as well as greenfield sites on the periphery. 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 53:

Should Live/Work space be provided through the development of brownfield sites within Hayle, peripheral greenfield sites, or both?

QUESTION 54:

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

QUESTION 55:

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

Marine Renewable Energy Industry (Wave Hub)

- 7.3.6 The Wave Hub concept is to build an electrical grid connection point on the sea bed, into which a series of underwater power connection units and wave energy devices on or just below the surface will be connected. Located approximately 10 miles offshore from Hayle, the proposed facility will be linked to the onshore electricity grid by a subsea cable and new substation. Potentially the project could generate 20 MW of electricity, enough power for 7,500 homes or 3% of Cornwall's domestic electricity needs.
- 7.3.7 The Government is committed to increasing the amount of electrical energy generated by renewable energy sources to 10% by 2010 and 15% by 2015, with an aspiration to 20% by 2020. The UK has one of the largest wave energy resources in Europe and allowing for technical, practical and environmental limitations, wave energy could generate up to one sixth of its electricity consumption. By 2020 the wave energy market in the UK could be worth £0.2 billion.
- 7.3.8 The South West has the potential to generate substantial amounts of electricity from its wave and tidal stream resources, as well as the skills and facilities to support development of the industry. The South West Regional Development Agency recognises the potential of the marine energy industry and is therefore taking a prominent position by supporting demonstration projects with the aim of the region becoming a leader in the renewable energy field.
- 7.3.9 Through the Wave Hub project, chosen developers of wave energy devices would be able to test new devices to assess how well they work and how much power they generate. The project therefore provides developers with the next step towards commercial application of devices and will help enable future financing of commercial projects. Additionally it would provide a resource to support education and training in renewable energy technologies in the South West.
- 7.3.10 Planning permission for the project was granted for the project in September 2007. It is anticipated that construction will take place during Summer 2009, with the first devices being deployed in late Summer 2009
- 7.3.11 In terms direct benefits it is hoped that the project will act as a catalyst for the creation of an entire new industry, building on the South West's (and particularly Hayle's) traditional strengths of maritime and engineering expertise. This would

involve the creation of jobs in manufacturing, deploying, maintaining, inspecting, repairing and decommissioning of potentially a wide range of devices. The indirect benefits of the industry are calculated at up to 450 new jobs and £15 million a year to the regional economy by 2010, rising to around 700 jobs and £27 million a year by 2020. At least 40% of these jobs and 20% of the GVA benefits could be realised in Cornwall.

Opportunities and Options

7.3.12 The aim of the Hayle Area Action Plan is to provide a supportive planning policy framework to encourage and help enable the location and establishment of industries associated with the Wave Hub project in Hayle, with the aim of realising a significant proportion of the anticipated knock-on employment and financial benefits for the local community.

7.3.13 Through the proposed redevelopment of the harbour area it is expected that suitable sites will be provided to accommodate industries associated with the Wave Hub project, taking advantage of the opportunities presented by the strategically important waterside location. In addition, Sections 7.1.42 to 7.1.74 provide details about other potential site opportunities in and around Hayle, including strategically well-located sites adjacent to the existing Marsh Lane and St Erth industrial sites which could help meet requirements.

QUESTION 56:

Do you agree that providing a supportive planning policy framework to encourage and help enable the location and establishment of industries associated with the Wave Hub project in Hayle is appropriate?

QUESTION 57:

What sites are suitable?

7.3.14 Stemming from the development of the Wave Hub project, the local community has aspirations, emerging from the Hayle Area Plan Partnership Delivery Groups, for the development of a 'Centre for Alternative Technology' focusing on renewable energy. Although details and a location for the project remain to be agreed, development of the Hayle Area Action Plan provides a mechanism through which it could be advanced. As mentioned above, there are a number of potential site opportunities in and around Hayle which might be suitable.

QUESTION 58:

Do you support provision of a Centre for Alternative Technology in Hayle?

QUESTION 59:

What sites are suitable?

Town Centres and Shopping

7.3.15 Hayle is an unusual town, insofar as it has two town centre areas, Foundry and Copperhouse. The extent of the town centres (as defined by the Penwith Local Plan) is shown on the **Map** accompanying this paper. Both are relatively small with a limited range of shops and services. The former contains the banks, the railway

station and some shops while the latter has the main supermarket and a wider range of retail outlets. In shopping terms Copperhouse is the more significant centre. However, the shopping facilities throughout the town are predominantly of a lower order and meet the needs of local residents, with some seasonal trade from tourism.

7.3.16 *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;
- 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.

7.3.17 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;
- improving accessibility, ensuring that existing or new development is, or will be, accessible and well-served by a choice of means of transport.

7.3.18 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.

7.3.19 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.

7.3.20 Hayle's retail and commercial performance has been influenced by the weaknesses of the local economy and the decline of the town's industrial and maritime base. The town has the smallest level of retail and service provision in Penwith, with it being dominated by local independent operators and split between the two defined centres at Copperhouse and Foundry plus the recently developed West Cornwall Retail Park. Importantly, comparison and convenience retail provision is not currently able to retain a significant amount of locally generated shopping trips, with

provision being oriented towards top-up shopping and day-to-day shopping needs. However, vacancies in the centres are lower than the national average, indicating that there is a reasonable level of demand for property in Hayle. In terms of shopping patterns and financial performance, only about a third of locally generated convenience expenditure (about one quarter of main food shopping trips and half of top-up food shopping trips) is at present being retained in the town, with significant amounts of expenditure leaking to Penzance and outside the District. This leakage appears to be consistent with the level and type of provision which is currently available in Hayle, which at the moment is limited to medium-sized Co-op and Lidl store. These appear to cater for top-up food shopping trips and only a small proportion of main food shopping trips. Similarly, comparison retail provision in Hayle is only able to retain a tenth of locally generated trips, although this market penetration rate may increase as the West Cornwall Retail Park reaches a settled trading pattern. Apart from the national multiple retailers present at the retail park, Hayle has a relatively low level and range of comparison retail provision. The household survey indicates that there is a public desire to improve the level of shopping facilities in Hayle.

7.3.21 In terms of a strategy response, the study concludes that Hayle is the settlement within Penwith which is most in need of a step change in retail provision and shopping patterns behaviour. A '*revised market share*' approach is therefore recommended. In particular, it is considered that there is an opportunity to stem leakage and retain larger amounts of convenience and comparison expenditure within the town. Realistic increases in the town's market share have therefore been modelled. Overall, it is considered that there is an indicative capacity for an additional 679-1,500 sq m net convenience floorspace by 2012, rising to 864-1,750 sq m net by 2021. Assuming a further increase in the market share of comparison shopping in Hayle, in order to accommodate new provision, there could be capacity for up to 2,200 sq m by 2012, up to 2,900 sq m net by 2016, and up to 4,000 sq m by 2021. However, the ability to achieve these levels will depend on meeting policy tests of impact and the 'sequential approach', and also how increasing the market share of Hayle will impact on future floorspace capacity in other Penwith settlements (e.g. Penzance). In order to accommodate the level of need identified, the harbour area has been identified as being the most appropriate opportunity, in line with the existing Penwith Local Plan allocation. However, this is subject to the proviso that such retail provision is integrated with the existing Foundry centre.

7.3.22 In addition, the Retail Study highlights that Hayle, due to the way it has grown, has a unique challenge of two defined town centres of equal status. The Hayle Area Action Plan has a key role in controlling and managing the status and health of the two centres. Of particular importance is ensuring that proposals for the redevelopment of the harbour area, whilst benefiting Foundry, do not undermine the health of Copperhouse. There is a need, therefore, to examine how the level of identified need can be spread across both centres. It is particularly important that the redevelopment of the harbour area does not constrain public and private sector investment in Copperhouse and, therefore, the Retail Study recommends that proactive steps should be made to identify new retail provision within Copperhouse.

7.3.23 The Retail Study recommends that future proposals for out-of-centre retail development should be carefully considered and prevented if it is shown that they

could soak up significant amounts of identified capacity and/or harm opportunities for town centre redevelopment/expansion. No current need for future out-of-centre retail allocations in Penwith is identified, particularly given the opportunities presented by a range of potential sites within and on the edge of the main town centres.

Opportunities & Options

- 7.3.24 The attraction and potential draw of Hayle as a shopping destination is limited by its linear form and the existence of two separate centres, at Foundry and Copperhouse. The small size of the centres, and the limited range of shops available within them, impose further constraints. The 'out-of-town' West Cornwall Retail Park is no doubt popular with shoppers in the area, but the knock-on benefit for the existing shopping centres is perhaps limited. Bearing in mind the Government's key objective, the opportunity exists through the Hayle Area Action Plan to review the retail position and opportunities in Hayle, and to focus on strengthening the role of the town by improving the range and quality of shops and services available to residents and visitors in the centres.
- 7.3.25 The Retail Study highlights the need to consider the location and extent of primary shopping areas (where retail development is concentrated) or primary frontages (including a high proportion of retail uses) in the town centres. Such areas may need to be maintained via a policy controlling the relative proportions of retail and non-retail uses to ensure that retailing remains the predominant use. At present the Penwith Local Plan does not identify primary shopping areas or primary retail frontages within the two centres at Hayle. However, the Retail Study identifies that as continuous frontage within the Foundry centre, Nos 2-4 Chapel Terrace and Nos 1-32 Penpol Terrace could be considered should the Council decide to adopt this approach. Copperhouse was also examined but in contrast was found not to have a clear concentration of retail uses within the centre which could be identified as primary retail frontage. However, the Retail Study highlights the importance of protecting and retaining retail uses within both the defined centres in Hayle, and that the inability to identify primary retail frontages in Copperhouse should be taken as a prompt to consider a different approach to the protection and provision of retail uses in Hayle. It therefore recommends consideration of an approach whereby the retention and protection of retail uses applies across the whole of the defined town centres in Hayle. Although it appears that it is not possible to designate primary shopping areas (under the definition in PPS6) across the two town centres, it is nonetheless considered important to exercise control over the mix of uses in the centres to ensure that the level of retailing is not undermined by future changes of use whilst at the same time encouraging additional food and drink uses as per the recommendations of the Retail Study (see Section 7.3.33), as well as other appropriate town centre uses. This could be achieved by an appropriate, criteria-based policy in the Hayle Area Action Plan.

