

PENWITH LOCAL PLAN

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PENWITH LOCAL PLAN

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Section 1

Introduction

1. INTRODUCTION

1.1 THE NEED FOR A PLAN

The Legislative Background

1.1.1 The 'development plan' system as it affects Cornwall comprises two elements namely the Cornwall Structure Plan and local plans. The former is a strategic document, prepared by the County Council, covering such issues as the level and distribution of employment and housing growth, major shopping developments and the protection of landscapes, habitats and features of historic interest, which are important nationally and within the context of the County. Local Plans are prepared by District Councils and address more local issues, setting out the Council's policies for the control of development and allocating land for specific purposes such as housing, employment, shopping and leisure. The County Council also has specific responsibility for the preparation of minerals and waste local plans.

1.1.2 Local Plans are required to be in general conformity with the Structure Plan and, in turn, both types of plan are formulated within the context of Government policy and guidance in the form of Circulars, Planning Policy Guidance (PPGs) and Regional Planning Guidance (RPGs). During the 1990s the Government updated the range of PPGs to reflect current issues and pressures and incorporate the concept of sustainability and environmental awareness. The Regional Planning Guidance for the South West (RPG 10) was adopted in 1994 and has a significant role in setting the framework for the preparation of structure plans.

1.1.3 The Town and Country Planning Act 1990 and the Planning and Compensation Act 1991, together with the complementary Regulations and PPG 12 "Development Plans and Regional Planning Guidance", brought important changes to the development plan system which may be summarised as follows:-

- * streamlined procedures for the preparation and adoption of structure plans and local plans;
- * structure plans to provide only the broad strategic framework for planning and not to include detailed development control policies;
- * the preparation of district-wide local plans made mandatory;
- * all development plans to include policies for the conservation of the natural beauty and amenity of land and
- * increased emphasis on the theme of sustainability and a requirement for plans to include an appraisal of the environmental implications of policies and proposals.

1.1.4 In addition to the above the 1991 Act also gave considerably more weight to the provisions of the development plan in the consideration of planning applications through the insertion in the 1990 Act of Section 54A which reads as follows:-

"Where, in making any determination under the Planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise."

This has the effect of making the development plan of primary importance in development control decisions. Increased reliance on the provisions of structure and local plans in decision making will offer all those involved in the development process a greater degree of certainty but equally, if the plans are to be effective it is important that they are up-to-date and address current issues. A realistic end

date to the local plan will be of some importance in this respect, together with the need for regular review.

- 1.1.5 The new Planning and Compulsory Purchase Act, which is to come into effect during 2004, will introduce a different development plan system. The Cornwall Structure Plan will, in due course, be replaced by the Regional Spatial Strategy (RSS) for the south west of England and the Local Plan will be replaced by a Local Development Framework (LDF). The LDF will comprise a folder of separate Local Development Documents relating to different issues. The Local Plan, will be 'saved' in the new framework until such time as it is replaced by relevant Local Development Documents. Following from the new Act PPG 12 is to be replaced by Planning Policy Statement (PPS) 12: Local Development Frameworks which sets out detailed guidance on the future arrangement for preparation, monitoring and review of the development plan.

The Penwith Perspective

- 1.1.6 The Replacement Structure Plan, adopted in July 1997 and covering the period 1991 to 2011, superceded the First Alteration (1990) and relates to strategic matters with detailed development control requirements falling within the scope of local plans. A new structure plan is being prepared which relates to the Plan period to 2016. It was placed 'on Deposit' for formal consultation in September 1998 and is due to be adopted later in 2004. The Local Plan has been prepared in the context of the Structure Plan adopted in 1997 and all references relate to that document, unless otherwise stated. In updating the text, however, references to the 2004 policies are included (in brackets) where relevant.
- 1.1.7 The Penwith Local Plan has incorporated the development control requirements arising from changes to the form of the Structure Plan and, where relevant, the policies and proposals of the County Council's Countryside Local Plan, adopted in 1985 and covering various countryside issues. The adopted Local Plan will replace the Countryside Local Plan as well as Hayle and Penzance Local Plans, adopted in 1984 and 1991 respectively, and the old style St. Ives Town Map.
- 1.1.8 The Local Plan interprets the provisions of the Structure Plan and other relevant planning guidance at the local level and develops them into detailed policies to guide and co-ordinate development. It demonstrates how the forecast growth contained in the Structure Plan can be accommodated in the Plan area and provides a policy framework to act as a basis for day to day development control decisions. Local planning issues are also identified with the intention of securing maximum benefits to the community and environment. It is important that the Local Plan establishes a rational framework which can provide comprehensive guidance for development, within the context of the local needs, problems and other considerations of the area. The policies and proposals of the Local Plan will be used by the District and County Councils, as well as other statutory and public bodies, as a basis for decision making, investment and co-ordination of development. In preparing the Plan the Council has taken full account, therefore, of strategic guidance, national and regional policies and the resources likely to be available.
- 1.1.9 The new legislation referred to in para. 1.1.5 identifies the importance to be placed on linking local development plan documents to the needs, priorities and aspirations of the local community as identified in the area's Community Strategy. The Penwith Community Plan 'A Vision for the Future' was prepared in 2003 following extensive public consultation. The Local Plan was already at an advanced stage in its process before the emergence of the Community Plan; however, its strategy, objectives and policies, particularly its key central objective

of achieving sustainable development, are relevant to the principal objectives, and many of the actions, of the Community Plan. As and when both documents are reviewed in the future, the relevant requirements of each will be fully taken into account.

1.2 THE WRITTEN STATEMENT AND PROPOSALS MAP

1.2.1 The Penwith Local Plan covers the entire administrative area of Penwith District Council for the period up to 2011. The base date for all figures contained in the Plan is 1991. Where later figures are referred to the relevant date is indicated. The Plan comprises a Written Statement and Proposals Map which consists of maps showing the Plan area including insets at larger scales. The Written Statement contains details of the policies and proposals supported by a reasoned justification. If any contradiction should arise between the Proposals Map and the Written Statement, the provisions of the Written Statement will prevail.

1.2.2 The Proposals Map defines the areas to which individual policies and proposals apply. To ensure clarity, larger scale insets have been used where problems of interpretation are likely to arise. The most recent data available has been referred to in updating the Proposals Map. However, some designations and boundaries are likely to change and the most recent information available from the relevant agencies will be used in implementing the policies of the Plan.

1.3 CONTENT OF THE PLAN

1.3.1 In order to obtain an understanding of the Plan and its fundamental approach Sections 3 and 4, containing the Plan Strategy and Objectives, are essential reading. In the main body of the Plan each section (5 to 13) is structured in the same way, part 1 is the 'Introduction', part 2 outlines the national, regional, County and local 'Policy Background' and part 3 contains the 'Policies and Proposals' of the Plan relevant to that topic. While certain policies may be of specific relevance to a proposal, planning applications are decided in the context of all the relevant policies in the Local Plan. It is important to recognise, therefore, that ALL the policies of the Plan apply to any proposal and policies must be read together with others that are relevant.

1.3.2 Many of the policies in the Plan are interlinked and it is essential that they are not read in isolation, for example the General Development Guidance Policies in Section 5 are relevant to developments which are acceptable within the context of the specific policies in Sections 6 to 13. The Local Plan must also be read in conjunction with the most recent Structure Plan to establish the full range of policies that apply to the Local Plan area. At the end of each of the main sections (5 to 13) there is a table which lists the topics covered together with the relevant policy references from both the Local and Structure Plans. In order to aid identification all the POLICIES and PROPOSALS of the Local Plan are in CAPITALS.

1.3.3 Throughout the Plan every attempt has been made to make the wording of the policies as clear and concise as possible. The Plan nevertheless has to strike a balance between providing certainty about what developments are acceptable or unacceptable and allowing sufficient flexibility to accommodate the unforeseen. A further degree of flexibility is allowed for in Section 54A where account can be taken of other 'material considerations' in making planning decisions. Where such considerations prove relevant proposals will be advertised as a 'departure' from the Plan and referred to the Secretary of State for the Environment, where required, before permission is granted.

1.4 THE LOCAL PLAN PROCESS

1.4.1 Preparation of the Local Plan has involved a number of stages of public consultation and changes. After the initial consultation stage, and resulting changes, the Deposit Draft was published in October 1998. This stage provided the opportunity for formal objections and representations of support. Following discussions and negotiations with objectors and others Proposed (Pre Inquiry) Changes were published for consultation in July 2001. Further Proposed (Pre Inquiry) Changes, relating primarily to housing sites, were published in February 2002. Where objections could not be resolved, whether to the original Deposit version or to proposed changes, these issues were referred to a public Local Inquiry for decision. The Inquiry was held between April and September 2002 and the independent Inspector's report was published in February 2003.

1.4.2 Modifications to the Plan, which carried forward Proposed Changes already agreed by the Council and supported by the Inspector, together with additional changes recommended by the Inspector and agreed by the Council, were published in July 2003, with one further Modification published in November 2003. The Plan was finally adopted on 4th February 2004.

1.5 CHANGES TO THE PLAN

1.5.1 The principle changes to the Plan during its process can be summarised as follows:

- * the Plan period has been extended to 2011, with consequent changes to the amount of housing and employment land to be provided;
- * the Plan Strategy incorporates a more specific spatial strategy;
- * incorporation of revised national guidance, in particular PPG 3: Housing (clearer emphasis on use of previously developed land) and PPG 13: Transportation (change in approach to parking provision);
- * increased emphasis on Open Areas Related to Settlements as part of the built environment (POLICY TV-2) and the setting and character of towns and villages (POLICY TV-1);
- * inclusion of 'key' policies in each section which together set out the overall approach of the Plan;
- * inclusion of an environmental appraisal.

1.5.2 Changes to the policies and proposals and specific changes to the supporting text have been incorporated in line with the Inspector's recommendations, although the paragraph reference, or order, may differ as a result of redrafting. A significant number of other changes have been made to the text as a consequence of the changes recommended, to be consistent, or to update the policy context or background information.

Section 2

The Local Plan Area

2. THE LOCAL PLAN AREA

2.1 THE PEOPLE

2.1.1 The 1991 Census showed a total population of 59,251; in 1997 the figure was estimated to be approximately 60,000 and by 2001 the Census indicated an overall rise to about 63,012. The three main towns of Penzance/ Newlyn, St. Ives and Hayle, together with their respective parishes, account for about half of the District's total. The remainder of the population is spread throughout the area, most notably in St. Just, Pendeen, Goldsithney, Marazion, Madron, St. Erth, Connor Downs, St. Buryan, Ludgvan and Crowlas.

2.1.2 Following growth in the 1970s and 1980s the population continued to rise during the 1990s. The increase in population has largely been maintained by inward migration with Penwith proving a favoured location for those seeking retirement homes or a better quality of life. This trend is unlikely to change and, while migrants include those of working age, the present imbalance in the age structure, between people of working and non-working ages, is perpetuated as the young leave the area to seek training and employment and older age groups continue to find the District attractive.

2.1.3 The attractiveness of the District to inward migrants and those seeking second homes has led to competition in the housing market with resultant prices that are beyond the reach of many of those employed locally on lower incomes. This has highlighted the need to ensure that there is an adequate supply of affordable housing available to meet the requirements of those unable to compete in the local housing market.

2.2 THE PLACE

2.2.1 Penwith contains a unique blend of natural and man-made environments that is locally revered, nationally recognised and internationally acclaimed. Within a matter of miles the landscape can vary from plunging cliffs and rising remote moors which appear unchanged for centuries to rolling agricultural vistas and wooded valleys where the mark of human activity is clear. However, more than a cursory investigation will reveal that, even in the most lonely corners of the District, prehistoric monuments dot the landscape, in fact, as many as anywhere in Europe. The District is also renowned for its many significant areas of nature conservation value including a variety of important habitats, wildlife, marine life and geology.

2.2.2 The towns and villages are as varied as the countryside, ranging from the tightly built cottages and narrow streets of St. Ives and Mousehole to the elegant terraces of Penzance and the traditional churchtowns such as St. Buryan, Gulval and St. Hilary. The settlements contain a variety of interesting and important buildings the diversity of which adds further to the quality of the built environment.

2.2.3 In many areas the intrinsic strength of character of the District has proved capable of withstanding the adverse impact of the late twentieth century 'development' and 'improvement' trends, particularly when complemented by carefully applied planning controls. There are, however, clear examples of the deleterious effect of unsympathetic developments to be found throughout the District. Poorly maintained, older buildings of charm and character stand side by side with mediocre modern solutions. Non-traditional materials, windows and roofs of seemingly endless variety mar entire streets and brash shopfronts and signs punctuate many frontages. In the countryside rural lanes are spoiled by

access 'improvements' and hedge removal and poorly executed conversions of agricultural buildings dot the landscape. At worst the overall effect is one of poster paint daubed carelessly over a delicate water colour.

2.2.4 The effect of planning decisions is cumulative and it is often difficult to identify at what point the inexorable 'development pressures' which themselves constantly vary, brought about a fundamental change in any one area. It is a process of erosion which in many cases is not necessarily indicative of a local failing but is attributable to the inadequacies of the level of control through national legislation.

2.2.5 Penwith represents a rare and valuable combination of an outstanding rural and coastal landscape, delightful towns and villages and a wealth of sites which are of historical, archaeological and ecological importance. This heritage has been and continues to be under threat and it requires a high degree of protection and management together with measures for enhancement if it is to be fully appreciated and not lost or further damaged. It is the need to safeguard the very special characteristics of the area, while at the same time endeavouring to achieve economic prosperity and ensuring that the needs of the residents for housing, employment, recreation and other potentially conflicting uses are met, which constitutes the greatest challenge to the planning process.

2.3 THE ECONOMY

2.3.1 There can be little doubt that the economy of the area suffered considerably during the periods of recession experienced in the 1980s and early 1990s. Each slump in the economy brought its round of closures and redundancies and, while there have been some successes, the periods of buoyancy and optimism have been too brief to stimulate strong, sustained growth.

2.3.2 The problems faced by the local economy are further compounded by the District's location at the western end of a long narrow County with all the consequent problems of communications which in turn have made it difficult to attract and retain new manufacturing industry. Nevertheless industrial sites have been developed by both the private and public sectors in the Penzance, St. Ives and Hayle areas. The take up of sites on these estates has varied and frequently there has been pressure to accommodate other inappropriate uses which do not make the best use of expensive serviced land. However, there is a shortage of available land for the provision of new workspace, both in and outside towns.

2.3.3 The economy is characterised by a large number of small firms with a high proportion of self-employed workers and there are less people than nationally employed in the manufacturing sector. Within the rural areas considerable support has been given to new and expanding small firms through government agencies and the Council will continue to work in partnership with the private sector and other relevant bodies to provide further much needed stimulus to the economy.

2.3.4 While in the past the production of tin and copper was an important part of the local economy the closure of Geevor Mine brought mining to an end and the extraction of stone is now limited to the operations at Castle-an-Dinas Quarry; although there is sand extraction activity at Gwithian, and Penlee Quarry at Newlyn could reopen if market conditions were favourable. Agriculture has also declined as an employer and changes in the agricultural industry are likely to lead to further contraction. Farm incomes are often insufficient to sustain the level of capital investment and many farmers are seeking ways of diversifying their activities by utilising redundant buildings for other uses, including rural industry, and by undertaking tourism and leisure related developments. Among the

indigenous industries fishing alone has experienced some prosperity in recent years and Newlyn has continued to support a large fleet with a very high value of landings. However, increasing regulation of the industry and conservation measures have resulted in a reduction in the number of vessels operating from the port, and there are increasing uncertainties and pressures on the industry.

2.3.5 Tourism is a significant element of the local economy with the population of the area dramatically increasing at the peak of the season. However, increasing competition from cheap foreign holidays, and the uncertainties of the British climate, has caused a decline in the popularity of the area as a tourist destination. While tourism is an important source of income to the area there are particular employment problems associated with the industry namely its predominantly seasonal nature and relatively low pay.

2.3.6 Unemployment in Penwith displays distinct seasonal variations as a result of reliance on the tourist industry and is above the national average. High levels of unemployment, combined with poor wages, lead to a generally low level of prosperity and as identified earlier, certain aspects of life in the area serve to highlight this, such as the inability of local people to compete in a housing market that is inflated through pressure from inward migration, second home buyers and the loss of properties to holiday lets.

2.4 **COMMUNICATIONS AND INFRASTRUCTURE**

2.4.1 Located as it is at the far end of Cornwall the District has benefited from improvements to the trunk road network serving the County. However, the District is still relatively remote, in terms of journey times, from the main centres of the country. In this context continued upgrading of the A.30 Trunk road, particularly the Goss Moor diversion, is important. Within the District the period from the mid 1970s has seen significant improvements to the road network through the construction of the Hayle, Marazion and Long Rock Bypasses and the Penzance Distributor Road. The roads serving some rural areas are narrow with consequent problems of congestion and while there is a continuing programme of improvements undertaken by the highway authority with the aim of alleviating these localised difficulties, it is important that such schemes do not detract from the rural nature of these roads.

2.4.2 Penzance is the focal point of the local transport network and it is also the main crossover point for passenger and freight traffic to the Isles of Scilly, both by air and sea. Within the town facilities for rail, coach and sea travel are in close proximity, with the addition of a direct bus link from the station to the Heliport for travellers to the Isles of Scilly. This proximity is advantageous, particularly for visitors, in that a convenient interchange of services can be achieved. Long-term parking facilities for visitors to the Isles of Scilly are also close at hand in the Harbour Car Park and in privately operated long-stay parks.

2.4.3 Port facilities are available at Penzance, Newlyn, Hayle and St. Ives catering for a range of commercial, leisure and tourism related interests. The fishing industry is particularly important locally and, while a number of boats operate from each of the harbours, Newlyn is the main focus of activity.

2.4.4 There is an all-year round helicopter service from Penzance to the Isles of Scilly and fixed wing flights to the Islands and destinations outside the county are available from Land's End Aerodrome. The aerodrome is also a valuable facility for visiting light aircraft.

- 2.4.5 A network of local 'bus services is provided by a number of operators. While many of these services are suitable for journeys both to and from work and school, on some rural routes services are at a low level, particularly during the winter timetable period. Penzance is the terminus of the main high speed rail link to Paddington and other cross-country routes and as such is of strategic importance to West Cornwall as a whole. There are main line stations at Hayle and St. Erth, and St. Ives is served by a branch line from the latter. The continued existence of the main line rail link is seen as essential to the economic well-being of West Cornwall and the Isles of Scilly. In addition there is a link between enhanced and affordable rail services and the ability to reduce car use. In this respect the St. Ives Branchline is also important.
- 2.4.6 Until the mid 1990s the District suffered from a lack of adequate sewage treatment and disposal facilities. In many cases settlements were served by outfalls where raw sewage was discharged into the sea, often in close proximity to bathing beaches. The construction of a major Regional Sewerage Scheme involving the treatment of sewage from the Penzance, St. Ives and Hayle areas at St. Erth and its subsequent discharge through a new long sea-outfall at Gwithian alleviated most of the previous problems. More localised issues remain to be addressed in some areas.

Section 3

Plan Strategy

3. PLAN STRATEGY

3.1 INTRODUCTION

3.1.1 A Local Plan necessarily covers a wide range of complex issues which are often inter-related. While the plan must address its policies and proposals to land use matters these in turn affect, and are affected by, wider environmental, economic and social considerations. It is therefore essential in formulating a Local Plan to identify, at an early stage, the overall strategic approach at which the policies and proposals are directed. This section assesses briefly the national, regional and County strategic frameworks for the Plan and takes them into account in developing a Plan Strategy.

3.1.2 The principles of a clearly defined strategy can be used to develop the objectives and policies of the Plan. They can also be applied to wide ranging and complex issues to determine a policy direction where the Plan may not contain specific policy guidance. A statement of the overall approach of the Plan may also be useful in providing direction and consistency to other, complementary, activities where the planning system has no direct control. It follows that it is important that the strategy is essentially simple, clearly expressed and clearly understood.

3.2 POLICY BACKGROUND

3.2.1 Growing awareness of environmental issues, ranging from such matters as the international implications of global warming to local problems of pollution and development threats to individual sites, was reflected by the Government, in September 1990, through the publication of the Environment White Paper "This Common Inheritance". This document emphasises the theme of stewardship of the planet and the need for sustainable growth. Within this context the Town and Country Planning Act 1990 required that local plans include policies relating to the conservation of the natural beauty and amenity of the land and the improvement of the physical environment. This Act has been supplemented by a succession of Planning Policy Guidance (PPGs), and more recently, Planning Policy Statements (PPSs) which contain further emphasis and detailed information on the way in which environmental issues should be treated in development plans.

3.2.2 In Planning Policy Guidance "Development Plans and Regional Planning Guidance" (PPG 12), which relates to plan preparation procedure and the content and form of plans, it is identified that plans must make adequate provision for development that is needed and at the same time take account of the need to protect the natural and built environment. In particular it is identified that the preparation of development plans can contribute to the objectives of ensuring that development and growth are sustainable and that the effect of planning decisions should not deny future generations the best of today's environment. The PPG charges local planning authorities with a responsibility to ensure that their plans consistently and comprehensively take environmental considerations into account and identifies that environmental concerns need to form an integral part of policy appraisal in all development plan preparation.

3.2.3 Regional Planning Guidance (RPG 10) seeks to provide the context for achieving a balance between the following objectives:-

- * to safeguard and enhance the distinctiveness and diversity of the region's environment;

- * to encourage and maintain a diverse and healthy economy throughout the region;
- * to secure a sustainable level of growth and distribution of development;
- * to provide a framework for the provision of infrastructure and services so as to ensure an enhanced quality of life and
- * to provide for a safe and efficient transport system to serve the existing and future needs of the region.

3.2.4 The guidance recognises the quality and diversity of the region's environment and emphasises the requirement to balance the need for development against the need to protect and enhance the environment. Guidance is also given on employment, housing, tourism and leisure, minerals and transport and communications. Throughout the document there is a significant emphasis on the need to achieve sustainable growth together with a requirement for development plans both to protect valuable landscapes, habitats, agricultural land and natural and man-made features and to address ways in which development patterns can reduce consumption of fossil fuels and pollution.

3.2.5 The approach of the Structure Plan has, since the formulation of the original Structure Plan in the late 1970s, been based on both encouraging economic growth and on maintaining the character of the County. The present Structure Plan is based on the belief that social, economic and environmental objectives need to be integrated and directed towards a more sustainable future. In the Vision and Strategy section of the Plan, Policy SP 1 identifies that the underlying objective of the Plan's policies is to achieve sustainable development and that in the application of policies in Local Plans, and the consideration of applications for planning permission, it will always be appropriate to have regard to the economic and social well being of local communities as well as the environmental implications of development. Policy SP 2 seeks to minimise the need to travel and encourage access by public transport and by non-vehicular means by, for example, making full and effective use of land within urban areas and by closely integrating development with the availability of public transport. This fundamental emphasis on sustainable development is being carried forward in the new Structure Plan.

3.3 THE LOCAL PLAN STRATEGY

3.3.1 The Penwith Local Plan has been prepared within this framework of guidance most of which demonstrates an increasing awareness of, and emphasis on, sustainability. However, while the achievement of sustainable development has become a central tenet of the planning system, it tends to mean different things to different people. The UK Strategy for Sustainable Development, the Framework for Sustainable Development in the South West and PPG 12 (see para. 3.2.2) give an indication of the Government's view of what is considered sustainable but the following definition also helps clarify the meaning of the term:

"Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

The Brundtland Report, World Commission on Environment and Development, Our Common Future : Oxford University Press 1987.

3.3.2 The concept of basing local plans on the protection of environmental qualities through the promotion and encouragement of appropriate developments and controlling or preventing those that are likely to have a harmful effect is not new to Penwith. The plans prepared previously by both the District and County

Council, including the Penzance Local Plan, former County Structure Plan and Countryside Local Plan, have all been based on a broadly similar premise. This approach has been consistently supported, and indeed at times strengthened, by the public and other bodies through the consultation process.

3.3.3 The strategy that follows does not therefore represent a radical change of direction but rather the extension of an existing, well established approach that has achieved considerable successes in protecting some elements of the environment. For sustainable development to be the aim, however, much wider environmental considerations must be at the heart of the plan and decision making processes while not losing sight of the pressing economic and social issues that face the Plan.

3.3.4 This leads to general principles, or aims, which are:-

- * to safeguard the environment (in the broadest meaning of the word);
- * to provide for the employment, housing, recreational and social needs of the local community and,
in order to reconcile these two,
- * to pursue and encourage development which is sustainable.

3.3.5 More than 60,000 people live and work in the District and the Plan must set a context within which their needs, in terms of housing, employment, recreation and travel, have a reasonable chance of being met. However, if the aim of sustainable development is to be achieved it is essential to differentiate between the genuine 'needs' of the local community and the wider 'demands' that inevitably lead to pressure for development that may be of an inappropriate type or scale. In endeavouring to meet these needs it is essential to make the best and most efficient use of available resources, including land. There is an emphasis, therefore, throughout the Plan on the re-use of previously developed land provided that it is in the right location. It is also important to recognise that the protection of critical environmental capital and resources, which are those of national importance and whose loss would be extremely serious, must be given a high priority within the approach of the Plan. Above all it must be recognised that there are limits to what the environment can safely bear from development and that a 'healthy' environment can set the scene for economic and social well-being.