QUESTION 60:

Should Nos 2-4 Chapel Terrace and Nos 1-32 Penpol Terrace be identified as primary retail frontages?

QUESTION 61:

Do you support a strategy to retain and protect retail uses across the whole of the

defined town centres in Hayle?

7.3.26 As part of the Penwith Retail Study a number of potential sites for additional retail development were examined, including:

- **Hayle Harbour (Site H1)**

This is one of the most important redevelopment sites in Penwith and is key to the regeneration of Hayle. A large area of land, including South Quay / Foundry Yard, North Quay and East Quay, is allocated for mixed use development, including retail, in the adopted Penwith Local Plan (Proposal TV-D). Parts of the site lie close to the main vehicular route running through the centre of the town, although levels of accessibility vary and are in need of improvement. The site is not subject to any specific landscape designations, although the adjacent area of water is an Area of Great Scientific Value and County Wildlife site and the environmental impact on this sensitive maritime environment. In addition, parts of the site lie within the indicative flood plain. The Retail Study advises that the existing Local Plan allocation provides an appropriate context for the mixture of uses which can be provided in the area and agrees that there is potential to provide some retail uses as part of the wider mix. However, it also advises that it is vital that the scale and type of retail uses are appropriate to the Hayle context and that they are located in close proximity to the existing defined shopping area at Penpol Terrace and Foundry Square. This will be necessary in order to ensure that the best possible opportunity is taken for the additional retail floorspace to provide a positive impact on the health and attractiveness of the defined shopping area in Hayle, through linked trips and spin-off benefits.

QUESTION 62:

Do you support continued allocation of the harbour area (Site H1) as the key retail development opportunity within the town?

7.3.27 The proposed redevelopment of the harbour area will provide the opportunity for new retail outlets and act, it is hoped, as a catalyst by encouraging other proposals in the Foundry and Copperhouse centres. It is anticipated that the centre at Foundry in particular will benefit from its proximity and improved links to the harbour redevelopment. Links between Foundry and Copperhouse are proposed to be improved, including through the provision of the Waterside Walkway alongside the Copperhouse Pool. However, there remains a need to consider potential opportunities to strengthen the role of the Copperhouse centre. The existing town centre at Copperhouse is small and the boundary tightly drawn. Opportunities within the defined centre area are limited. However, further to preliminary assessment, the following site provides an opportunity to provide additional retail and non-retail uses within the centre:

- **Daniel's Supermarket (Market Square) (Site H9)**

This vacant supermarket site is located within the Copperhouse centre and has potential to help improve the Market Square area. Accessibility is very good, given the close relationship to the main route through Hayle. Opportunities exist to provide linkages between the centre and the waterfront (including,

potentially, via the proposed Waterside Walkway). The Retail Study recommends that any redevelopment scheme should include retail uses on the ground floor in order to maintain and enhance the health of the Copperhouse Centre, but acknowledges that there is an opportunity for residential and other commercial uses on the upper floors,

QUESTION 63:

Do you support allocation of the Daniel's Supermarket site (Site H9) for predominantly retail use on the ground floor with residential / other commercial uses on the upper floors?

7.3.28 In addition, there are potential opportunities to provide additional retail and non-retail uses on a number of previously-developed 'edge of centre' / 'out-of-centre' sites to enhance the attraction of the centre. These include:

- **Perfex Works (Madison Terrace – Beatrice Terrace) (Site H3)**

This site occupies an out-of-centre location and has previously been the subject to consideration for retail uses. In an appeal decision in 2003 the Inspector considered that there was no need for retail uses on the site at that time and that the proposal failed the tests of impact and the sequential approach to site selection. Given the poor linkages to the defined shopping area in Copperhouse, the Retail Study concludes that the site is not a preferred location for retail uses and there are potentially better opportunities for retail development in Hayle. The site is allocated in the Penwith Local Plan (Proposal H-F) for housing development and the Study recommends that this should be the preferred redevelopment option. The opportunity to carry this allocations forward into the Hayle Area Action Plan, either for housing or alternative use, is also considered at Sections 7.1.55 to 7.1.57.

- **R & J Supplies (Copper Terrace) (Site H4)**

This site, formerly in industrial use and presently partly in use as a shop, occupies a location close to the eastern edge of the Copperhouse centre. The Retail Study highlights that the site is unsuitable for large scale retail development, although there is an opportunity for some smaller scale retail and commercial uses, either fronting onto the main road through the centre or within easy walking distance. Although currently allocated in the Penwith Local Plan (Proposal H-G) for housing development, the Study advises that the site has potential to support the Copperhouse centre. On the negative side, the loss of the housing allocation would require the identification of alternative sites to meet the shortfall, although this could potentially be achieved through the options for growth and development identified and discussed at Sections 7.1.42 to 7.1.74. An alternative option might be mixed use of the site, including retail and housing elements. Arguably, given the finite resource, it makes sense to fully examine the potential opportunity to secure benefits for the vitality of the town centre through redevelopment of the site for commercial purposes, and if necessary to accept displacement of required housing as part of a planned growth scenario. Loss of the site to housing runs the risk of stifling the potential of the town centre and perpetuating the growth of 'out of town' facilities.

QUESTION 64:

Do you support extension of Copperhouse town centre to include the R & J Supplies site (Site H4) and its allocation for retail / other town centre use?

- **Atlantic Motors (Commercial Road / Fore Street) (Site H8)**

This prominent site, which is currently occupied by a car sales use, is located outside but in close proximity to the western edge of the defined Copperhouse centre. Accessibility is very good, given the close relationship to the main route through Hayle. The site also beneficially adjoins the existing public car park at Commercial Road. Being currently outside the Copperhouse centre, retail uses will need to demonstrate that they cannot be located within the centre. The Retail Study advises, however, that there is potential to extend the Copperhouse centre to include the site, which it is considered is likely to be attractive to a range of uses thereby resulting in a positive impact on the Copperhouse centre. However, to achieve this it is recommended that pedestrian links between the site and the centre are improved to ensure that it is not isolated. Accessibility could be further enhanced through provision of the proposed Waterside Walkway alongside Copperhouse Pool which would beneficially link it to the centre at Copperhouse but also Foundry.

QUESTION 65:

Do you support extension of Copperhouse town centre to include the Atlantic Motors site (Site H8) and its allocation for retail / other town centre use?

7.3.29 In addition to the above, the Retail Study also examined a number of other potential sites in or on the edge of Hayle. These include:

- **Marsh Lane (North) (Site H31)**

This is a large, prominent undeveloped site on the edge of Hayle, on the opposite side of Marsh Lane to the east of the existing West Cornwall Retail Park. Given its close proximity to the A30, accessibility via the private car is good. Although there is a footbridge over the A30, the degree of integration with the main area of the town and public transport facilities is poor. The site is not allocated for any specific use within the adopted Penwith Local Plan but is designated as a County Wildlife site and within the indicative flood plain. The Retail Study advises that its out-of-centre location indicates that it is not a preferred location for retail development and any retail proposals will need to demonstrate that it meets a need which cannot be met in a location(s) within or on the edge of the existing town centres. Should a need be demonstrated for further out-of-centre floorspace in Hayle in the future, then there may be benefits in locating additional provision adjacent to the West Cornwall Retail Park.

- **Marsh Lane (South) (Rugby Club and Playing Fields) (Site H32)**

This is a large, prominent site on the edge of Hayle, to the south of and immediately adjacent to the existing West Cornwall Retail Park. Given its close proximity to the A30, accessibility via the private car is good. Although there is a footbridge over the A30, the degree of integration with the main area of the town and public transport facilities is poor. The site is not allocated for any specific use with the adopted Penwith Local Plan, nor is it subject to any

specific landscape designations or other constraints. However, the site is in existing recreational use and provides an important facility for the Hayle, and opportunities for relocation will need to be considered. The Retail Study advises that its out-of-centre location indicates that it is not a preferred location for retail development and any retail proposals will need to demonstrate that it meets a need which cannot be met in a location(s) within or on the edge of the existing town centres.

- **Loggans Moor (Site H30)**

This is a large, prominent site on the edge of Hayle, located close to Loggans Mill on the opposite side of the A30 to the north of the existing West Cornwall Retail Park. The site is close to the A30, indicating potentially good access via the private car, although there is currently no direct access onto the A30, access currently being via Loggans Road. Although there is the potential for improved linkages, the degree of integration with the main area of the town and public transport facilities is poor. The site is not allocated in the adopted Penwith Local Plan, nor is it subject to any specific landscape designations or other constraints. However, the site is within the indicative flood zone. The Retail Study advises that its out-of-centre location indicates that it is not a preferred location for retail development and any retail proposals will need to demonstrate that it meets a need which cannot be met in a location(s) within or on the edge of the existing town centres.

- **Jewsons (South Quay) (part Site H1)**

This site is in separate ownership to the wider Hayle harbour regeneration area and is not part of the current masterplan for that area. It does however form part of the wider allocated area (Proposal TV-D) in the adopted Penwith Local Plan for mixed use development including retail. The site is not the closest part of the harbour area to the existing defined shopping area at Foundry and on this basis may not be a preferred location for retail uses within the wider harbour redevelopment. The Retail Study advises that the redevelopment characteristics of the site should reflect the wider harbour regeneration proposals to ensure a comprehensive solution to this very important part of Hayle. Therefore, the Study recommends that the potential for retail uses on this site should take into account (and not impact upon) the wider regeneration proposals, thus demonstrating a need and compliance with the sequential approach to site selection.