3.3.6 **The Local Plan Strategy is, therefore:-**

- * **to protect and improve environmental resources and assets;**
- * **to consider the long term, as well as short term, effects in assessing development proposals;**
- * **to manage land use change so as to avoid damaging environmental consequences and enhance environmental quality;**
- * **to strengthen the local economy, and provide for housing and other development, in ways that are sustainable, meet the needs of the community as a whole and respect the special character of the District; and**
- * **to focus new development on the three main urban areas or, in the case of serviced industrial land, in the main transport corridor at transport nodes where accessibility to non-car modes can be maximised.**

Spatial Strategy

- 3.3.7 In line with national, regional and Structure Plan guidance there will be an emphasis on locating most development in the urban areas where there is the widest range of service and facilities and good accessibility to public transport networks. In the rural areas development will be related to the economic and social, including housing, needs of the existing population and will be focused on St Just and the principal villages. This approach can allow for reduced reliance on the need to travel, particularly by private car, and limit the impact of new development on villages and the countryside. The main urban centres in Penwith are Penzance and Newlyn, Hayle and St Ives and the focus of policies for development is on these centres. Where development is intended to serve the District as a whole, the emphasis will be on Penzance as the largest population centre and focus of communications. Certain types of development are difficult to locate within urban areas and the effect of building on edge of town sites on the surrounding countryside, as well as on the setting and character of the settlement, must be considered. While it will be important to retain existing industrial land provision in the Hayle harbour area, there are no opportunities to provide suitable additional serviced industrial land within the urban areas. The implications of developing such sites on the edge of towns, in terms of landscape and agricultural values, must be balanced, therefore, against alternative locations which offer similar, or improved accessibility benefits, particularly to non-car modes, as urban areas. To the west of Hayle the St. Erth Station area provides a location within the main transport corridor that is accessible by both rail and principal bus routes from Penzance and St. Ives as well as from Hayle and is considered appropriate as a strategic employment location.
- 3.3.8 **POLICY ST-1: DEVELOPMENT WILL BE FOCUSED ON THE MAIN URBAN CENTRES OF PENZANCE / NEWLYN, ST. IVES (INCLUDING CARBIS BAY) AND HAYLE TOGETHER WITH, IN THE CASE OF SERVICED INDUSTRIAL LAND, THE ST. EARTH STATION AREA.**
- 3.3.9 Policy ST-1 is complemented by the other 'key' policies in the Plan (GD-1, CC-1, TV-1, H-1, E-1, TM-1, R-1, TP-1 and CS-1, paras. 5.3.3, 6.3.3, 7.3.5, 8.3.10, 9.3.7, 10.3.4, 11.3.4, 12.3.4 and 13.3.3) and, together with the Plan's Objectives (Section 4), these provide the core strategy for the planning and control of development during the Plan period.

3. PLAN STRATEGY

Summary of POLICIES and PROPOSALS

TOPIC	LOCAL PLAN POLICIES/PROPOSALS	STRUCTURE PLAN POLICIES 1997 (2004)
Spatial strategy for the location of development	ST-1	ENV12 (Policy 16)

Section 4

Objectives

4. OBJECTIVES

4.1 INTRODUCTION

4.1.1 The Plan Strategy (para. 3.3.6) can be developed through identifying:-

a) resources to be protected - global and local

- * climate/atmosphere,
- * animals and plants (species diversity),
- * air quality,
- * water supply and quality,
- * soils,
- * land,
- * raw materials,
- * landscape/countryside,
- * townscape/village character,
- * heritage,
- * character of the District.

b) resources to be safeguarded and utilised

- * renewable energy potential,
- * waste recycling potential,
- * developed resources - buildings,
town and village centres,
transport routes,
services,
human resources - physical and mental health and well being.

c) the needs/requirements of the local community

- * economic,
- * amount and type of housing,
- * recreational,
- * services and facilities.

d) ways of reconciling environmental and development needs so that both can continue to be met in the future.

This process has led to the identification of specific objectives which are relevant to the Plan as a whole and are, in turn, met by a range of Plan policies. These objectives relate to the particular circumstances of Penwith and the evident pressures for development, problems and opportunities. In some cases they represent a restatement of an already well documented approach, in others a formal expression of a previously unwritten objective.

4.2 THE LOCAL PLAN OBJECTIVES

- 4.2.1
1. To ensure that development does not have an adverse effect on landscape, nature conservation, historic, archaeological and geological values;
 2. To preserve and enhance the character and appearance of the built environment;

3. To ensure that development does not have an adverse impact on the best and most versatile agricultural land;
4. To ensure that development does not have an adverse effect on air, water and soil qualities;
5. To ensure that development is of a scale and design that is in keeping with the special character and qualities of the District and its specific location;
6. To promote energy efficiency;
7. To pursue a distribution and pattern of development which:-
reduces the need to travel,
allows for the use of alternative means of transport to the private car and is well related to existing transport networks;
8. To ensure that the location of development maximises existing or proposed infrastructure provision and accessibility to services and community facilities;
9. To ensure that development will be located where it can be accommodated by existing or proposed infrastructure networks, community services and facilities;
10. To encourage the provision of improved facilities for public transport users, cyclists and pedestrians;
11. To achieve the most efficient use of land and existing buildings;
12. To promote the re-use of previously developed land including the regeneration of derelict, unused and under-used sites in towns and villages;
13. To relate housing provision to the estimated growth in population and number of households;
14. To relate industrial land provision to the estimated level of job creation requiring new sites;
15. To provide a framework that supports initiatives for the management and enhancement of the countryside in terms of its landscape, nature conservation, historic, archaeological and geological values;
16. To maintain and improve the vitality and viability of the main town centres;
17. To maintain and improve the role of villages as local centres of community and commercial activity;
18. To encourage tourism development that is based on the natural attractions and cultural heritage of the District;
19. To facilitate employment initiatives that strengthen and broaden the local economy;
20. To meet the needs of the community as a whole in terms of general market, affordable and other special needs housing;

21. To meet the needs of residents and visitors in terms of services, recreational and community facilities;
22. To create a 'user friendly' human environment in terms of safety, security, accessibility and amenity.

Section 5

General Development Guidance

5. GENERAL DEVELOPMENT GUIDANCE

5.1 INTRODUCTION

5.1.1 In order to achieve a consistent and high standard of development throughout the District it is important to specify broad criteria that developments will be expected to meet. The early establishment of these general development principles will clearly identify the expectations of the planning authority to all those involved in the development process, from householders to proposers of major schemes. This section contains general policies which are intended to apply to all developments, although the requirements of each criterion in relation to specific proposals will need to be assessed individually. The consideration of these issues at this point in the Plan will eliminate repetition of criteria in other policies. Where related issues are considered elsewhere in the Plan these are cross referenced.

5.2 POLICY BACKGROUND

5.2.1 The need to determine a framework for land use planning decisions and to protect the most sensitive environments is identified in the White Paper "This Common Inheritance". The role of the planning system in effectively reconciling pressure for development with the protection of the environment is recognised in Planning Policy Guidance Note 1 "General Policy and Principles" (PPG 1) and in the emerging Planning Policy Statement "Delivering Sustainable Development" (PPS 1). In addition the guidance indicates that development plans should set out the local authority's design expectations but without unnecessary prescription or detail.

5.2.2 With regard to advertisements PPG 19 "Outdoor Advertisement Control" accepts that the appearance of buildings can be adversely affected by poor advertisements. It further indicates that policies giving guidance on the types and locations of advertisements that might be acceptable are appropriate for inclusion in development plans.

5.2.3 The Cornwall Design Guide, published by the County Council, contains advice on the design and layout of residential development and the District Council has published leaflets on such issues as conversions and window and door design. Advice and assistance on all aspects of the layout and design of development is available from the District Council's planning service. Advice is also available from "By Design", the companion guide to PPG 1, and from "Protecting Design Quality in Planning" published by the Commission for Architecture in the Built Environment (CABE).

5.3 POLICIES AND PROPOSALS

5.3.1 The policies contained in this section relate to the way in which development is carried out and they have a critical role therefore in carrying forward many of the objectives to the Local Plan. Policies focus on ensuring that proposals are well integrated with their surroundings in order to safeguard the character and special values of the District. Other objectives carried forward are the protection of air, water and soil qualities, the promotion of energy efficiency, through the layout and orientation of buildings, and the creation of a safe and secure human environment which includes provision for walking and cycling. The General Development Guidance policies must be considered alongside all other policies of the Plan in assessing proposals for development and are particularly important in minimising the environmental impact of development. The Council proposes to produce its

own Design Guide, relating specifically to the District, to provide more detailed supplementary guidance on the implementation of these and other relevant policies of the Plan.

Scale and Siting of Development

- 5.3.2 The landscape and character of the District vary considerably from the rugged west to the more gentle countryside of the east. While the open seascapes, areas of moorland and agricultural vistas give an impression of great space, in reality the landscape is small in scale with a limited capacity to absorb development. Policy ENV 12 of the Structure Plan (Policies 1 & 2, 2004) requires that the siting and design of new development should always respect the qualities in the natural and built environment that provide local distinctiveness. Often quite modest development can be seen from a considerable part of the District and the accommodation of more significant proposals, such as large holiday complexes or industrial estates, needs very careful consideration. In addition the integration of development with its surroundings, in both rural and built up areas, is a significant factor in limiting its impact in both the immediate locality and wider landscape. It is essential therefore that, in pursuing a sustainable approach to the landscape and built environment of the District, development proposals are of a scale which is appropriate to the area and located so as to minimise visual impact.
- 5.3.3 **POLICY GD-1: DEVELOPMENT SHOULD BE INTEGRATED WITH ITS SURROUNDINGS IN TERMS OF SCALE, SITING AND DESIGN AND BE IN KEEPING WITH THE CHARACTER OF THE DISTRICT.**

Design and layout of Development

- 5.3.4 There are a number of important factors to take into account in the design and layout of proposals if developments are to relate well to their surroundings and provide an efficient, safe and pleasant environment for all users. For residential development the Cornwall Design Guide, published by the County Council, provides comprehensive advice on such issues (para. 8.3.96). The District has a rich and diverse built environment and, while it is not necessary for the design of buildings to be prescriptive, it is important that they respect the traditional character of their locality in terms of style, form, detailing and materials. Structure Plan Policy ENV 12 (Policies 1 & 2, 2004) makes it clear that the design and materials used in new development should respect the qualities which provide local distinctiveness. While the availability of traditional building materials is limited there are often other sources and acceptable alternatives that can be utilised. In many cases recycled materials may also be a practical solution. New development also provides the opportunity to utilise energy efficient designs and incorporate measures to reduce energy consumption. While, in any given period, the proportion of new development which can effectively incorporate such elements may be small compared with the existing stock, it is through a continuing effort over a number of years that improvements will be achieved. New development will be expected to utilise designs and layouts which provide the maximum gains in terms of passive solar energy collection. Circular 5/94 "Planning out Crime" identifies that crime prevention can be a material consideration in dealing with planning applications and the design and construction of groups and individual buildings, layout, mix of uses and location of street furniture can all be used to deter crime. POLICY TV-7 (para. 7.3.21) relates specifically to the use of security measures on shops and commercial

premises in Conservation Areas. The Government also launched in 2004 “Safer Places – The Planning System and Crime Prevention” which assists planning officers and the police in designing safer and therefore more sustainable communities.

- 5.3.5 It is essential that development provides attractive, convenient and safe facilities for pedestrians and cyclists and Policy TRAN 5 (Policy 28, 2004) of the Structure Plan emphasises the need to encourage journeys on foot and bicycle. If reliance on the use of the private car is to be reduced the alternative means of transport must be practical and easy to use with, in the case of cyclists, secure parking facilities at locations which generate a large number of trips such as workplaces, supermarkets and in town centres. The design and layout of development should also maximise opportunities for use of public transport. In the interests of ensuring full accessibility for all sectors of the population development must make provision, both within sites and to surrounding areas, for the movement of those with young children, disabilities or limited mobility.
- 5.3.6 In many cases sites or buildings which are the subject of development proposals contain features of value to wildlife. These may include meadows, hedgerows, woodlands, trees, watercourses, river corridors, ponds, wetlands and the buildings themselves. In addition many sites contain features which are significant to the amenity of a wider area. The retention of these features can assist in the integration of development and help maintain the diversity and extent of habitats. It should be noted that POLICY CC-9 (para. 6.3.45) seeks to avoid harm to protected species, POLICY CC-10 (para. 6.3.48) relates to protecting the integrity of landscape features and habitats of major importance and POLICY CC-12 (para. 6.3.57) is relevant to development which would result in the loss of features which make a significant contribution to the character of the landscape. The policy framework of the Local Plan can also be used effectively to ensure that development proposals in the Area of Outstanding Natural Beauty (AONB) are sensitive to, and reflect the special character of, the area (POLICY CC-3, para. 6.3.13). Additional requirements for the design and layout of residential development are contained in POLICY H-18 (para. 8.3.106).
- 5.3.7 **POLICY GD-2: THE DESIGN AND LAYOUT OF DEVELOPMENT SHOULD:-**
- (i) RESPECT TRADITIONAL PATTERNS OF DEVELOPMENT AND BUILDING STYLES, FORM AND DETAILING;**
 - (ii) INCORPORATE MATERIALS THAT ARE IN KEEPING WITH THE LOCALITY;**
AND WHERE APPROPRIATE:-
 - (iii) MAXIMISE PASSIVE SOLAR GAIN AND UTILISE ENERGY EFFICIENT BUILDING TYPES;**
 - (iv) PROVIDE A SAFE AND SECURE ENVIRONMENT WHICH REDUCES THE RISK OF CRIME;**
 - (v) MAKE PROVISION FOR WALKING AND CYCLING WHICH IS SAFE, CONVENIENT AND ATTRACTIVE AND INCLUDE SECURE CYCLE PARKING FACILITIES;**
 - (vi) MAKE PROVISION FOR THE NEEDS OF DISABLED PEOPLE, PERSONS WITH RESTRICTED MOBILITY AND THOSE WITH YOUNG CHILDREN IN TERMS OF MOVEMENT TO, FROM AND WITHIN THE SITE;**

- (vii) **RETAIN AND INCORPORATE EXISTING TREES AND OTHER FEATURES WHICH CONTRIBUTE TO THE CHARACTER AND VALUE TO WILDLIFE OF THE SITE OR TO THE AMENITY OF THE SURROUNDING AREA;**
- (viii) **SEEK TO MAXIMISE PUBLIC TRANSPORT OPPORTUNITIES;
AND**
- (ix) **ALLOW FOR RECYCLING AND WASTE COLLECTION FACILITIES**

Landscaping and Planting

5.3.8 The incorporation of effective landscaping and screening in development proposals is important in limiting visual impact, providing shelter and adding interest. Policy ENV 12 of the Structure Plan (Policy 2, 2004) identifies the need for landscaping to respect the qualities which provide local distinctiveness. It is essential therefore that landscaping schemes are in keeping with the location of the development in terms of type of species utilised and their suitability in the prevailing conditions. Careful location and design of schemes together with choice of plants which support a variety of species can, in many cases, make a valuable contribution to wildlife habitat. The inclusion of creative conservation measures, such as ponds, within landscaping schemes can be a positive method of encouraging a greater diversity of wildlife within and around development proposals.

5.3.9 **POLICY GD-3: PROPOSALS FOR DEVELOPMENT SHOULD WHERE APPROPRIATE INCORPORATE LANDSCAPING AND PLANTING WHICH REDUCES THEIR IMPACT ON THE ENVIRONMENT AND WHICH REFLECTS THE CHARACTER OF THE SURROUNDINGS AND PROVIDES SCREENING SHELTER AND INTEREST. WHERE PRACTICABLE, SUCH LANDSCAPING AND PLANTING MUST BE CAPABLE OF SUPPORTING A VARIETY OF SPECIES AND INCLUDE PROVISION FOR WILDLIFE AND OTHER CREATIVE CONSERVATION MEASURES.**

Provision of Services and Prevention of Pollution and Flooding

5.3.10 In considering development proposals it is essential to ensure that they can be adequately serviced and do not cause wider environmental problems. In certain parts of the District the provision of adequate water supply and sewage disposal facilities have caused difficulties in the past. The implementation of the Regional Sewerage Scheme and other infrastructure projects has eliminated the majority of these problems, however, it remains important to assess the impact of new developments on the water supply and sewerage disposal networks and sewage disposal facilities. Policy R 1 of the Structure Plan states that development should have regard to the availability of infrastructure facilities and POLICY CS-1 (para. 13.3.3) identifies the need for new and improved community facilities to be related to the existing and proposed distribution of development. Clearly the existence or planned provision of such facilities must be a prerequisite to the granting of planning permission. Where infrastructure is required that would not have been needed but for a development, Policy R 3 of the Structure Plan states

that developers should pay for or contribute to the cost of such facilities but this should not be a route for bringing forward developments in inappropriate locations. POLICY CS-7 (para. 13.3.26) relates specifically to the use of septic tanks, cesspools and 'package' sewage treatment plants. Policies ENV 14 and 16 of the Structure Plan state that development should not increase pollution to a significant degree or lead to the significant contamination of land and Policy ENV 15 requires that the risk of flooding should not be increased or created where no risk previously existed. Within this context development proposals will not be acceptable unless they incorporate safeguards to prevent noise, light, air or water pollution and do not contribute directly or indirectly to problems of flooding. A risk-based approach will be applied when determining applications in relation to flooding issues which will give preference to the development of sites that are at a lower risk of flooding in accordance with the sequential test of PPG25. More detailed coverage of issues relevant to the Environment Agency is contained in paragraphs 13.3.16 to 13.3.29 of the Community Services section and POLICIES CS-4 through to CS-8 (paras. 13.3.19 to 13.3.29) relate to floodplains, flood defences, the protection of groundwater, surface water drainage, watercourses and the coast.

- 5.3.11 **POLICY GD-4: PROPOSALS FOR DEVELOPMENT WILL NOT BE PERMITTED WHERE THEY WOULD CAUSE SIGNIFICANT HARM AS A RESULT OF INADEQUATE PROVISION FOR:-**
- (i) **SEWERAGE, SEWAGE TREATMENT, SURFACE WATER DRAINAGE AND WATER SUPPLY;**
 - (ii) **THE PREVENTION OF NOISE, LIGHT, AIR OR WATER POLLUTION; OR**
 - (iii) **THE PREVENTION OF FLOODING, ON SITE OR ELSEWHERE.**

Highway Issues

- 5.3.12 The provision of safe site access and ensuring the adequacy of the approach roads to accommodate likely levels and types of traffic including emergency vehicles are important factors in assessing the acceptability of development proposals. The Fire Brigade issue guidance notes on the provision of general access for appliances and in formulating proposals applicants should take account of local highway authority guidelines and Department for Transport technical memoranda. It is often the case that new developments and conversions of existing buildings involve associated access alterations, such as visibility splays, which have a greater impact than the development itself. The impact of such road and access improvements must be minimised and the assessment of highway alterations, including the cumulative effect of similar proposals in the same area, must form an integral part of the initial appraisal of a scheme. POLICY TP-8 (para. 12.3.43) also seeks to minimise and mitigate the impact of road improvement schemes which are justified on highway safety grounds.
- 5.3.13 **POLICY GD-5: PROPOSALS FOR DEVELOPMENT WILL ONLY BE PERMITTED WHERE THE SAFE MOVEMENT OF TRAFFIC CAN BE ACCOMMODATED WITHOUT THE NEED FOR ALTERATION TO THE PROPOSED ACCESS OR THE ROADS LEADING TO THE SITE THAT WOULD HAVE A SIGNIFICANT ADVERSE**

EFFECT ON THE CHARACTER AND AMENITY OF THE SURROUNDING AREA.

Advertisements and Signs

- 5.3.14 The function and purpose of advertisements and signs vary considerably. Most commonly signs are required to advertise the whereabouts of a business and to draw attention to the type of service and goods available. Such signs are usually displayed on the premises or land to which they relate but advance advertisements are also a frequent feature particularly where a business is operating in a low profile urban location or in the countryside. PPG 19 "Outdoor Advertisement Control" identifies that the display of advertisements can only be controlled on the grounds of amenity and public safety. The display of advertisements and signs is subject to complicated and detailed regulations and a significant part of the District is designated as an Area of Special Control where more strict rules apply to siting and size. Sensitively designed, well located advertisements can achieve their primary aim while adding to the attractiveness and interest of the street scene. However, excessively large or garish signs or a proliferation of such signs can have a seriously detrimental impact on the amenity of both urban areas and the countryside and, at worst, constitute visual pollution. It is essential that advertisements and signs are in keeping with their surroundings and, where displayed on a building, they respect its character. Where illumination is proposed it must be executed in such a way as to avoid light pollution or adverse effects on the area in which the sign is located or the amenity of dwellings.
- 5.3.15 It is clearly important for businesses in rural areas to advertise their presence and, where necessary, give potential customers directional guidance. However, poorly designed signs or an excess of advertisements can be confusing and introduce discordant elements to the rural scene. Where signs are required, which are not intended to direct persons to a site, they must be located in close proximity to the buildings or land to which they relate and be of a design which is in keeping with the locality. The cumulative effect of signs, many of which may be acceptable singly or in limited numbers, can seriously affect the visual amenity of a locality. One way that a reduction in the number of signs can be achieved in both towns and villages and the open countryside, is through the grouping of advertisements and joint signing initiatives. This approach would also be of benefit in relation to highway signage, which is not subject to planning control, but often contributes significantly to clutter in both urban and rural areas. As indicated earlier advance signs also have implications for public safety. Standard conditions are used to require advertisements to be kept safe, reasonably clean and tidy and to ensure that there is no conflict with road traffic or other similar signs. POLICY GD-6 identifies the approach to be applied throughout the District but it should be noted that the additional requirements of POLICY TV-8 (para. 7.3.23) will also need to be taken into account in Conservation Areas.
- 5.3.16 **POLICY GD-6: ADVERTISEMENTS AND SIGNS MUST BE IN KEEPING WITH THE CHARACTER AND APPEARANCE OF THE SURROUNDING AREA. PROPOSALS WILL BE PERMITTED PROVIDED THAT:-**

- (i) THE NUMBER, SIZE, DESIGN AND COLOUR OF THOSE DISPLAYED ON OR CLOSE TO A BUILDING RESPECT ITS SCALE, DESIGN, FEATURES AND SETTING;
- (ii) THE INTENSITY AND FORM OF ILLUMINATION WOULD NOT RESULT IN LIGHT POLLUTION OR HAVE AN ADVERSE IMPACT ON THE AREA OR AMENITY OF DWELLINGS; AND
- (iii) ADVERTISEMENTS AND SIGNS IN THE OPEN COUNTRYSIDE, WHICH ARE NOT DIRECTIONAL, ARE LOCATED IN CLOSE PROXIMITY TO THE PREMISES TO WHICH THEY RELATE AND ARE OF A SIZE AND DESIGN, AND USE MATERIALS AND COLOURS, THAT ARE APPROPRIATE TO THE LOCALITY.

JOINT SIGNING PROPOSALS THAT EFFECTIVELY REDUCE THE OVERALL NUMBER, SIZE AND CUMULATIVE EFFECT OF ADVERTISEMENTS WILL BE ACCEPTABLE. A PROLIFERATION OF ADVANCE SIGNS WILL NOT BE PERMITTED.

Conversion of Non-Residential Buildings

5.3.17 Policy ENV 11 of the Structure Plan (Policy 2, 2004) identifies that provision should be made for the re-use, adaptation and conversion of existing buildings subject to certain safeguards. In rural areas the policy places a priority on making provision for employment needs. Where the conversion of an existing non-residential building to another use is proposed there are several general issues to be considered in relation to the way in which the conversion is carried out. Buildings proposed for conversion will be of widely varying types ranging from traditional stone buildings to more modern structures and previous uses will also vary considerably resulting in different physical characteristics in terms of size, form, detailing and materials. It is essential that, in the best examples, such characteristics are retained and respected and where the policies of the Plan permit the conversion of a building of less distinctive merit the proposal must result in an overall improvement in its character.

5.3.18 Outside towns and villages, where the circumstances in which new buildings will be allowed are strictly limited, it is equally important to limit the impact of conversions. A sympathetically designed and well executed conversion of a building which is capable of accommodating its new use should have a minimal impact on its surroundings. In trying to ensure that any impact is kept to the minimum it is essential that conversions do not involve major extensions or rebuilding. While in many cases an actual conversion can be carried out without adverse impact on its location, ancillary operations and activities can have an effect, often over wide areas. For example the visual impact of parking or the establishment of a compound or yard associated with a business use can introduce an alien element or uncharacteristic division of land within or around a traditional farm complex. The visual impact can be further limited by locating associated facilities such as storage, garaging and plant in existing buildings rather than new structures. It is essential that, in the countryside, the initial assessment of the suitability of premises for conversion takes into account fully all the factors associated with the proposed use and the ability of the building or buildings to accommodate the use without causing intrusion in the landscape. In

addition the provision of services must not have an adverse environmental impact, for example, electricity to isolated buildings by way of overhead lines. Where it is considered that the subsequent exercising of permitted development rights would be likely to cause harm to the character, setting, surroundings or architectural value of a building a condition will be imposed withdrawing such rights.