- **Bookers Warehouse (Foundry) (part Site H2)**

This is an important site in the heart of the Foundry area of Hayle. It forms part of an allocated area (Proposal TV-E) in the adopted Penwith Local Plan for mixed use development, part of which (Harvey's Foundry) has already been developed. The Retail Study advises that small scale retail uses could be provided to complement the mixture of other uses. The site is a short walk from the defined Foundry shopping area to the east, although linkages need to be improved improved to ensure that retail and other commercial uses provide a positive impact on the health of the centre.

QUESTION 66:

Apart from Hayle Harbour (Site H1), Daniel's Supermarket (Site H9); R & J

Supplies (Site H4), and Atlantic Motors (Site H8), which of the other sites examined by the Penwith Retail Study are suitable for retail use?

QUESTION 67:

What other sites, not examined, are suitable for retail use?

Cultural and Entertainment Destination

- 7.3.30 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 Hayle Area 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 cafes.
- 7.3.31 Whilst Hayle currently has a range of public houses, restaurants and cafes, the Hayle Area Plan identifies a need to make Hayle a more attractive and vibrant place for visitors and residents alike. To promote Hayle as a cultural and entertainment destination the Hayle Area Action Plan needs to consider ways of strengthening and diversifying Hayle's offer and promoting it as a major visitor attraction. This could include managing and diversifying the evening economy (particularly in the town centres), and providing for facilities that add to the cultural scene, including cultural attractions and employment.
- 7.3.32 In addition to retailing, the *Penwith Retail Study* (2007) also examined the potential need for additional leisure provision. In relation to visits to the cinema the study reveals that overall there is very little leakage from Penwith to other areas, although some residents in the eastern part of the District visit Truro and Redruth. Specific results of the assessment indicate that 100% of Land's End zone residents, 95% of Penzance residents, 82% of St Ives residents remain within the District, but only 57% of Hayle residents and 58% of Marazion residents. Assuming that the pattern of cinema visits remains the same over the plan period, the study indicates that the supply and demand for cinema facilities is in broad equilibrium but that there will be a need for additional cinema seats to be provided as the Local Development Framework progresses: 177 extra seats needed by 2012, 306 extra seats needed by 2016, and 334 extra seats needed by 2021. By the end of the plan period this additional cinema seat capacity is comparable to the size of the existing Merlin cinema in Penzance. The study also stresses that the market penetration of cinemas in Penwith has the potential to rise, particularly in those areas in the eastern part of Penwith, where a greater proportion of the local population can be persuaded to remain in the District. Based on testing of a scenario whereby 80% of residents of the eastern zones remain within Penwith, there would be a need for an additional 269 seats by 2012, 412 by 2016, and 445 by 2021, comparable to a new cinema the size of the Merlin in St Ives. Bearing in mind the locational focus of the

identified need, this issue will be examined further through production of the Hayle Area Action Plan.

7.3.33 In terms of the overall level of expenditure on leisure activities across Penwith, over 60% is spent in restaurants, bars, and cafes. 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. At present, only 8% of all units in the defined centres at Hayle is devoted to food and drink uses (Classes A3: Restaurants & Cafes; A4: Drinking Establishments; and A5: Hot-food Takeaways), which is well below the national proportion of 14%. The study recommends, therefore, that future town centre development should provide additional space for these uses as well as Class A1: Shops.

Opportunities and Options

7.3.34 As indicated above, the *Penwith Retail Study* (2007) indicates a need for additional cinema seat capacity in the eastern part of the District to stem leakage to other areas. Although the existence of the vacant cinema building at St George's Hall is noted, it is considered unlikely that it would be able to accommodate the requirements of a modern cinema operator. However, given the distribution of the current cinema facilities, there may be an opportunity to provide an alternative cinema facility in Hayle. Whilst the reopening of the former cinema presented one possible opportunity, planning permission has recently been granted for the conversion of the first and second floors of the building into nine flats. Although reopening of the cinema may not now be feasible, the approved scheme provides for external improvements to the building which will benefit the townscape. Efforts are also continuing, through liaison with the developer, to also ensure appropriate enhancements to the public realm in Market Square. Notwithstanding the loss of the former cinema building, production of the Hayle Area Action Plan provides a means to encourage and facilitate provision of a replacement facility in the town.

QUESTION 68:

Do you support provision of a cinema in Hayle?

QUESTION 69:

What buildings or sites are suitable?

QUESTION 70:

What additional facilities are required to help strengthen and diversify Hayle's role as a cultural and entertainment destination?

QUESTION 71:

What buildings or sites are suitable to provide additional facilities to help strengthen and diversify Hayle's role as a cultural and entertainment destination?

QUESTION 72:

Given the relatively low proportion of food and drink uses in Hayle's town centres, are you supportive of a strategy which encourages additional provision?

Tourism

7.3.35 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.

7.3.36 *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 holiday's 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;
- increased competition from new international entrants to tourism.

7.3.37 Penwith District Council's *Tourism Strategy* (2004) highlights that tourism is one of Penwith's key industry sectors, receiving approximately 750,000 staying visitors and approximately 2.8 million day visits per year, with expenditure totalling approximately £230 million per year. 34% of employment is supported by tourism, and 19% of households derive their income solely from tourism.

7.3.38 The Preferred Options document for the Core Strategy of the Penwith Local

Development Framework recognises 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 therefore advocates 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.

- 7.3.39 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.
- 7.3.40 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 (including the Port of Hayle) or other elements of the District's cultural heritage.
- 7.3.41 Hayle's position by the sea and sandy beaches has allowed it to develop as a holiday destination with a considerable stock of holiday accommodation. The Towans in particular are the location of a number of holiday chalets and villages and camping and caravanning sites. The beaches are picturesque and also favoured areas for water-related sports. Unfortunately, general dereliction has tended to tarnish Hayle's reputation. The area is reliant on tourism, with the majority of businesses having some connection. However, the 'healthcheck' undertaken as a precursor to producing the *Hayle Area Plan* indicates that businesses are not maximising the potential benefits, partly due to the limitations of the tourism offer. It also identifies that although Hayle is bounded by a beautiful estuary and impressive coastline, the town is disconnected from the beach and there is no town centre or focal heart. The lack of cultural facilities, for example a museum, theatre or cinema, and the inferior quality of existing sports and leisure facilities, are also identified as

being key issues.

7.3.42 It is clear from the consultations carried out as part of the process of producing the *Hayle Area Plan* that people in the town see Hayle as continuing to be predominantly a tourism area, given that it is ideally placed as a tourism and service centre for West Cornwall, with beautiful beaches and other environmental assets such as the estuary and Copperhouse Pool, plus a significant mining and foundry heritage. They want to create a distinctiveness for Hayle, based on these assets, which will improve the draw of the area and boost the tourism market. Specifically, many people commented on the need for a mining and foundry museum in the town – a wet weather facility to bring in tourists and day visitors. However, many local people wanted improvements to the shopping and restaurants offer in Hayle, as well as improved leisure and sports facilities, for example by using the town's assets to create a watersports centre. The need for a covered swimming pool, and refurbishment of the cinema building and its reuse as a working cinema, was also identified. Another key issue was the lack of physical integration between the Foundry and Copperhouse ends of Hayle, and a lack of integration between Hayle and the beaches.

Opportunities & Options

7.3.43 Based on the community's aspirations in the *Hayle Area Plan*, together with the policy direction expressed by the Preferred Options document for the Core Strategy, it is proposed that the Hayle Area Action Plan should seek to encourage and facilitate sustainable development proposals to improve the quality and diversity of tourism accommodation, attractions and associated infrastructure in Hayle, and help deliver a higher quality visitor experience, including new attractions based on the interpretation of the heritage and culture of the town.

7.3.44 Sections 7.2.7 to 7.2.10 highlight the need for facilities to serve the community as a whole, and various opportunities and options are identified. A number of projects are being progressed by the Hayle Area Plan Partnership. It is anticipated that some of these, such as the proposal for a white-water sports centre, will also be of benefit in improving tourist facilities in Hayle.

7.3.45 In addition, the Hayle Area Plan includes a number of other specific projects which would have benefits for tourism in the area. These include:

- **Project 21 - Re-establish Hayle's heritage**

The objective of this project is: *'To ensure that the industrial heritage of Hayle and the surrounding area is known, celebrated, and promoted, and made accessible to both residents and visitors, making a unique contribution to the society and economy of Hayle and the surrounding area.'* It is focused on providing an interpretive centre about the town's heritage.

- **Project 25 - Developing environmental tourism: a Fragile Coast Centre**

The objective of this project is: *'To increase the economic contribution of tourism to the Hayle economy by developing a unique environmental tourism offer.'* It is focused on providing an interpretive centre about the coastal and marine environment.

7.3.46 Although specific sites for the above proposals remain to be confirmed, development of the Hayle Area Action Plan provides an opportunity to help identify and allocate suitable sites, at the same time as planning for housing and employment growth.

QUESTION 73:

Do you support provision of interpretive centres about the town's heritage / coastal and marine environment?

7.3.47 In relation to a heritage centre, the Penwith Local Plan includes an allocation (Proposal TV-E) for land at Foundry for the development of a heritage centre and craft workshops with ancillary retail. Part of the overall area (**Site H2**), the formerly derelict Harvey's Foundry site, has already been developed to provide offices and craft workshops (Dowren House and Foundry Farm). The Bookers Warehouse remains operational but continues to represent a potential opportunity for future development. The remaining part of the allocation could be carried forward into the Hayle Area Action Plan, to enable realisation of the original aspirations for the site, including heritage centre, although there is potential for it to be developed for alternative purposes, particularly given the relationship to the Foundry centre. These issues are considered in more detail at Sections 7.1.52 to 7.1.54. In addition, Sections 7.1.42 to 7.1.74 list a number of other brownfield and greenfield sites which potentially could be suitable for development to provide heritage / fragile coast centres.

QUESTION 74:

Does the Foundry site (Site H2) continue to provide a suitable opportunity for development of a heritage centre?

QUESTION 75:

What other sites are suitable for the development of interpretive centres about the town's heritage / coastal and marine environment?

7.3.48 In addition to the above-mentioned projects, the following site potentially presents an opportunity for the provision of additional tourist accommodation:

- **Midway Service Station (The Causeway) (Site H35)**

Pre-planning enquiries have been received about the prospective re-development of the site to provide an 'eco-lodge' hotel (30 bedrooms) and associated cafe/restaurant (50 covers) of environmentally sustainable design and construction. The aim is to encourage visitors to appreciate and enjoy the wildlife of the estuary, and other sites in the area, in a manner sympathetic to the local environment. The existing site has an established commercial use but through the presence of the canopy it intrudes into the open aspect of The Causeway. Whilst commercial use of the existing site could legitimately continue, development of the Hayle Area Action Plan provides the opportunity for potential alternative uses to be considered with the aim of securing appropriate redevelopment and an improvement in the visual appearance of the site. Due to its divorced relationship to the main area of the town, redevelopment of the site for housing is considered to be inappropriate, although tourist accommodation and associated facilities, particularly where these are based on interpretation of the area, might be viewed as being

more appropriate and help realise greater benefits to the economy and environment of the area.

QUESTION 76:

Do you support redevelopment of the Midway Service Station site (Site H35) as proposed?

QUESTION 77:

What alternative use/s of the site would be appropriate?

QUESTION 78:

What other sites are suitable for development to provide additional tourist accommodation?

Conference Centre

- 7.3.49 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.
- 7.3.50 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. 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.
- 7.3.51 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.
- 7.3.52 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.

- 7.3.53 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.
- 7.3.54 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.
- 7.3.55 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

- 7.3.56 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.

7.3.57 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 Hayle; or whether there is a demand for a separate facility in the town which would not be met by other projects, for example the various community facility proposals, outlined at Section 7.2.9.

QUESTION 79:

Is there a need to provide a business / conference centre in Hayle?

QUESTION 80:

Could the need be met by currently proposed projects, or is a separate facility required?

QUESTION 81:

If you think the need could be met by existing proposed projects, please provide details.

QUESTION 82:

If you think a separate facility is required, please provide details.

7.4 PROTECTING THE ENVIRONMENT

World Heritage Site

7.4.1 On 13 July 2006, the Port of Hayle was recognised as being of international significance as part of the Cornwall and West Devon Mining Landscape World Heritage Site (Cornish Mining World Heritage Site). World Heritage Sites are inscribed by the UNESCO World Heritage Committee under the 1972 Convention for the Protection of the World Cultural and Natural Heritage for their “Outstanding Universal Value”.

7.4.2 The Cornwall and West Devon Mining Landscape was formed by the cultural tradition of non ferrous hard-rock mining that contributed to the development of the Industrial Revolution in Britain and pioneered its transfer overseas. The Site was nominated in recognition of this unique contribution to the development of the modern industrialised world, the enduring technological and social consequences and the exceptional survival of distinctive structures and landforms. It comprises 10 distinct areas stretching from Botallack in the west to Tavistock in the east. Together these represent the best surviving examples of the former mining districts, ancillary industries and associated settlements. At the Port of Hayle, the mining port and industrial 'new town' was also the region's greatest steam engine manufacturing centre. The boundary has been drawn to capture the entire estuarine port setting (which contains an important maritime industrial infrastructure) and the historic core of Hayle Town (including the remains of an internationally significant iron foundry) as guided by the existing Conservation Area designation.

7.4.3 A Management Plan has been prepared to focus on managing those historic components of the World Heritage Site that demonstrate its Outstanding Universal Value. The intention is that it will work in harmony with other strategic community, development, environmental and economic plans to ensure that the benefits of the World Heritage Site inscription are integrated with wider social and economic regeneration targets.

7.4.4 The spirit of the Management Plan is captured by the following **vision**:

'...by protecting, conserving and enhancing the outstanding universal value of the Cornwall and West Devon Mining Landscape World Heritage Site it will reinforce cultural distinctiveness, and become a significant driver for economic regeneration and social inclusion.'

7.4.5 To achieve this vision the Management Plan sets out the following **mission**:

- *conserving* the outstanding universal value;
- recognising that this is a distinctive *living landscape* which continues to evolve;
- promoting a sustainable approach that integrates conservation with regeneration, and the needs of communities with visitors;
- promoting *equality* of opportunity to access and enjoyment;
- building and maintaining strong *partnerships* between the community, local, regional, national and international organisations.

7.4.6 To help achieve the above mission, the Management Plan also sets out the following **aims**:

- To protect, conserve and enhance the historical authenticity, integrity and historic character of the Site for current and future generations;
- To promote opportunities within the Site for heritage-led regeneration;
- To communicate the distinctiveness of Cornish mining culture and identify;
- To promote public access to sites, collections and information;
- To undertake and facilitate research to increase knowledge and understanding;
- To interpret and present the history and significance of Cornish mining to the highest quality;
- To promote educational use of the Site;
- To optimise the contribution of the Site to the local economy.

Opportunities & Options

7.4.7 Production of the Hayle Area Action Plan will progress within the context of the mission and aims of the Management Plan, and provide a strong framework to ensure that an appropriate balance is achieved between the need for regeneration and development at Hayle and requirements to protect the features of importance and overall value of the World Heritage Site.

QUESTION 83:

Apart from providing a strong framework to ensure that an appropriate balance is achieved between the need for regeneration and development at Hayle and requirements to protect the features of importance and overall value of the World Heritage Site, what other issues need to be considered?

Urban Design and Townscape

7.4.8 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 Hayle.

- *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.

7.4.9 The history and geographical location of Hayle has created a town with a strong locally distinctive character. The report, '*Historic characterisation for regeneration - Hayle*', published by the Historic Environment Service of Cornwall County Council in October 2005 as part of the Cornwall & Scilly Urban Survey (CSUS), identifies four distinct Character Areas within the historic urban core. These are differentiated by their varied historic origins, functions and resultant urban topography, 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 Character Areas, including a statement of significance, issues and recommendations taken from the CSUS report, are:

1. Copperhouse

Copperhouse is the commercial heart of Hayle. It retains a Market House of 1839 and a good collection of 19th century shopfronts. Historically an intensively industrial area, this use has reduced over time but an industrial character is retained in the surviving elements including the canal and dock, the combined warehouse / manufacture use of the former industrial sites and in the strong grid pattern of industrial housing laid out by the Cornish Copper Company (CCCo) on the rising land to the south of Copperhouse Pool. A significant feature of the architecture of the area is the extensive use of scoria block, a by-product from the CCCo's copper smelter located here in the 18th and 19th centuries.

Issues

- The major historic industrial buildings in Copperhouse have been demolished, as have important early housing. The industrial character of the sites is retained but is under threat from development pressure. Loss of this character risks the loss of the identity of the place and the understanding of why the settlement developed;
- Key urban spaces are underplayed and dominated by the main spine road causing a weakening of sense of place;
- Elements of CCCo survive but are not celebrated;

- Loggans Mill is an iconic building of the town but has been derelict and so under threat for many years;
- Historic shopfronts are an important feature of the area but can be lost through lack of sensitive repair. Poor shopfronts degrade the building in which they are set and the general streetscape;
- Several shop units are under-used or empty, reducing the vitality of the main street;
- Brewery complex and adjacent office building are under-used and derelict and therefore under threat;
- Although not excessively cluttered the public realm is generally of low quality;
- The waterfront and Copperhouse Pool could be used in a more extensive way as a positive asset of the area.

Recommendations

- Retain the industrial character of the CCCo sites. Conserve any remnant remains and investigate the archaeological potential of the site;
- Enhance and better define the key urban spaces to strengthen the sense of place and urban form;
- Celebrate the historic importance of Copperhouse and the CCCo;
- Secure a new use for Loggans Mill;
- Celebrate, repair and maintain the surviving historic shopfronts and replace inappropriate late 20th century examples;
- Seek to maximise use and reuse under-used and empty shop units;
- Secure a new use for the Brewery complex and its office building;
- Enhance the special character of the area through public realm improvements;
- Explore the potential for waterfront access in the car park at Market Square.

2. Foundry

Foundry Square forms the most impressive urban set-piece of the town. The scale and detailing of the surrounding architecture displays a grandeur and distinctly urban character not matched to the same extent elsewhere in Hayle. Foundry forms a secondary commercial focus in the town, particularly important for banks, post offices, cafes and local shops. The important remains of the foundry complex represent the best surviving industrial group in the town and one of the best in Cornwall. The international importance of Harvey's Foundry makes the survival and ongoing regeneration of the complex all the more important in the context of the World Heritage Site bid. The large villas set in their mature landscaped grounds are closely connected with the ambition of the Harvey family and business, and are a distinctive feature of the area and an important architectural group within the town.

Issues

- Foundry Square is underplayed and dominated by traffic;
- The long term derelict and under-used foundry complex is being regenerated;
- Fire damage suffered by Lloyds building left the structure single story and reduced the sense of enclosure on the east side of Foundry Square;
- The area contains a number of inappropriate buildings that detract from the quality of the townscape;

- The public realm treatment of this area is often of low quality;
- Demolition of historic buildings has left the railway station somewhat denuded;
- The large villa land plots are under pressure for sub division and increase density of development.

Recommendations

- Reinforce the urban primacy of Foundry Square;
- Celebrate the historic importance of Harvey's Foundry and town;
- Regain the sense of enclosure and scale on the eastern side of Foundry Square;
- Address the adverse visual impact of certain poorly designed buildings;
- Enhance the special character of the area through public realm improvements;
- Enhance the railway station as a key gateway to the town;
- Recognise, respect and enhance the importance of large gardens, ornamental and designed landscapes, open green spaces, trees and planting in the area;
- Counter the threat of plot subdivision and increased density of development.