5.3.19 In considering proposals for the conversion of non-residential buildings they must first meet the requirements of the appropriate policy relating to residential, employment or tourism use (POLICIES H-11, E-4, TM-12 or TM-13, paras. 8.3.66, 9.3.25, 10.3.50 and 10.3.54). When a proposal is considered acceptable in the context of these policies POLICY GD-7 becomes applicable in setting out the general principles relevant to the way in which the conversion is undertaken in the interests of safeguarding the character of the building and its surroundings. In addition the provisions of POLICY GD-2 (para. 5.3.7) will be relevant and, where a proposal lies within or close to a Conservation Area, the relevant policies in the Towns and Villages will also apply. A leaflet containing advice on the conversion of barns, particularly their external appearance, is available from the Planning and Building Control Service.

5.3.20 **POLICY GD-7: PROPOSALS FOR THE CONVERSION OF NON-RESIDENTIAL BUILDINGS TO OTHER USES SHOULD RETAIN AND RESPECT THE FORM OF THE BUILDING IN TERMS OF ITS CONTRIBUTION TO THE CHARACTER OF ITS SURROUNDINGS. WHERE THE BUILDING TO BE CONVERTED IS OUTSIDE A TOWN OR THE VILLAGES LISTED IN POLICIES H-5 AND H-6 PROPOSALS WILL NOT BE PERMITTED WHERE THEY WOULD CAUSE SIGNIFICANT HARM TO THE CHARACTER OF THE COUNTRYSIDE AND THE FOLLOWING REQUIREMENTS SHOULD THEREFORE BE MET:-**

- (i) THE BUILDING MUST BE CAPABLE OF CONVERSION WITHOUT THE NEED FOR MAJOR EXTENSION OR REBUILDING;**
- (ii) THE EFFECT OF THE CONVERSION, INCLUDING THE CHANGE OF USE OF ITS CURTILAGE OR SITE, MUST NOT HAVE A DETRIMENTAL IMPACT ON THE DISTINCTIVENESS OF THE LANDSCAPE OR RURAL CHARACTER OF THE BUILDING;**
- (iii) ANCILLARY FACILITIES INCLUDING GARAGES AND STORAGE SPACE SHOULD BE ACCOMMODATED IN EXISTING BUILDINGS; AND**
- (iv) THE PROVISION OF SERVICES SHOULD NOT HAVE AN ADVERSE ENVIRONMENTAL IMPACT.**

PERMITTED DEVELOPMENT RIGHTS WILL BE WITHDRAWN BY CONDITION FOR DEVELOPMENT WHICH WOULD BE LIKELY TO SIGNIFICANTLY ADVERSELY AFFECT THE CHARACTER OF THE BUILDING, ITS SETTING OR SURROUNDINGS.

Note: In order to assess fully the effect of a proposed conversion details and a structural survey will be required at an early stage. Outline applications will not be acceptable.

Buildings of Local Significance

- 5.3.21 Throughout the District there are many buildings that are of particular local importance to the community but which are not listed as being of national historical or architectural interest. Buildings such as chapels, schools, institutes, halls and public houses all form part of the social fabric and history of a community not just because of the functions they fulfil but also through their contribution to the local scene. In many cases, for example schools, a large number of people in the community have strong ties with the buildings through having spent a significant part of their lives closely associated with them. The conversion of such buildings to other uses is often a practical way of achieving their retention. However, it is important that special architectural features or elements of the building which have particular historic relevance are not lost as a result of conversion and that the relationship of the building to its setting and the effect of the conversion and proposed use on its surroundings are taken into account. Proposals for the conversion of buildings under POLICY GD-8 must also comply with the requirements of POLICIES GD-7 (para. 5.3.20) H-11 (para. 8.3.66) E-4 (para. 9.3.25) TM-12 and TM-13 (paras. 10.3.50 and 10.3.54).
- 5.3.22 **POLICY GD-8: PROPOSALS FOR THE CONVERSION OF BUILDINGS WHICH ARE OF LOCAL SOCIAL, ARCHITECTURAL OR HISTORIC SIGNIFICANCE IN TERMS OF A PREVIOUS OR CURRENT USE OR A LOCALLY DISTINCTIVE STYLE OF BUILDING SHOULD RETAIN RELEVANT HISTORIC AND ARCHITECTURAL FEATURES.**

5. GENERAL DEVELOPMENT GUIDANCE

Summary of POLICIES and PROPOSALS

TOPIC	LOCAL PLAN POLICIES/PROPOSALS	STRUCTURE PLAN POLICIES 1997 (2004)
Scale and siting of development	GD-1	ENV 12 (Policies 2 & 16)
Design and layout of development	GD-2 (CC-9, CC-10, CC-12, TV-7, H-18)	ENV 12, TRAN 5 (Policies 1, 2, 3, 7 & 28)
Landscaping and planting	GD-3	ENV 12 (Policy 2)
Services/prevention of pollution and flooding	GD-4 (CS-1, CS-4, CS-5, CS-6, CS-7, CS-8)	ENV 14, ENV 15, ENV 16, R 1, R 3 (Policies 3 & 15)
Highway issues	GD-5 (TP-8)	(Policy 27 & 28)
Advertisements and signs	GD-6 (TV-8)	
Conversion of non-residential buildings	GD-7 (GD-8, H-11, E-4, TM-12, TM-13)	ENV 11 (Policy 2)
Buildings of local significance	GD-8 (GD-7, H-11, E-4, TM-12, TM-13)	ENV 11 (Policy 2)

Section 6

COAST AND COUNTRYSIDE

6. COAST AND COUNTRYSIDE

6.1 INTRODUCTION

6.1.1 The quality and character of Penwith's coast and countryside represent an invaluable but finite resource. A complex inter-relationship of factors has shaped the features and characteristics of the rural environment. Its interest and value are based on the physical, geological, ecological and archaeological features, tempered by human activity, which interact to create today's landscape. It is also a resource valuable in terms of the economy, tourism, recreation, education and a place in which to live and work. Such diverse interests and pressures inevitably create conflicting demands which must be assessed and balanced within the overall framework of the Plan.

6.1.2 Although the importance of the District's environmental assets necessitates that protection must remain a strong element of policies there is also a compelling need and considerable scope for measures to manage and improve the environment, so that the distinctive character and qualities associated with Penwith can be safeguarded and where appropriate enhanced.

6.1.3 The overall emphasis of this section reflects the importance of this dual approach. The diversity and richness of resources are identified together with appropriate policies and proposals to ensure that landscape character, amenity, nature conservation, archaeological and historic values are safeguarded. In addition measures are set out for the conservation and enhancement of these resources, reflecting the Council's active and positive commitment in implementing the environmental aims of the Plan, as well as providing a framework in which other agencies can effectively operate.

6.2 POLICY BACKGROUND

6.2.1 The Town and Country Planning Act 1990 requires local plans to include policies in respect of the conservation of the natural beauty and amenity of the land and the improvement of the physical environment. The Countryside and Rights of Way Act (CROW Act) introduced in 2000 created a new statutory right of access to open country and registered common land, modernising the rights of way system. The Act gives greater protection to Sites of Special Scientific Interest (SSSIs), and provides better management arrangements for Areas of Outstanding Natural Beauty (AONBs), and strengthens wildlife enforcement legislation. The Council also has a general duty under the Countryside Act 1968 to conserve the natural beauty and amenity of the countryside, a responsibility which embraces the conservation of flora, fauna, geological and physiological features. Detailed guidance on achieving these aims is contained in various Planning Policy Guidance notes and Planning Policy Statements.

6.2.2 In PPG 7 "The Countryside – Environmental Quality and Economic and Social Development" the need to respect the character of the countryside and achieve a balance between rural enterprise and protecting the landscape, wildlife habitats and historic features are clearly set out. PPS 7 'Sustainable Development in Rural Areas' has been published for consultation; it will supersede PPG7 and will relate to more sustainable patterns of development in rural areas. PPG 9 "Nature Conservation" emphasises the need to take nature conservation interests into account in all land use activities; PPG 15 "Planning and the Historic Environment" and PPG 16 "Archaeology and Planning" relate to the protection of the historic environment, archaeological remains and their records whilst PPG 20 "Coastal

Planning" relates to the problems and opportunities afforded by a maritime location and the need to protect the coast from inappropriate development.

- 6.2.3 The Regional Planning Guidance (RPG 10) highlights the special environmental quality and diversity of the area's coast and countryside as a national asset which must be recognised and protected. Emphasis is placed both on the conservation and enhancement of environmental assets. The Structure Plan also focuses upon the overall need to protect and enhance the County's rural environment and reconcile the conflicts and pressures that arise in the countryside.

6.3 POLICIES AND PROPOSALS

Safeguarding and Managing the Environmental Resource

- 6.3.1 The policies and proposals in this section will play a fundamental role in helping to meet the Plan's objectives of safeguarding the environmental resources of the coast and countryside and providing a framework that supports initiatives for the management and enhancement of the countryside. In this way the special character and qualities of Penwith's coast and countryside will be safeguarded for the enjoyment, appreciation and recreational needs of both residents and visitors to the District.

- 6.3.2 In recognising the importance of Penwith's coast and countryside as a resource the Plan must provide the means to safeguard the area's landscape, amenity, nature conservation, archaeological, historic and geological interests. It is also important that recognition is made to the importance of protecting the character of individual settlements within Penwith. (POLICY TV-1, para. 7.3.5)

- 6.3.3 **POLICY CC-1: DEVELOPMENT WILL NOT BE PERMITTED WHERE IT WOULD SIGNIFICANTLY HARM THE LANDSCAPE CHARACTER, AMENITY, NATURE CONSERVATION, ARCHAEOLOGICAL, HISTORIC OR GEOLOGICAL VALUES OF THE COAST AND COUNTRYSIDE OF PENWITH.**

- 6.3.4 Protection, however, is only part of the approach. The management and enhancement of the coast and countryside is also an important objective in securing and improving the environmental qualities of the District. In this respect the Council is in a position to take positive steps in pursuing the aims and objectives of the Plan both by example and the promotion, support and co-ordination of measures initiated and funded from other sources. The policies of the Plan provide such a framework for the management and enhancement of the coast and countryside. POLICY CC-2 seeks to ensure that proposals which will maintain, enhance and facilitate the enjoyment, conservation and value of the landscape will be supported and encouraged.

- 6.3.5 **POLICY CC-2: PROPOSALS WHICH MAINTAIN, ENHANCE AND FACILITATE THE ENJOYMENT AND UNDERSTANDING OF LANDSCAPE CHARACTER, AMENITY, NATURE CONSERVATION, ARCHAEOLOGICAL, HISTORIC AND GEOLOGICAL VALUES IN THE COAST AND COUNTRYSIDE WILL BE PERMITTED.**

Landscape

- 6.3.6 The landscape of Penwith reflects the inter-relationship between physical and climatic elements and human activities from pre-historic times to the present day. It is the interaction of these elements that create the character and special

identity valued by those who live and work in the District and the many who visit the area. The importance of Penwith's landscape is reflected by statutory, national and countywide designations including Area of Outstanding Natural Beauty, Heritage Coast, West Penwith Environmentally Sensitive Area and Area of Great Landscape Value. Parts of Penwith's landscape are also included in a proposed World Heritage Site for Cornish Mining (due for inspection by UNESCO in 2006).

- 6.3.7 Although special emphasis is rightly given to formal landscape designations it is important not to undervalue the contribution made to the identity of Penwith by all parts of the countryside. Almost any landscape is valued by somebody, for whatever reason, and the importance of safeguarding those parts of the countryside not within a designated landscape area is fully recognised. This accords with the government's view, as expressed in PPG 7, of the need to protect the countryside in general for the sake of its beauty and diversity of landscape as well as its ecological, agricultural and recreational value, a view carried through into PPS 7. There is no implication in the Local Plan, therefore, that non-designated areas of the coast and countryside are necessarily suitable for development. Where proposals are considered acceptable within the policies of the Plan development should always be integrated with its surroundings in terms of scale, siting and design and should respect the landscape character, amenity, nature conservation, archaeological, historic and geological values of the countryside (POLICIES CC-1, para. 6.3.3, GD-1, para. 5.3.3 and GD-2, para. 5.3.7).

Area of Outstanding Natural Beauty

- 6.3.8 The Cornwall Area of Outstanding Natural Beauty (AONB) is a statutory designation which includes almost half the District. Designation confers the means to protect the most important landscape of England and Wales for the benefit of future generations. The primary purpose of designation is the conservation and enhancement of natural beauty, which relates not only to the area's landscape value but also its fauna, flora and geology.
- 6.3.9 The main body of the AONB lies in the western part of the District. To the north a rugged coastline of cliffs is backed by a narrow shelf of coastal heath and enclosed farmland characterised by small farming settlements with distinctive groups of granite and slate-roofed houses and outbuildings, surrounded by intricate patterns of small fields contained by stone walls and Cornish hedges. The higher open moor inland includes areas of heather, gorse and bracken and is characterised by distinctive rock outcrops. The western and southern parts of the designation are also framed by a rocky coastline edged by coastal heath and enclosed farmland though the landscape is generally of a softer aspect. The whole area is also largely devoid of tree cover except where sheltered valleys link with the coast. Pockets of heath and scrub also provide important physical and visual links between the coast and higher moors.
- 6.3.10 The AONB also includes parts of wider areas extending eastwards along both coasts into Kerrier. Godrevy Point, part of the more extensive North Cliffs, lies in stark contrast to the extensive dune system immediately to the south. The less rugged coastal strip between Marazion and Cudden Point consists predominantly of enclosed farmland and is physically dominated by St. Michael's Mount.
- 6.3.11 In pursuing the primary purpose of designation, account must also be taken of the economic and social needs of local communities. This is an acknowledgement that the countryside is not a museum and that an active rural way of life must be supported. Pressures exist for various types of development and the

fundamental consideration must be that the special qualities, features and character of the AONB are properly safeguarded. However, a range of objectives and policies of the Local Plan seek to address the needs of local communities within the AONB in ways that meet this requirement. As a result of the Countryside and Rights of Way Act, 2000 (CROW Act) a Management Plan has been prepared for the Cornwall AONB which provides more detailed guidance on key issues and relevant policy approaches. The Management Plan is complementary to the approach of the Local Plan and will provide valuable support in implementing, reviewing and developing policy.

6.3.12 In order to evaluate development proposals a strong policy approach is required to reflect the importance of the AONB. Planning Policy Guidance "The Countryside – Environmental Quality and Economic and Social Development" (PPG 7 and emerging PPS 7) stresses that policies should favour conservation of the natural beauty of the landscape. This approach is also reflected by the Structure Plan (Policy ENV 1, 1997 and Policy 2, 2004). The Local Plan identifies the importance of such matters as scale, location, design and materials in assessing the impact of development proposals throughout the District (POLICIES GD-1 and GD-2, paras. 5.3.3 and 5.3.7). Within the AONB, however, particular care must be taken with such matters so that where development is considered acceptable it reflects, and is in harmony with, the special character and national importance of the AONB. Care must also be taken to avoid the erosion of the character of the AONB through the cumulative effect of development, including small scale development.

6.3.13 **POLICY CC-3: PROPOSALS FOR DEVELOPMENT CONFLICTING WITH THE OBJECTIVE TO CONSERVE AND ENHANCE THE AREA OF OUTSTANDING NATURAL BEAUTY WILL NOT BE PERMITTED.**

6.3.14 Development adjoining or close to the AONB can also have an adverse impact on the character, amenity or enjoyment of the AONB itself. It is not considered appropriate to define a 'buffer zone' as such since much would depend on the type of development and the local topography. In the case of the St. Buryan Area of Great Landscape Value, however, this would be an important consideration since the whole designated area contains landscape features and habitats characteristic of the adjacent AONB, by which it is bounded on three sides. In line with national guidance POLICY CC-3 provides for the consideration of development proposals outside the AONB which would have an impact on the designated area.

Heritage Coast

6.3.15 The influence of the sea on the landscape, history and culture of Penwith, cannot be over emphasised and it is the coastline which perhaps provides the best known images of the area. The diversity of the coast embraces small coves, some of which still support commercial fishing activities, rugged granite cliffs and sweeping sandy bays. The importance of the coastline is underlined by the fact that well over half has been defined by the Countryside Agency as Heritage Coast, a designation intended to protect the country's most attractive and largely undeveloped coastline. The coastal stretch between St. Ives and Mousehole, together with Godrevy headland, are included within the designation.

6.3.16 The main objectives of designation include the conservation, protection and enhancement of their natural beauty and to facilitate their appreciation in ways which are compatible with the essential character of the area. In this respect natural beauty not only relates to landscape value but also to terrestrial, littoral and marine flora and fauna and features of architectural, historic and

archaeological interest. Emphasis is also given to the promotion of management measures to safeguard and enhance the special qualities of the area and promoting its public enjoyment in ways which are compatible with the essential character of the area. There is a need, therefore, to integrate such interests as conservation, tourism and recreation but only so far as they remain consistent with the designation's natural beauty and heritage features (POLICIES TM-1 and R-8, paras. 10.3.4 and 11.3.50).

6.3.17 The Structure Plan gives particular emphasis to the conservation of natural beauty within the Heritage Coasts and, where compatible with this objective, facilitating their enjoyment for recreation and tourism (Policy MAR 1, 1997 and Policy 2, 2004). The Local Plan, particularly General Development Guidance policies (Section five), provides a detailed framework that can be used effectively to ensure that development proposals reflect the character of the Heritage Coast.

6.3.18 **POLICY CC-4: PROPOSALS FOR DEVELOPMENT CONFLICTING WITH THE OBJECTIVE TO CONSERVE AND ENHANCE THE NATURAL BEAUTY OF THE HERITAGE COAST WILL NOT BE PERMITTED.**

Areas of Great Landscape Value

6.3.19 Landscapes of County importance have been identified by the County Council as Areas of Great Landscape Value (AGLV) and as such their character is safeguarded by Policy ENV 1 of the Structure Plan (Policy 2, 2004). Two areas were originally designated in Penwith, an extensive area around St. Buryan and Drift and the smaller area of Upton Towans. The main characteristic of the St. Buryan AGLV, which is also predominantly within the Heritage Coast designation, is enclosed farmland which separates the higher granite moorland to the north from the coastal margins to the south and west. Upton Towans forms part of an extensive sand dune system stretching from the Hayle Estuary to the Red River. The site has remained largely undeveloped as a result of its former use as an explosives storage area, thereby retaining its interest and value in landscape and ecological terms. As a consequence the area has not experienced the pressures for holiday development which characterises much of the remainder of the dune system. In view of their countywide importance in landscape terms there is a need to afford protection to such areas to safeguard their character and amenity value.

6.3.20 The County Council reappraised the AGLV designation as part of the 1997 Structure Plan. A small extension of the St. Buryan AGLV has been agreed and is to include the parkland east of Trewidden, the enclosed valley of the Newlyn River south east of Buryas Bridge and the higher open landscape around Chyenhal. Also a new designation has been agreed between the AONB boundary and the urban areas of St. Ives, Carbis Bay and Lelant. This contains two distinct areas, the valley landscape of rounded, well wooded farmland around Trevethoe and the starker upland landscape above St. Ives. The coastal panorama of St. Ives Bay, with its extensive dune system, has also been agreed. The area is divided into two sections by the Hayle Estuary and although much of the area between Hayle and Gwithian has been developed for tourism the remainder is still to a great extent in its wild state. The area links with the existing designation at Upton Towans, the boundary of which has itself undergone minor rationalisation. Changes to the designation have been incorporated through the Local Plan process.

6.3.21 **POLICY CC-5: DEVELOPMENT WILL NOT BE PERMITTED WHERE IT WOULD CAUSE SIGNIFICANT HARM TO THE CHARACTER AND AMENITY OF THE AREAS OF GREAT LANDSCAPE VALUE.**

Managing Landscape Change

6.3.22 Landscape conservation has in the past concentrated on designated landscapes such as Areas of Outstanding Natural Beauty, but greater emphasis is now being placed on looking at the landscape of the countryside as a whole, in terms of its character and distinctiveness and the changes taking place within it. This approach is reflected in the County Council's "Cornwall Landscape Assessment" (1994) which identifies character areas within a physical and historic context. The emerging Structure Plan (2004) includes specific reference to landscape character areas (Policy 2).

6.3.23 The character of much of the rural landscape has largely been shaped and maintained by farming practices. The prehistoric pattern of small scale fields enclosed by stone walls, for example, still survives in west Penwith, producing a unique historic landscape. Over recent years changes in agricultural practices and priorities have created new pressures and demands. Increasingly areas of land are being taken out of agricultural production with farmers looking at alternatives for the economic use of their land, including projects relating to tourism and recreation. Whilst the government supports diversification there remains a strong presumption to maintain and enhance the landscape, as well as protecting the best and most versatile agricultural land. West Penwith ESA covers over 9,000 hectares of the higher northern part of the Land's End Peninsula between St. Ives and St. Just. The Environmentally Sensitive Areas Scheme offers incentives to encourage farmers to adopt agricultural practices which will safeguard and enhance parts of the countryside that are of particularly high landscape, wildlife or historic value.

6.3.24 Within Penwith such changes have already had an impact. There is a continuing loss of local features and habitats caused by the destruction of traditional field systems, stone walls and hedge banks as well as the reclamation of moorland and wetland. Many of the older agricultural buildings, which form an integral part of the familiar rural scene in terms of their style, materials and detail have been converted to residential use, often incorporating discordant features such as formal gardens and car parking areas. New agricultural buildings can also have a considerable impact in the landscape, although the local planning authority can exercise some control to influence the effects of the development on the landscape in terms of siting, design and appearance.

6.3.25 Although the Local Plan contains a range of policies to safeguard environmental interests, in assessing development proposals the Council has an important proactive role to play in the management and enhancement of landscape character and amenity as well as other related environmental interests, in line with the aim of POLICY CC-2 (para. 6.3.5). In this respect the Council operates closely with such agencies as the Department of Environment, Food and Rural Affairs, the Countryside Agency, English Nature, the Forestry Commission, the National Trust and Cornwall County Council.

Countryside Stewardship

6.3.26 This scheme provides an important means of underpinning farming practices within an overall environmental context. The scheme, administered by the Department of Environment, Food and Rural Affairs, is open to farmers, estate

owners, voluntary bodies and local authorities. The scheme provides financial incentives to protect, enhance and regenerate particular types of landscape and habitats including coastal lands, uplands, lowland heath and historic landscapes. The aim of Stewardship is to combine conservation and public enjoyment of the countryside with commercial farming and land management, and includes landscape, wildlife, historical and access objectives.

- 6.3.27 The scheme provided the Council with the opportunity to become directly involved in rural land management on a scale not previously possible, allowing it to initiate and promote the conservation and restoration of prominent and extensive landscapes and other environmental features. So far, schemes cover nearly 700 hectares (1,730 acres) throughout the District, including significant projects at Bartinney Downs and Ardensaweth-Roskestal Cliffs, both within the AONB and Heritage Coast. The County Council now provides the Countryside Management service within the District.

Environmentally Sensitive Area (ESA)

- 6.3.28 Another important measure in helping to conserve landscape character is the Environmentally Sensitive Area. ESAs are designated and administered by the Department for Environment, Food and Rural Affairs for their special landscape and historic interests which can be safeguarded or restored by supporting specific agricultural practices through financial incentives. A primary objective of the West Penwith ESA is to maintain and where appropriate restore the historic landscape character through the management and restoration of such features as small scale field patterns and traditional farm buildings although currently no buildings have been restored under the scheme. Although ESA is not a planning designation itself it nevertheless has important implications for conserving features which make the landscape so special. The West Penwith ESA, which was extended to cover approximately 9,527 ha. in 1997, lies predominantly within the AONB, Heritage Coast and Area of Great Historic Value and as such makes a positive contribution to maintaining and enhancing its distinctive character.

The National Trust

- 6.3.29 The National Trust, which owns land for the benefit of the nation, has acquired over a period of time considerable tracts of land in Penwith including Godrevy Head, Penberth, Trengwainton, St. Michael's Mount and Porthcurno. Acquisition and management has enabled the Trust to develop an integrated approach to conservation, recreation and tourism, providing the ability to impose a high level of protection and a capability of conserving whole landscapes. This is particularly the case in the Zennor area where a substantial managed estate has been developed, including the ancient farm of Bosigran, creating long term stability within an important historic landscape. A similar approach is being taken in the St. Just Mining District, where the Trust has begun to acquire a substantial ownership base on Cape Cornwall.