3. The harbour

The harbour has been the economic powerhouse of the town. The estuary was the reason the industrial companies established here and therefore the reason the town developed here. The estuary and the three channels that flow into it at this point have been extensively manipulated and modified with the extensive engineering that has gone on to create the current arrangement of quays and wharfs, canal channels, sluicing pools and causewayed roads. The harbour complex is a remarkable piece of engineering. This area is seen as the major regeneration site for the town.

Issues

- In places areas of listed harbour walls have collapsed, other areas are in poor condition;
- Many of the surviving historic buildings around the harbour are not listed;
- The proposed harbour regeneration will have a dramatic impact on the character of the area.
- The estuary creates important wildlife habitats and leisure and amenity facilities.

Recommendations

- Repair and stabilise the listed harbour walls;
- Recognise and respect the historic significance and importance of these surviving harbour buildings;
- Ensure that the proposed harbour development respects its natural and historically important setting and character;
- Promote the amenity, leisure and wildlife potential of the estuary;
- Ensure open access to the quays is part of the proposals for any future harbour redevelopment.

4. Penpol

This area forms a middle ground between the two settlements of Copperhouse and Foundry. An 18th century focus around Merchant Curnow's quay is located at the west end of Hayle Terrace. Mid 19th century terraces built for the professional classes were developed here to take advantage of picturesque views over the harbour. Later 19th century development seems to suggest a concerted effort to develop an urban focus here including the landmark church of St Elwyn, designed by Sedding.

Issues

- There is pressure for increased density of development along the southern side of the Copperhouse Pool;
- The setting of St Elwyn's church is marred by an unsympathetic garage forecourt.

Recommendations

- Ensure any future redevelopment on the south side of Copperhouse Creek respects both the character of the Pool and the Road;
- Improve the setting of St Elwyn's church when the opportunity arises.

7.4.10 In recognition of its importance a large part of Hayle (encompassing the above-mentioned character areas) was designated as a Conservation Area in August 1986 and extended in May 2004. The area also includes a significant proportion of Listed Buildings.

Opportunities and Options

7.4.11 A high quality local environment with well designed buildings and spaces is essential for the well-being of residents and visitors to Hayle. 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 Area Action Plan provides a strong framework for the location, siting and design of future development in Hayle. Whilst existing designations provide 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 development of key sites is 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.

7.4.12 *Hayle Townscape* is an important heritage-led economic regeneration scheme led by Penwith District Council. It is aimed at revitalising Hayle and contributing towards improvements in the economy, historic environment and the quality of people's lives.

7.4.13 Specific objectives of the initiative are:

- to support the continuing regeneration of Harvey's Foundry;
- to reduce the number of historic buildings known to be in serious disrepair or in danger of becoming so;
- to promote the sustainable re-use of vacant or under used historic buildings;
- to restore/upgrade historic shop fronts;
- to repair/restore damaged and lost architectural features;
- to repair/enhance historic street surfaces and furniture in key locations.

7.4.14 Works to Foundry Farm, an integral part of the Harvey's Foundry business operation, are well in hand and involve the repair and conversion of the original stables, cart sheds, fire engine house and farm yard. Further phases of work to repair and convert the farm's huge granary and the attached engine house are under consideration.

7.4.15 The second element of Hayle Townscape is the repair, refurbishment or return to full use a target range of vulnerable historic buildings in the town and this is progressing. In addition, a number of areas and buildings have been specifically identified by the Hayle Area Plan Partnership Delivery Groups as requiring particular attention. These include:

- Loggans Mill;
- St George's Hall, Market Square;
- Pratt's Market, Chapel Terrace;
- Brewery Yard and Office, Sea Lane;
- 47 Fore Street;
- Copperhouse Quay;
- Merchant Curnow's Quay.

7.4.16 Stemming from the work of Hayle Area Forum's *Streetscape* Group (now subsumed into Hayle Area Plan Partnership's Traffic and Transport Delivery Group), works to repair, reinstate or enhance the public realm of Hayle at various points along the principal route linking the two main centres are also proposed. This includes the improvement of Foundry Square, which is underway, the enhancement of other areas such as those around the War Memorial in Hayle Terrace and Market Square in Copperhouse. Further details of these proposals are included at Sections 7.5.47 to 7.5.48 (Improving Connectivity – Public Realm and Open Space). The planned programme of public realm works includes a 'Waterside Walkway' along the south side of Copperhouse Pool. Further details of this are provided at Section 7.5.43 of this paper.

QUESTION 84:

Apart from the buildings and areas identified, what others need to be protected / enhanced?

Open Areas

7.4.17 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.

7.4.18 In terms of the Hayle area, there are eight existing designated Open Areas (shown on the **Map** accompanying this paper). These include (with descriptions extracted from the Penwith Local Plan):

- **Land to the north of Carnsew Pool**

This low lying spit of sand and shingle allows important visual links extending across the Hayle estuary towards Lelant from within the town itself. As such it is a significant and valuable open space within the built up area of Hayle.

- **West of the Viaduct**

There are two elements within this open area. The area adjacent to the main road provides a predominantly visual and physical feature of the Foundry area, traversed by a series of walkways offering spectacular seaward views over the estuary. The second element comprises agricultural land which extends the countryside into the heart of the Foundry area.

- **Ellis Park**

This open area, which consists partly of formalised amenity spaces and partly informal play space, provides an important amenity and green space within this built up area.

- **Millpond – Barview Lane**

This open area forms a significant green finger which effectively extends the countryside to the Millpond and the heart of the Foundry area. It also separates the Mellanear and Penpol residential areas.

- **Trevassack**

This tract of agricultural land brings the rural character of the High Lanes area into the heart of the older residential area in this part of Hayle.

- **West of Phillack**

The area forms an important feature from within the town and retains the separate identity and character of Phillack Churchtown. Set against the backdrop of the dunes, the area is seen to best effect from the main part of Hayle south of the estuary, and makes a significant contribution to the environment of the harbour.

- **Phillack – Lethlean Lane**

This area separates Phillack Churchtown from residential development east of Lethlean Lane, thereby helping the village retain its distinct visual identity.

- **West of Angarrack**

This open area provides an important and necessary break in the development between Angarrack and the Hayle Business Park on the eastern edge of the town. The retention of this break is important in safeguarding the separate identity of the village.

Opportunities and Options

7.4.19 Through the Hayle 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 at Sections 7.1.62 to 7.1.66. 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 85:

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

QUESTION 86:

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

The Towans

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

7.4.21 The second largest system in Cornwall, the Towans are home to a fifth of the county's flora, amongst which are a number of locally, nationally and internationally significant species, as well as a multitude of insects, butterflies and birds. Upton and Gwithian Towans, St Gothian Sands and Gwithian Green are all designated Local Nature Reserves, managed by the Cornwall Wildlife Trust. Gwithian to Mexico

Towans is also a Site of Special Scientific Interest (SSSI).

- 7.4.22 The Towans also contain a large number of archaeological remains. Evidence shows that the Towans have been used for agriculture since prehistoric times. Upton Towans, locally known as Dynamite Towans, was the site of an explosive factory in the late 19th and early 20th centuries. The factory supplied the needs of local mines, and also the armed forces during World War I. Manufacturing ceased in 1919, but the site was used to store explosives until the 1960s. The associated earthworks are now overgrown but are visible on the site.
- 7.4.23 Although heavily influenced by past industrial use, the Towans are now an important area for local and tourist recreation, including a number of access points to the beaches. They are valued for their open vistas and tranquil atmosphere and as a haven for wildlife and a beautiful area to explore. However, the Towans and the habitats that they support are fragile and susceptible to all year round pressure from a range of recreation and sporting activities, including horse riding and extreme sports.
- 7.4.24 A network of informal paths stretch across the length of the Towans, to which there is generally open access, although some of the areas are privately owned and access is at the discretion of the landowners. The south west coast path runs along the seaward edge of the Towans. Some routes, especially those to the beach, are used more than others and path erosion is evident in some areas.
- 7.4.25 Parking is also a major issue across the Towans, with the area attracting many local and tourist visitors, most of which use their own transport. Car parks in the area are at capacity for the majority of the peak season which causes congestion and visual impact. This situation and the use of the Towans is likely to be intensified by future growth and an increased population at Hayle, and also at Camborne – Pool – Redruth. It is important, therefore, that the implications of development are considered through the Hayle Area Action Plan.
- 7.4.26 Management of the Towans by the Towans Partnership aims to maintain the area and the habitats that it supports in a favourable condition whilst enabling sustainable recreational use. The Hayle Area Action Plan has a role to play by controlling development and supporting only those developments which are consistent with these aims.

Opportunities & Options

- 7.4.27 The Hayle Area Plan includes a number of projects which potentially have implications for the future use and state of the Towans. These seek to maximise the potential of Hayle, including the Towans, to support water sports business and recreational opportunities, but also to protect the environmental qualities of the area. Also included is improved access to the beaches in the context of creating a sustainable transport and parking solution to current congestion problems.
- 7.4.28 One option which has emerged from the Hayle Area Plan Partnership Delivery Groups is the provision of a new car park and associated facilities at Phillack Towans, accessed via Sandyacres (off Loggans Road), in order to provide

improved access to the beaches and facilities for visitors. Details of the project are included at Section 7.5.52. Related to this is a project aimed at providing an Outdoor Activity Centre in the same area. Details of this project are included at Section 7.2.9.

QUESTION 87:

Apart from ensuring that the growth that is planned for Hayle is consistent with the maintenance and enhancement of the special interests of the Towans, what particular issues need to be considered?

Hayle Estuary

7.4.29 Hayle Estuary is one of the most important feeding grounds in the South West for migratory and over-wintering wildfowl and wading birds. As such it has statutory protection as a Site of Special Scientific Interest (SSSI), and is a County Wildlife Site and RSPB (Royal Society for the Protection of Birds) nature reserve.

7.4.30 Because of its significant interest, the estuary is frequented by bird watchers, the main bird areas of the estuary being Lelant Saltings, Carnsew Pool, and Copperhouse Pool. Migrant and over-wintering wildfowl and waders provide the main bird interest in the estuary, although there is a large gathering of gulls on the sands at Lelant Water and to a lesser extent in Copperhouse Creek. During bad weather in winter, seaducks and divers take refuge in Carnsew Pool. In cold winters, when estuaries become frozen over elsewhere in the country, birds are forced south and west to the warmer climes in the Hayle Estuary. The RSPB reports that up to 18,000 birds have been seen at such times. The main spread of the RSPB nature reserve is the intertidal zone of the estuary, as well as a small saltmarsh and lagoon area at Ryan's Field.

Opportunities & Options

7.4.31 SSSI status affords the estuary a high level of legal protection and places duties on the public bodies to further its conservation and enhancement. Accordingly, it will be necessary to ensure that these imperatives, and the environmental sensitivity of the estuary, are fully taken into account in the process of producing the Hayle Area Action Plan and developing any site specific proposals. Given the level of protection already afforded to the SSSI, both legally and through Government Policy in *Planning Policy Statement 9: Biodiversity and Geological Conservation (PPS9)*, it is not envisaged that there will be a need to duplicate existing controls through detailed policies. Nonetheless, the Area Action Plan will seek to ensure that the growth that is planned for Hayle is consistent with the maintenance and enhancement of the special interests of the SSSI and the management of the RSPB nature reserve.

QUESTION 88:

Apart from ensuring that the growth that is planned for Hayle is consistent with the maintenance and enhancement of the special interests of the SSSI and the management of the RSPB nature reserve, what particular issues need to be considered?

Flood Defence and Flood Risk Management

- 7.4.32 *Planning Policy Statement 1: Delivering Sustainable Development* (PPS1) sets out the Government's objectives for the planning system, and how planning should facilitate and promote sustainable patterns of development, avoiding flood risk and accommodating the impacts of climate change.
- 7.4.33 The aims of national planning policy, as set out in *Planning Policy Statement 25: Development and Flood Risk* (PPS25), are to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas at highest risk. Where development is, exceptionally, necessary in such areas, the aim is to make it safe without increasing flood risk elsewhere and where possible, reducing flood risk overall.
- 7.4.34 Reinforcing the philosophy of managing flood risk through avoidance/prevention, PPS25 requires the Council to follow a sequential approach to the location of new development. The overall aim is to steer new development to locations within the area with the lowest probability of flooding, i.e. Flood Zone 1 as indicated on the Environment Agency Flood Map. Where there are no reasonably available sites in Flood Zone 1, the Council, in identifying broad locations for development and infrastructure, and allocating land in Development Plan Documents such as the Hayle Area Action Plan, is required to take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2, applying the Exception Test if required. This provides a method of managing flood risk while still allowing necessary development to occur. Only where there are no reasonably available sites in Flood Zones 1 and 2 should the Council consider suitability of sites in Flood Zone 3, that is the area with the highest probability of flooding.
- 7.4.35 Local Development Documents, such as the Hayle Area Action Plan, provide a key planning tool for ensuring that flood risk is factored into the detailed allocation of land. To assist in the process, the Council is preparing a *Strategic Flood Risk Assessment* (SFRA) as part of the evidence base for the application of the Sequential Test and Exception Test in the site allocation process. As sites are identified, the SFRA will be updated to include an analysis of flood risk on the newly proposed sites. In relation to Hayle, the SFRA will identify areas at risk of flooding (Zones 2 and 3), including from high tide/storm surge and surface runoff. It will also identify critical transport infrastructure at highest risk during severe weather conditions, where overtopping from the sea and fluvial flooding might combine to cause disruption.
- 7.4.36 In preparing the Hayle Area Action Plan, the Council is required to demonstrate that it has considered a range of options in conjunction with the flood zone information from the Strategic Flood Risk Assessment and applied the appropriate tests in the site allocation process. A reasoned justification is required to be provided for any decisions to allocate land in areas at high risk. In addition, the Area Action Plan is required to highlight, through appropriate policies, specific flood risk related issues which may need to be addressed for certain site allocations when a planning application is submitted for their development.

- 7.4.37 In addition to considering flood risk, the planning system exercises an important influence over the way the coastline is conserved and developed. The north coast of Penwith is covered by the *Lands End to Hartland Point Shoreline Management Plan*, prepared by Halcrow Maritime on behalf of the Cornwall and Isles of Scilly Coastal Group and published in 1999. This sets out a general strategy for coastal defence, taking account of natural coastal processes and human and other environmental influences and needs, and provides a strategic framework for the management of coastal defences and a basis upon which informed decision making and policy making can be made. The SMP is a 'live document' and subject to periodic review. The eastern part of the area, St Ives Bay, encompasses the settlements of St Ives, Carbis Bay, Lelant and Hayle. It recommends preferred strategic coastal defence options plus requirements for further studies and future monitoring.
- 7.4.38 The St Ives Bay Area is divided into a number of separate management units, including Hayle Estuary and Hayle & Gwithian Towans. The former unit covers the shoreline of Hayle Estuary, including the sand dunes either side of its mouth and the banks of the estuary to Griggs Quay. Deterioration of defences within the estuary would threaten developments in Hayle. The preferred strategy in the SMP is to hold the line on the sand dunes either side of the estuary mouth (including Harvey's Towans) to prevent natural roll back and loss of various assets, as well as the existing defence line within the estuary to protect the harbour and other developments. The latter unit covers the wide continuous beach between the mouth of the Hayle Estuary and the Godrevy headland. This is backed largely by sand dunes. There may be possible limited erosion of the cliff toe at Hayle Towans, but no properties are threatened. In this area the preferred strategy in the SMP is do nothing along the resistant frontage due to low erosion risk, with retreat the line (dune management) being the preferred strategy in the area between Common and Upton Towans to maintain SSSI habitats and prevent roll-back onto holiday camps.
- 7.4.39 Penwith District Council has powers regarding coast protection issues, whereas, in general, the responsibility for sea defences, which protect against flooding, is administered by the Environment Agency. From a spatial planning perspective, it is important that the SMP feeds into the Penwith Local Development Framework, including production of the Hayle Area Action Plan, to ensure that inappropriate development does not occur in areas at risk from flooding or erosion.

Opportunities and Options

- 7.4.40 Existing protection against flooding at Hayle includes defences at: Angarrack Stream; the tidal gate at Copperhouse Pool; a flood bypass culvert from Mellanear Stream / Millpond to Penpol Creek; and a tidal barrier on the River Hayle at The Causeway. Recent preliminary discussions with the Environment Agency have indicated that the existing defences are of a design and standard to provide effective protection for the town to at least the end of the period of the Hayle Area Action Plan (2026). The adequacy of the existing defences is however periodically reassessed in order to inform the Agency's longer term plans and investment for necessary improvements. Production of the Hayle Area Action Plan provides an opportunity for the issue of flood defences in Hayle to be examined to ensure that the town remains adequately protected, both now and in the future, and for the

Council to work with the Environment Agency to ensure that any necessary remedial works are implemented.

QUESTION 89:

What measures are required to ensure a sustainable pattern of development that accommodates the impacts of climate change and that Hayle remains adequately defended against flooding, both during the plan period and in the longer term?

7.5 ENSURING CONNECTIVITY

7.5.1 Improved transport linkages will be essential to support proposed housing and employment growth and other development in Hayle, 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 set 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 Hayle is realised, the vibrant town will have more people travelling towards it. However, there is a limit to how much additional car traffic the approaches to the town centres, as well as through routes, can accommodate. While a large amount of development will take place on brownfield sites, there will be a need for some expansion of the existing urban area into greenfield sites as explained at Sections 7.1.62 to 7.1.63 These new developments offer the opportunity to facilitate more sustainable patterns of transport and reduce car dependency.

7.5.4 Key challenges include:

- To apply the principles of non-car oriented land use planning;
- To maximise the potential of the proposed new park and ride facility at St Erth Station to supplement existing parking;
- To support increased use of the railway through the provision and improvement of links between the station and the harbour area and Foundry and Copperhouse centres.
- To maximise other public transport opportunities to help ease congestion in the town;
- To make it easier for pedestrians and cyclists to access the town, including the Foundry and Copperhouse centres in particular, from surrounding areas through 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. the Hayle 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 growth. Rather, it is expected that development proposals will include ways to reduce the traffic impact of the development.
- 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 or increased junction capacity should be identified in a Local Development Document, e.g. the Hayle Area Action Plan, and will be considered within the context of the Agency's forward programme of works.

Opportunities & Options

- 7.5.10 To relieve traffic congestion in Hayle, considered to be largely created by heavy goods vehicles associated with agricultural activities in outlying rural areas, the idea of an additional junction on the A30 at Mellanear Road (Tolroy) is identified as part of a wider project (Project 4) in the Hayle Area Plan. The stated objective of the project is '*to manage the volume of traffic using and accessing the A30 around Hayle effectively*'. Apart from being an engineering solution to an apparent traffic problem, provision of a junction potentially provides an opportunity to also access and 'unlock' land for development on both sides of the A30 (**Sites H28 & H29**).
- 7.5.11 The feasibility of providing the junction has been discussed with the Highways Agency, including via a meeting of the Traffic & Transport Delivery Group of the Hayle Area Plan Partnership. The Highway's Agency has stated in correspondence that the primary purpose of the County's Strategic Road Network, of which the A30 is part, is to facilitate the movement of long distance traffic, particularly freight. The presumption in favour of keeping the number of junctions to an absolute minimum

has been reiterated on the basis that junctions generally add to the risk of accidents and reduce capacity and journey time reliability for strategic traffic. In particular, it has been advised that the Strategic Road Network must not be regarded as a convenient means of dealing with local problems by proposing additional junctions simply in order to relieve traffic pressures within the local area.

7.5.12 Unusually for a town of its size, Hayle already enjoys two access points from the Strategic Road Network, the Hayle Bypass, following considerable public investment. This removed long distance traffic from the centres of Hayle. The Highway's Agency has advised, therefore, that it is unlikely that a third access serving Hayle would be justified on strategic grounds.