World Heritage Site

- 6.3.30 The importance of Penwith's mining heritage in terms of its historical impact on the world, its physical survival in the landscape and in local cultural distinctiveness, is recognised by the bid for a Cornish Mining World Heritage Site. If the bid is successful it will have implications for planning decisions in Penwith. As well as recognising the unique role of Cornish Mining in shaping modern industrial society, World Heritage Status will bring tangible socio-economic benefits to the area it covers as well as the areas around it. UNESCO are due to determine the Bid in 2006.

Nature Conservation

- 6.3.31 The richness and diversity of Penwith's natural habitats and wildlife form a major resource, which not only requires protecting for its own sake but also in terms of its education, scientific and recreational values. Conservation of the natural environment and wildlife is a key objective in land use planning and Planning Policy Guidance "Nature Conservation" (PPG 9) provides advice to take account of such interests. Although there is an emphasis on protecting key nature conservation sites, both within the national and local context, the guidance clearly sets out the need to maintain an overall awareness of nature conservation values to be taken into account in all land use matters. The acknowledged importance of designated sites should not, therefore, diminish the importance of other habitats and features throughout the District which not only have an intrinsic value of their own but contribute to the perception of the area's character and identity.

Special Areas of Conservation and Special Protection Areas

- 6.3.32 The Habitats Directive was adopted by the European Community in 1992. It aims to contribute towards protecting biodiversity through the conservation of natural habitats, wild plants and animals across the European Union. This internationally important network will include Special Areas of Conservation (SAC) and Special Protection Areas (SPA), which are on land already designated Sites of Specific Scientific Interest. There are currently two Special Areas of Conservation in Penwith, the jointly recognised Lower Bostraze and Leswidden, and one Special Protection Area at Marazion Marsh.

- 6.3.33 **POLICY CC-6: PROPOSALS FOR DEVELOPMENT WHICH WOULD SIGNIFICANTLY HARM THE INTEGRITY OF A DESIGNATED OR CANDIDATE SPECIAL AREA OF CONSERVATION, OR A DESIGNATED OR PROPOSED SPECIAL PROTECTION AREA, OR WHICH WOULD CONFLICT WITH THE CONSERVATION OBJECTIVES FOR SUCH A SITE WILL NOT BE PERMITTED.**

Sites of Special Scientific Interest

- 6.3.34 Sites of Special Scientific Interest (SSSIs) are designated by English Nature for their value in terms of their flora, fauna, geological or physiographic features and represent prime sites within the national context. Some sites are important because what they exemplify is rare, others are representative of their type. SSSIs need to be protected from development that would have an adverse effect on their special interest. Sites are afforded statutory protection through the Wildlife and Countryside Act, 1981 (as amended) and the Structure Plan also seeks to safeguard their conservation interests (Policies ENV 4 and ENV 5, 1997 and Policy 2, 2004). The planning authority has a duty under section 28G of the Wildlife and Countryside Act 1981 "to take reasonable steps, consistent with the proper exercise of the authority's functions, to further the conservation and enhancement of the flora, fauna or geological or physiographical features by reason of which sites is of special scientific interest" (section 28G). It is also important that any development outside the designated boundary should not have any adverse impact on the value of the site itself. Such impact may be caused by a variety of factors including raising or lowering the water table and the effects of pollution and erosion.

6.3.35 **POLICY CC-7: PROPOSALS FOR DEVELOPMENT WHICH WOULD SIGNIFICANTLY HARM THE NATURE CONSERVATION VALUE OR GEOLOGICAL INTEREST OF A SITE OF SPECIAL SCIENTIFIC INTEREST WILL NOT BE PERMITTED.**

Areas of Great Scientific Value

6.3.36 The maintenance of nature conservation interests is also of importance in the more extensive Areas of Great Scientific Value (AGSVs), designations of countywide importance representing a broader approach to nature conservation than the protection of specific sites. These areas act as a buffer around the most important and sensitive nature conservation sites and provide links between protected sites facilitating the movement of wildlife.

6.3.37 Within Penwith there are two AGSV designations, namely the Penwith Moors and Coast and the coastal stretch from Hayle to Godrevy. The former contains two extensive coastal SSSIs, with the cliffs supporting a typical heathland vegetation. The Hayle designation contains a widespread sand dune system, which is identified in "Action for Biodiversity in the South West" as a key sand dune system, highly susceptible to physical damage from over use.

6.3.38 The importance of safeguarding the nature conservation interest of AGSVs is reflected in the Structure Plan. Policy ENV 5 (Policy 2, 2004) states that development should not have an adverse impact on the landscape features within the AGSV of importance to wildlife by reason of their physical links between habitats.

County Wildlife Sites

6.3.39 The Cornwall Wildlife Trust (CWT) is an agency concerned with the conservation of the County's wildlife and the natural environment that supports it. The Trust designates County Wildlife Sites which represent important areas of natural and semi-natural habitats such as heathlands, wetlands, open water, dunes and woodland and are indicative of the sites of countywide importance intended to be protected by Policy ENV 5 of the Structure Plan (Policy 2, 2004).

County Geological Sites

6.3.40 Cornwall contains a wealth of geological, mineralogical and geomorphological sites of interest, with some of the more important sites already designated as SSSIs. English Nature, as part of its strategy on earth science conservation, has initiated efforts to identify County Geological Sites and the Cornwall RIGS Group undertakes this work locally. The Structure Plan recognises concerns about sites of earth science value being lost or damaged, Policy ENV 4 (Policy 2, 2004) stating that sites should not be significantly damaged by development.

Ancient Woodland

6.3.41 In addition to the above designations there are also other specific sites of nature conservation value which should be safeguarded. Remnants of ancient woodland have been identified by English Nature at Trevaylor, Rosehill, Tremenheere and Gurlyn. They are defined as woodlands that have existed from at least medieval times to the present day without being cleared for use other than timber production and are of considerable nature conservation importance.

Local Nature Reserves

- 6.3.42 Within Penwith there are Local Nature Reserves at Steeple Woods, St. Ives and Gwithian Green, Gwithian. LNR are designated under the National Parks and Access to the Countryside Act 1949 (as amended) and should be of sufficient nature conservation value, with a commitment to long term management. Other opportunities to establish such reserves have also arisen, such as the proposed LNR at Upton Towans, Gwithian and in assessing their suitability account will be taken of their value in terms of habitat, species, physiological and geological features and potential for public enjoyment, interpretation and education.
- 6.3.43 **POLICY CC-8: DEVELOPMENT WILL NOT BE PERMITTED WHERE IT WOULD SIGNIFICANTLY HARM THE NATURE CONSERVATION OR GEOLOGICAL INTEREST OF AREAS OF GREAT SCIENTIFIC VALUE, COUNTY WILDLIFE SITES, COUNTY GEOLOGICAL SITES, ANCIENT WOODLAND SITES AND LOCAL NATURE RESERVES. WHERE DEVELOPMENT IS PERMITTED ANY IMPACT ON SUCH VALUES MUST BE MINIMISED AND CONDITIONS WILL BE IMPOSED, OR A PLANNING OBLIGATION SOUGHT, TO ENSURE THAT MITIGATING MEASURES ARE UNDERTAKEN.**

Protected Species

- 6.3.44 The Wildlife and Countryside Act 1981 and, for example, the Protection of Badgers Act 1992 give protection to a wide range of plants, animals and their habitats. The Council will not, therefore, permit any development that would adversely affect any species or its habitat protected by law. The Local Plan also acknowledges the need to protect and provide for wildlife in general when considering specific development proposals (POLICIES GD-2 and GD-3, paras. 5.3.7 and 5.3.9).
- 6.3.45 **POLICY CC-9: PROPOSALS FOR DEVELOPMENT WHICH WOULD CAUSE SIGNIFICANT HARM TO A PROTECTED SPECIES OR ITS HABITAT WILL NOT BE PERMITTED.**

Features of Conservation Value

- 6.3.46 Throughout the countryside there are features which are not only of landscape and historic character but are also of importance for nature conservation. Such features may include streams, river corridors, ponds, wetlands, trees, woodland and field boundaries. River corridors are important areas of open land which should be protected from inappropriate development which could have an adverse impact on nature conservation, fisheries, landscape, public access or water-related recreation. Where development is subject to planning control it is important to safeguard such features (POLICY GD-2, para. 5.3.7) and, where appropriate, provision made for landscaping and other conservation measures for the benefit of wildlife (POLICY GD-3, para. 5.3.9). River corridors are important areas of open land which should be protected from inappropriate development which could have an adverse impact on nature conservation.
- 6.3.47 The importance of landscape features for wildlife, however, is significantly increased by the collective network they create across the landscape which connects many fragmented habitats. In effect they act as corridors or stepping stones joining one habitat to another. It is particularly important, therefore, to safeguard those landscape features and habitats which are of major importance for wildlife. Such an approach is advocated by the Habitats Directive (Council

Directive 92/43/EEC) through the Habitats Regulations (1994) in pursuing biodiversity. It suggests that where development is permitted, the Council will seek to ensure that mitigating measures are taken to offset the loss of value of landscape features and habitats for wildlife.

- 6.3.48 **POLICY CC-10: PROPOSALS FOR DEVELOPMENT WHICH WOULD HAVE A SIGNIFICANT ADVERSE EFFECT ON THE INTEGRITY OR CONTINUITY OF LANDSCAPE FEATURES AND HABITATS OF MAJOR IMPORTANCE FOR WILD FLORA AND FAUNA WILL NOT BE PERMITTED.**

WHERE DEVELOPMENT WHICH WOULD HAVE A MORE LIMITED ADVERSE EFFECT IS PERMITTED, DAMAGE TO NATURE CONSERVATION VALUES MUST BE MINIMISED AND WHERE APPROPRIATE A PLANNING OBLIGATION WILL BE SOUGHT TO ENSURE THAT COMPENSATORY MEASURES ARE UNDERTAKEN TO RETAIN THE CONTINUITY OR INTEGRITY OF THE FEATURES OR HABITATS.

Conservation Management

- 6.3.49 Nature conservation measures have, as in landscape conservation (para. 6.3.22), tended to be focused towards designated or protected sites. In order to improve the conservation of the natural heritage it is necessary to secure sustainable use and management of the countryside as a whole, as well as individual sites. In "The Character of England : landscape, wildlife and natural features", English Nature has identified broad based Natural Areas typified by their wildlife and natural features. The concept is intended to provide an integrated approach and a practical framework to link local and national priorities such as Biodiversity Action Plan targets.
- 6.3.50 The decline in biodiversity, in simple terms 'the variety of life', is generally acknowledged throughout the countryside as a whole. The Cornwall Local Biodiversity Initiative (1997) provided an environmental audit of the whole County, setting priorities for action in order to conserve, and where possible, restore specific species and habitats through a series of Biodiversity Action Plans. In the context of Penwith, the Local Plan provides a policy framework both for safeguarding environmental interests in the countryside and encouraging the management of landscape features of major importance for wild flora and fauna. The Community Plan, Penwith 'A Vision for the Future' (2003) supports the importance of biodiversity and target N24 aims to devise a local biodiversity action plan for Penwith. The preparation of Biodiversity Action Plans provides more detailed information that can support the implementation of relevant planning policies. It is proposed that Cornwall wide Supplementary Planning Guidance is prepared in this respect. Close links have been formed with other agencies such as the Countryside Agency and the Department of Environment, Food and Rural Affairs implementing such agri-environmental initiatives as Countryside Stewardship and Environmentally Sensitive Area (paras. 6.3.26 to 6.3.28). In these schemes management agreements are made with landowners and occupiers to achieve conservation objectives including the establishment, improvement and restoration of habitats and features such as walls, hedges, water courses and tree planting.
- 6.3.51 The Council also works towards establishing Local Nature Reserves (para. 6.3.42) and sites have been designated at Steeple Woods, St. Ives and Gwithian Green, Gwithian. The site at Steeple Woodland, in the ownership of the Council, covers an area of semi-natural broad leaved woodland and western heath. Scrub

clearance and woodland management measures have been implemented as well as improving access. Designation provides the focus for a valuable community asset in terms of education and recreation.

- 6.3.52 **POLICY CC-11: THE CREATION AND MANAGEMENT OF LANDSCAPE FEATURES AND HABITATS WHICH ARE OF MAJOR IMPORTANCE FOR WILD FLORA AND FAUNA WILL BE ENCOURAGED BY:-**
- (i) **MANAGEMENT AGREEMENTS WITH LANDOWNERS AND OCCUPIERS; AND**
 - (ii) **ESTABLISHING LOCAL NATURE RESERVES.**

Trees, Woodland and Hedgerows

- 6.3.53 Climate and geography are determining factors in the distribution, extent and characteristics of tree cover in Penwith. The stunted and contorted shapes of trees that survive the elements within Penwith's exposed landscape contrast sharply with the more sheltered parts of the peninsula where tree cover assumes a greater significance in terms of providing habitat and amenity.