7.5.13 Notwithstanding the above position, the Highway's Agency has advised that it is willing to consider the justification for an additional junction if a clear strategic case can be demonstrated. In this respect, whilst there are no absolute criteria, any strategic case will have to show how an additional junction complies with regional policy (in the emerging Regional Spatial Strategy) aimed at managing the Strategic Road Network so that it performs its strategic function, and maintaining its safe, efficient operation and the reliability of journey times.

7.5.14 Information forming part of any case is required to include full details of the strategic (long distance) movements predicted to use the new junction, including predicted vehicle type and numbers, as well as origin and destination data. An assessment of the safety, capacity and journey time reliability implications for the Strategic Road Network, not just at the new junction but elsewhere on the Strategic Road Network where it would be significantly affected, will also be required. An explanation as to why such movements on and off the Strategic Road Network cannot be made via existing junctions at Hayle, and further along the A30 at Camborne and Redruth, is also required to be included.

7.5.15 In addition to the above points, the advice received raises the issue of funding. It explains that if a junction were eventually to be accepted, costs are likely to exceed £5m. If all or part of this cost needs to be met from the public purse it will need to be considered within the Regional Funding Allocation process. This means that the project will have to compete against other transport investment schemes throughout the Region for the limited funds available.

7.5.16 Although clearly the justification for and potential to provide a new junction requires further detailed assessment, preparation of this initial Issues and Options paper provides the opportunity to seek comments and gauge opinion on the issue, including the development potential of adjacent land, as a precursor to more detailed consideration and liaison with the Highways Agency.

7.5.17 It is appropriate, therefore, to consider the following options:

- **Option A**

Provision of a junction on the A30 at Mellanear Road (Tolroy) to help relieve traffic congestion in Hayle;

- **Option B**

Provision of a junction on the A30 at Mellanear Road (Tolroy) to help relieve traffic congestion in Hayle and enable access to **Sites H28** (Mellanear Road – A30 (North) / **H29** (Mellanear Road – A30 (South))) for alternative or additional housing / employment development.

QUESTION 90:

Do you support provision of a new junction on the A30 at Mellanear Road?

QUESTION 91:

If so, which of the Options A or B is appropriate?

7.5.18 In addition to consideration of the above-mentioned junction requirement, planned growth at Hayle will require the standard and capacity of the highway network in the town to be assessed, particularly in relation to major areas of development which are being considered, e.g. the harbour and also the suggested growth area along the Penpol Road – St George's Road – High Lanes – Viaduct Hill corridor. In the case of the harbour, a 'masterplan' is currently being developed and an application for planning permission is expected to be submitted in early 2008. This will be accompanied by a Transport Assessment. Based upon pre-application communications, it is unlikely that options for highway improvements to generate additional capacity to accommodate development traffic will be advocated. Rather, whilst improvements can be implemented, e.g. at Loggans Moor, mitigation for the effect of development traffic at other junctions is likely to focus on demand-management initiatives to reduce the car traffic generation. In the case of the Penpol Road – St George's Road – High Lanes – Viaduct Hill 'corridor', preliminary discussions with Cornwall County Council have indicated that although the route is generally suitable, and could accommodate some development, there are deficiencies which will need to be addressed in order to improve accessibility and integration with the town centres, including, for example, improvements and management of traffic at Guildford Road.

QUESTION 92:

What parts of the local highway network in Hayle are in need of improvement?

Public Transport

7.5.19 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 Hayle as a place 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 town. Nevertheless, consultation on transport issues as part of the preparation of the Hayle Area Action Plan can contribute to the production of these documents and future transport choices.

7.5.20 In terms of buses, the principal scheduled services stopping in Hayle are those along key routes between Penzance – St Ives, Penzance – Truro, and St Ives – Truro. In addition there are a number of other less frequent supplementary services. Although there is no bus station in Hayle, there are bus stops at regular intervals

along the route through the town. The quality of stops is variable, although recently completed public realm enhancements at Foundry Square included provision of a new shelter.

7.5.21 Hayle railway station is located in an elevated position close to the Foundry area of the town, on the main national line through Cornwall. In general there are hourly trains from Hayle to main destinations such as Penzance and Plymouth, with connections to Exeter, Bristol and London. The station is unstaffed and has no ticketing machines. It offers only limited passenger facilities and car parking is limited. Access to the station is limited to a narrow road and footpath from Foundry Square.

Opportunities & Options

7.5.22 Planned growth at Hayle and associated additional travel demand is likely to bolster the economic sustainability of scheduled bus and rail services linking the town with other strategic destinations in the region and country. This, it is anticipated, will help catalyse additional investment in services and passenger facilities by the operators in the long term.

7.5.23 A transport interchange and park & ride facility at St Erth Railway Station is included in the Local Transport Plan. It is anticipated that this will enhance public transport by improving access to Hayle, via train and bus, reducing the need to travel by car. Further details are provided in the following section.

7.5.24 In addition, within Hayle, there is potential to create an additional public route to the station through improvements to the old dismantled railway line to North Quay.

QUESTION 93:

What improvements to the public transport infrastructure of Hayle are needed?

Park and Ride

7.5.25 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.

7.5.26 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.

7.5.27 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

7.5.28 The land to the south side of the railway station (**Site H41**) is currently allocated for employment use in the existing Penwith Local Plan (Proposal E-B refers). However, given inclusion of the St Erth Park & Ride scheme in LTP2, and the advanced stage of the project, it seems appropriate that the required land is reallocated through production of the Hayle Area Action Plan (albeit the scheme will probably be operational prior to its adoption).

QUESTION 94:

Do you support reallocation of the land to the south of St Erth Railway Station (Site H41) for use as part of the proposed strategic park and ride scheme?

7.5.29 To ensure that the planned St Erth Park & Ride facility has sufficient capacity to cater for peak visitor levels and also future expansion, an overflow is required. Clearly this needs to be located nearby to ensure integration and provision of an efficient and effective service. Given the locational requirements, available sites are limited. However, a couple of potential opportunities have been identified. These are:

- **Adjacent St Erth Industrial Estate (Site H36)**
- **Station Approach (West) (St Erth) (Site H42)**

QUESTION 95:

Which of the identified sites is suitable as an overflow for the proposed St Erth Park

& Ride facility?

Car Parking

- 7.5.30 Currently in Hayle there are two public 'pay and display' car parks, owned and operated by the Council - 57 parking spaces at Foundry Square and 89 parking spaces at Commercial Road. These primarily cater for motorists visiting the Foundry and Copperhouse town centres respectively. Both car parks are 'long stay' and operate 24 hours per day throughout the year. Drivers can park in either of these car parks from 1 hour up to 1 week. Residential Season Tickets for 3, 6 or 12 months are also available. There are no reserved spaces, or any designated disabled spaces as disabled drivers are able to park in any space free of charge for 3 hours. In addition, there is a small, privately owned shoppers car park between the vacant Daniel's Supermarket and Phillack Church Hall, plus parking for shoppers at the Co-op and Lidl supermarkets.
- 7.5.31 In addition to the car parks, the main route through the town provides for on-highway parking in roadside bays. However, the general perception is that the town is congested. The Hayle Area Action Plan presents the opportunity to examine the current situation and, if necessary, help to ease parking congestion in the town.
- 7.5.32 The implementation of the proposed transport interchange and park and ride scheme at St Erth Station (see Sections 7.5.25 to 7.5.29) will provide a viable alternative to long stay parking within Hayle. However, to be effective, a reduction in incentives for car travel, such as the management of on and off street parking, possibly favouring short stay as opposed to long stay parking, may be also required. An associated issue is the location, convenience and attractiveness of available car parking and whether improvements are required.

Opportunities & Options

- 7.5.33 The car park at Foundry Square is well placed in relation to the shops and services in that area and at Penpol Terrace, and also to the harbour area which is proposed to be developed. The car park at Commercial Road lies outside of the Copperhouse centre but is within reasonable walking distance of the western end. Although the Commercial Road car park is identified under Project 3 of the Hayle Area Plan as being removed from what is seen as a key water-front site to enable its use as public open space, it is considered to have a key role in supporting the vitality and viability of the Copperhouse centre. Removal of the car park, in the absence of suitable alternatives, could undermine the centre. Arguably, therefore, the car park should be retained and enhanced for its current use, including through the provision of improved links to the town centre. The proposed Waterside Walkway (see Section 7.5.43) provides an opportunity to maximise the potential of the car park and its contribution to the town centre.
- 7.5.34 In relation to the proposed harbour redevelopment, it is understood, based on pre-application communications, that the scheme will include operational parking in the form of new on-street parking, some basement parking, new off-street parking, undercroft parking associated with residential blocks and a multi-storey car park.

Private houses are to be provided with dedicated off-street parking. Parking for retail, employment and leisure elements of the scheme will be provided to exploit opportunities for sharing in order to reduce the overall provision. These elements of the development are intended to increase the attraction of visitors to Hayle and associated parking will complement existing public parking provision.

QUESTION 96:

What measures are required to improve the availability and operation of parking facilities in Hayle?

Footpaths and Cycleways

- 7.5.35 *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.
- 7.5.36 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 Hayle Area Action Plan); using transport planning to make it easier for walkers and cyclists to get around; and raising the standard of public spaces.
- 7.5.37 *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.
- 7.5.38 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.*

7.5.39 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.*

7.5.40 The pedestrian and cyclist environment in Hayle is an important issue, with the need to encourage walking and cycling being identified in the Hayle Area Plan. Congestion in the town, particularly along the through route, acts as a disincentive to pedestrian and cyclist movement, reinforcing the degree of separation between the two town centres at Foundry and Copperhouse. Remedying this by improving conditions for pedestrians and cyclists in and around Hayle will help encourage more people to walk and cycle and therefore cut the number of unnecessary car journeys. However, walking and cycling cannot be considered in isolation from other transport policies, or from wider land use planning. Only through integrated planning, at both strategic and practical levels, can the the need to travel be reduced and access to jobs and services improved.

7.5.41 Production of the Hayle 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 planned growth at Hayle 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 centres and close to jobs, shops, leisure and other facilities, including public transport facilities.

7.5.42 In terms of practical solutions, the Hayle Area Action Plan will aim to:

- Provide a greater focus on and higher priority for the needs of pedestrians and cyclists;
- Improve links from existing residential areas to shops and other facilities and services, by locating new development in or in close proximity to the existing Foundry and Copperhouse centres;
- Integrate new facilities and services within growth areas and new developments to make them more accessible and reduce the need for people to travel;
- Provide clear connected networks of walking and cycling routes within the town, especially to public transport facilities and other key destinations;
- Improve conditions to make it safer, easier and more convenient for people to walk or cycle;
- Improve road safety, for instance by traffic management to slow down vehicles;
- Reassess how the Foundry and Copperhouse centres are planned, managed and used, to make them more attractive places to visit.

Opportunities & Options

7.5.43 In an effort to address the above issues, a number of projects aimed at improving the availability and condition of walking and cycling links within Hayle and to / from the surrounding area have been suggested and are currently being progressed by the Hayle Area Plan Partnership, including in particular via its Traffic and Transport Delivery Group (which has subsumed the work of Hayle Area Forum's Streetscape group, the work of which is explained in more detail at Section 7.5.47). These include:

- **Waterside Walkway (Copperhouse Pool)**

The proposed waterside walkway seeks to provide a pedestrian link along the south side of Copperhouse Pool. It will form part of a circular route around all sides of the Copperhouse Pool, and will strengthen links between the towans, beaches, public transport, shops and homes. The aim is that the walkway will eventually be continued westwards through East Quay to connect to an enhanced pedestrian route along Penpol Creek. The walkway has also been identified by harbour developer ING as a key part of its engagement with the town, providing vital links between the harbour and the community and drawing in people from all parts of the town. Initial design studies produced in collaboration with the Streetscape Group from the Hayle Area Forum have attracted a very positive public response on consultation. The walkway represents an important element in Hayle's public realm strategy and, when in place, will play a significant role in reinforcing the links between Copperhouse and Foundry, the town's two main urban hubs. Much of the intervening water's edge has little or no public access, with businesses and gardens of private dwellings running right up to it. The creation of a practicable, publicly accessible route along this middle section of the southside of Copperhouse Pool is a main objective of the project.

- **Footpath (Fore Street – Black Road)**

This is a project aimed at improving an existing footpath link, over the channel and across the mud flat at the eastern end of the Copperhouse Pool, between Fore Street and Black Road.

- **Riverbank Trail (Hayle – St Erth)**

This is a project aimed at improving existing pedestrian and cycling routes between St Erth and Hayle through the provision of an enhanced footpath along the riverbank trail connecting to part of the National Cycleway Network between Chenhalls Road – The Causeway junction and Foundry.

7.5.44 Other opportunities include:

- **Harbour**

The principle underlying the transport strategy for the proposed harbour redevelopment is the minimisation of the need to travel. It is envisaged that this will be achieved through containment of trips within the mixed-use development and the maximisation of opportunities to travel by modes of transport other than the car. It is aimed that the latter will be achieved by improving links between the development site and existing local facilities and services, as well as the strengthening of links between the railway station and to existing bus services to and from Hayle to ensure that opportunities for longer-distance non-car travel are enhanced.

QUESTION 97:

Apart from the projects and proposals identified, what other improvements to the walking and cycling network and environment in Hayle need to be considered?

Public Realm and Open Space

7.5.45 The creation of attractive streets and spaces, the *public realm*, is crucial to making Hayle a successful and exciting place. 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 also provide an attractive visual counterpoint to buildings as part of the streetscape. Most people's perception of an area is affected by their experience of this environment. At the moment, the public realm in many areas of Hayle is poor, although some significant improvements have recently been achieved. Further improving the quality of the public realm is therefore a key element of the renaissance sought for the town. Through the Hayle Area Action Plan, therefore, the Council aims to help facilitate the creation of high quality, pleasant, accessible and coherent public places and walking and cycling environments.

7.5.46 The Council has recently completed an *Open Spaces Audit* for the District. This records details of existing provision (including for 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 local communities within the District are met.

Opportunities & Options

7.5.47 Over the last few years, the Hayle Area Forum, through its '*Streetscape*' group (now

subsumed into the Traffic and Transport Delivery Group of the Hayle Area Plan Partnership), has worked with the local community, businesses, and Town, District and County Councils to develop proposals for the enhancement of the town. This has focused on how to enhance the street scene along the main route through Hayle. One of the key goals in this process has been to strengthen the collective culture and identity of the town without sacrificing the character and qualities that make each part of the settlement distinctive. Key proposals include enhancements to:

- Foundry Square and environs;
- Penpol Creek Waterside;
- War Memorial, Hayle Terrace;
- Market Square, Copperhouse;
- Copperhouse Pool Waterside;
- Lethlean Lane Junction;
- Street Furniture and Public Art.

7.5.48 Works to Foundry Square, including realignment of the carriageway around the junction of Foundry Hill and Carnsew Road are underway following public consultation on the proposals. As detailed proposals for other individual sites are prepared, further consultation will take place on them.

7.5.49 A number of the points mentioned above overlap with and have been discussed in preceding sections of this paper. For instance, the aim to strengthen links between the town centres at Foundry and Copperhouse and the rest of the town, including through the provision of the Waterside Walkway, is discussed at Sections 7.5.40 to 7.5.44.

7.5.50 In addition to the above-mentioned public realm areas, there are areas of public open space in Hayle, such as Ellis Park off Penpol Road and the Recreation Ground off Lethlean Lane, which are valued for their recreational value. Ellis Park is currently designated as an 'Open Area...' by Policy TV-2 of the Penwith Local Plan which precludes development which would have an adverse effect on the local environmental value of the area. The Recreation Ground (together with Copperhouse Pool) is identified as an Area of Recreational Importance by Policy R-4 of the Local Plan which precludes development which would harm the recreational value of the area. Apart from these areas, however, open space within the town is limited. Although there is a large area at Treveglos (**Site H13**), this is not formally designated. Other designated 'Open Areas...' include gaps within and between particular areas of the town and outlying settlements and are primarily aimed at preventing coalescence. These areas are discussed in more detail at Sections 7.4.17 to 7.4.19.

QUESTION 98:

Do existing public open spaces in Hayle meet the needs of the community?

QUESTION 99:

Which key public open spaces should be retained and protected?

QUESTION 100:

Should any new areas should be created, and if so where?

Access to the Beaches

7.5.51 Although a number of car parks and accesses to the beaches already exist at various points across the Towans, these are generally considered to be poorly located and inadequate. Project 2 of the Hayle Area Plan (under Priority Area 1 – Traffic and Transport) includes the objective *'to create a sustainable transport and traffic parking solution for Hayle area beaches'*. This is complemented by Project 23 (under Priority Area 4 – Heritage, Culture and Environment) which includes the objective *'to ensure that the continues to enjoy proper access to the harbour and to the beaches'* and to *'manage access to the beaches in a sustainable manner'*. The Heritage, Culture and Environment Delivery Group has been liaising with the Towans Partnership to help meet these objectives. This has led to the setting up of a Transport Sub-Group aimed at identifying and addressing transport, access and parking related issues in the Towans area. The composition of the group includes representatives from the County, District and Town/Parish Councils, Hayle Area Plan Partnership, and Natural England. It is anticipated that the work of the Sub-Group will be underpinned by relevant survey information relating to the impact of the use the Towans. Engagement with the Hayle Area Plan and Hayle Area Action Plan is intended to avoid duplication of work and concentrate effort through promotion of complimentary activity.

Opportunities & Options

7.5.52 The following idea has emerged from the Hayle Area Plan and work of the Delivery Groups.

- **Beach Car Park (Phillack Towans)**

This project involves the provision of a new car park and associated facilities at Phillack Towans, accessed via Sandyacres (off Loggans Road). The aim is to provide improved access to the beaches as well as facilities for users. The proposed new car park is seen as being more centrally located, thereby offering the opportunity for more convenient access to the beaches. Additionally, although a car park already operates at Phillack Towans, this is seasonal and informal with no facilities. The aim of the project would be to create a superior all year round facility, possibly including appropriate facilities such as a cafe / shop and toilets. However, given the sensitivity of the landscape, this options requires careful consideration to ensure that the aspirations of the community to improve the attraction, accessibility and recreational value of the beaches, is balanced against requirements to protect the area and create a sustainable form of development. Although the scope of the project has yet to be developed in detail, and is the subject of discussion with landowners and management organisations, it appears to have the general support of the local community. Although there are apparent benefits in terms of access to and improvements in the recreational value of the beaches, issues which will need to be considered are the scale and extent of the proposal and how sustainable transport options, for example bus links, might be incorporated and emphasised, rather than simply providing a car park which potentially could result in localised congestion to the detriment of the environment and the visual and recreational amenities of the Towans. The production of the Hayle Area Action Plan provides an opportunity to further

gauge public opinion on the need for, location and form of the proposed car park and associated facilities and, if it is ultimately to be taken forward, give some certainty to the scheme through identification and reservation of the required land.

QUESTION 101:

Do you support the general need to provide improved access to the beaches ?

QUESTION 102:

Do you support the specific proposal to provide an improved central access to the beaches with associated facilities at Phillack Towans?

QUESTION 103:

What other options are available for improving access to the beaches?

8. INFRASTRUCTURE AND FUNDING

8.1 The regeneration of Hayle 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 Hayle. The infrastructure needs of Hayle fall into 3 broad categories:

- **Strategic infrastructure** - to enable Hayle 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 Hayle 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 level of growth which is planned for Hayle, 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 Hayle requires that a range of strategic and more local infrastructure and facilities is delivered in parallel with planned growth. Realising the vision for Hayle 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 Hayle 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 Hayle Area Action Plan, which 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 Hayle 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 you think need to be considered by the Council, please provide details.

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