Safeguarding the Treescape and Hedgerows

- 6.3.54 Certain measures already exist to safeguard trees and woodlands. Tree Preservation Orders cover much of Penwith's most important treescape and the Council will continue to make orders where appropriate, with an emphasis on encouraging appropriate aftercare. The Structure Plan stresses that development should not unnecessarily lead to the loss of trees and woodland of significant nature conservation or landscape value (Policy ENV 7, 1997 and Policy 2, 2004). The Local Plan also places emphasis on retaining trees which contribute to the character, amenity and wildlife value of the surrounding area (POLICY GD-2, para. 5.3.7 and POLICY TV-4, para. 7.3.14). In addition Ancient Woodland, remnants of which are found in Penwith, are protected under POLICY CC-8 (para. 6.3.43).
- 6.3.55 Hedgerows have had little protection in the past but their continuing loss nationally has resulted in the Government producing the Hedgerow Regulations 1997, under the Environment Act 1995, to provide protection for important hedgerows.
- 6.3.56 The Council recognises the importance of safeguarding existing trees, woodland, hedgerows and Cornish hedges for their landscape, amenity, nature conservation and historic value, although acknowledges that planning controls do not necessarily embrace all situations.
- 6.3.57 **POLICY CC-12: PROPOSALS FOR DEVELOPMENT WHICH WOULD RESULT IN THE LOSS OR DAMAGE TO TREES, WOODLAND, HEDGEROWS AND CORNISH HEDGES WHICH MAKE A SIGNIFICANT CONTRIBUTION TO THE CHARACTER OF THE LANDSCAPE AND NATURE CONSERVATION WILL NOT BE PERMITTED.**

Tree Planting

- 6.3.58 In recognising the value of trees and woodland in terms of their landscape character, wildlife interest and amenity the Council will continue to both undertake and promote initiatives to maintain and enhance tree cover. The Council acted as an agent for the Cornwall Tree Planting Scheme which targeted small sites

that offered significant landscape and conservation gains in rural areas, the urban fringe and along the line of communication corridors. Farmland sites were also a priority, especially field corners, hedgerows, small copses or group planting and the screening of existing farm buildings. This initiative, however, has now ended.

- 6.3.59 Initiatives currently being promoted by the Council and County Council in association with other agencies include the Woodland Grant Scheme and Farm Woodland Premium Schemes (Forestry Commission), and Working Woodlands. Community planting schemes may also be eligible for funding through the Silvanus Trust. Such schemes can offer opportunities for the economic use of land, as well as providing opportunities for recreation, amenity and the creation of wildlife habitats. Planting schemes should promote the use of native species wherever possible as detailed in POLICY CC-13 (para. 6.3.63).
- 6.3.60 In assessing the suitability and management of planting schemes care will be taken to ensure the maintenance of landscape character, particularly within designated landscape areas, and that other environmental interests such as nature conservation, archaeological and historic are not adversely affected. This is of particular importance in an area such as Penwith, which has scant tree cover, where proposals could have a major impact on the landscape.
- 6.3.61 In terms of reducing the impact of development proposals POLICY GD-3 (para. 5.3.9) requires that suitable planting should be incorporated into the scheme to provide screening, shelter and interest.

Hedgerow Restoration

- 6.3.62 Hedgerows, including traditional Cornish hedges, form prominent and historic components in the landscape contributing to the attractiveness, character and diversity of the countryside and providing a haven for wildlife. Initiatives such as Countryside Stewardship and Environmentally Sensitive Area's can be used to combat the decline in both the quality and extent of hedgerows, making a positive contribution to landscape features and habitats.
- 6.3.63 **POLICY CC-13: TREE PLANTING AND HEDGEROW SCHEMES WHICH ARE IN KEEPING WITH THE CHARACTER OF THE LANDSCAPE WILL BE ACCEPTABLE SUBJECT TO:-**
(i) THE USE OF NATIVE SPECIES WHERE APPROPRIATE AND
(ii) APPROPRIATE AFTERCARE AND MANAGEMENT MEASURES.

The Coastal Environment

- 6.3.64 Penwith's coastal environment is widely recognised, its importance reflected by the number of both national and local designations relating to its landscape character and conservation interests, including statutorily designated Heritage Coast and AONB. The extent of these designations is such that a very high proportion of the coast is already covered by a policy framework which provides effective safeguards to protect its character and quality, particularly the undeveloped coast. As a consequence, the definition of a specific coastal zone, as propounded in PPG 20 "Coastal Planning", would serve only to create a superfluous designation in view of the fact that the physical configuration of the area ensures that the maritime influence effectively embraces the District as a whole. Definition would be an arbitrary exercise and achieve little or no practical benefit over and above the existing policy framework.

Marine Conservation

- 6.3.65 The nature conservation value of Penwith's coastline is nationally recognised. The granite cliffs of Land's End and the north coast are exposed to the full force of the Atlantic and include good examples of exposed rocky shore communities with breeding seabirds and North Atlantic grey seals. Mount's Bay, on the other hand, is relatively sheltered and contains a variety of habitats including extensive sandy shores, rocky reefs and a submerged forest and supports species rich marine communities. St. Ives Bay has been identified by English Nature as a Sensitive Marine Area in recognition of its subtidal marine wildlife including sponges, sea anemones and crustacea. The bay contains the Hayle Estuary, the most south westerly in Great Britain and adjacent to important bird migratory routes, as well as an extensive sand dune system.
- 6.3.66 The importance of the coast as a national resource is emphasised in PPG 20 and the need to protect not only designated areas but also the remaining areas of nature conservation value. Significant stretches of Penwith's coastline are designated as SSSIs, AGSV, CWS and CGS and as such are afforded protection. The Structure Plan also emphasises the need to safeguard aquatic habitats and associated wildlife (Policy ENV 6, 1997 and Policy 3 & 4, 2004). Furthermore, one of the objectives of Heritage Coast designation, which covers a major part of Penwith's coastline, is to protect littoral and marine flora and fauna. Policy MAR 2 (Policy 4, 2004) states that development proposals should not lead to pollution of marine or coastal waters.
- 6.3.67 Although some protection is achieved by the above policy framework and guidance, protection does not extend beyond the mean low water mark. Significant areas of value and interest lie below this level and there is a need to recognise the importance of subtidal areas when considering development proposals and management of the coast in general. Threats to marine conservation values can arise from various sources including development proposals, recreation, tourism, commercial activities, coastal defence works and pollution. Where development in coastal areas is considered acceptable, however, or coastal maintenance such as flood protection schemes is required, particular care should be taken to minimise damage to nature conservation interests.
- 6.3.68 **POLICY CC-14: PROPOSALS FOR DEVELOPMENT WHICH WOULD HAVE A SIGNIFICANT ADVERSE EFFECT ON THE SHORELINE OR ADJACENT COASTAL WATERS IN TERMS OF ITS LANDSCAPE CHARACTER, AMENITY, NATURE CONSERVATION, ARCHAEOLOGICAL, HISTORIC AND GEOLOGICAL VALUES WILL NOT BE PERMITTED.**

Coastal Management

- 6.3.69 The coastline is a dynamic system shaped by powerful natural processes and affected by human activities. Processes such as erosion, flood and storm damage, and the rise in sea level caused by global warming all create risks to coastal areas. Human activities can also have a considerable impact including recreation and tourism, commercial undertakings such as working ports and harbours, and other development pressures. Such a complex and dynamic system requires a co-ordinated management strategy in order to achieve conservation objectives and sustainability. The County Council Countryside Service works together with local communities, landowners, councils, colleges and businesses to conserve the coastline, whilst allowing it to evolve naturally,

balancing the needs of conservation, access, recreation and other activities and pressures.

- 6.3.70 Attention is now also being focused on the seaward side of the coastline with emphasis on establishing management regimes over suitable lengths of coast, known as coastal cells, which can be identified by shared coastal processes rather than by the occurrence of administrative boundaries. To this end a Strategic Coastline Study has been produced jointly by Penwith and Kerrier District Councils, together with English Nature, the Environment Agency, the Department of Environment, Food and Rural Affairs and other agencies. The area of study extends from Lizard Point in Kerrier to Land's End and the main objective is the establishment of strategic guidelines for sustainable and effective management of the coastline with due regard for natural processes, existing and future uses. Other objectives include the integration of nature conservation values and the identification of appropriate shoreline maintenance methods.
- 6.3.71 A similar study, the Land's End to Hartland Point Shoreline Management Plan, covering the remainder of Penwith's coastline commenced in 1996. Such an approach is indicative of the strategic overview required for the whole of the coastline.

The Historic Environment

- 6.3.72 Penwith is rich in archaeological and historic remains and contains many outstanding features including burial mounds, chamber tombs, ritual stone monuments, ancient settlements, field systems, cliff castles, hill forts, fogous, granite crosses, holywells and chapels. Although the individual monuments, sites and features are of great importance in themselves the District is particularly significant for its extensive and complex archaeological and historic landscape which has survived through the centuries. The District is also rich in industrial remains especially as a result of tin mining activities, with the remains of engine houses providing an enduring and stark image of this heritage. A measure of Penwith's importance in this respect is the recommendation, in 1988, by the USA/UK Countryside Stewardship Exchange Scheme to put forward parts of Penwith, along with several other areas of the County, for designation as the Cornish Mining Areas World Heritage Site (by ICOMOS).

Sites of Archaeological and Historic Importance

- 6.3.73 Archaeological and historic remains represent a finite non-renewable resource and in many cases are vulnerable to damage and destruction, not just to the sites themselves but also their setting. Such sites are identified in the Cornwall and Isles of Scilly Sites and Monument Record maintained by Cornwall County Council. The list of sites is continually under review in the light of chance discoveries, ongoing fieldwork and new research.
- 6.3.74 The designation and preservation of Scheduled Ancient Monuments (SAMs) is a function of central government. Sites are included in the Schedule of Ancient Monuments maintained by the Secretary of State and are protected under the terms of the Ancient Monuments and Archaeological Areas Act 1979 and the National Heritage Act 1983. Designated monuments may be areas of land, as well as buildings or structures, which are of historic interest and are of importance in the national context. Every proposal affecting such a site or its setting must be referred to the Secretary of State for Scheduled Monument Consent. In addition the Structure Plan (Policy ENV 2, 1997 & Policy 2, 2004) seeks to safeguard the structure, character and setting of the archaeological and historic environment, with priority given to the physical preservation of nationally important sites.

- 6.3.75 Planning Policy Guidance "Archaeology and Planning" (PPG 16) sets out detailed advice on the handling of archaeological remains in the planning process. Nationally important archaeological sites and structures and their settings, whether scheduled or not, will normally be physically preserved 'in-situ' from development that may adversely affect them.
- 6.3.76 Where there is reason to believe that important archaeological remains may exist on a proposed site it is vital that early consideration is given to this in the planning process. The Council may request a field evaluation to be undertaken, which provides a rapid and inexpensive operation used to help define the character and extent of the remains and thereby indicate the weight which should be attached to their preservation. Where preservation 'in-situ' is not considered justified it is important that satisfactory provision is made for excavation and recording of the remains before the development commences. In the absence of an agreement the Council can secure excavation and recording by imposing conditions.
- 6.3.77 Although many archaeological sites and remains are located in the countryside the following policy will also apply to those located in the towns and villages.
- 6.3.78 **POLICY CC-15: PROPOSALS FOR DEVELOPMENT WHICH WOULD DAMAGE SCHEDULED ANCIENT MONUMENTS AND OTHER NATIONALLY IMPORTANT ARCHAEOLOGICAL REMAINS, OR THEIR SETTING, WILL NOT BE PERMITTED.**

Areas of Great Historic Value

- 6.3.79 Areas of Great Historic Value (AGHV) are designated by the County Council where there are concentrations of Ancient Monuments or where the landscape has changed little from previous historical periods and where many sites can still be seen in their original settings. Two such areas are identified in the Structure Plan within the District (Proposal ENV B), the extensive Penwith Moors and Coast, covering much of the Land's End peninsula, and the Upton Towans-Godrevy area. The Penwith Moors and Coast designation contains a host of archaeological remains and forms one of the greatest concentrations of Scheduled Monuments in Britain. Moreover much of the prehistoric landscape still remains intact since agricultural activity over the centuries has tended to maintain and reuse the ancient field systems. The survival of whole agricultural landscapes on such a scale is unusual in Britain. The area is also rich in industrial remains, mainly as a result of tin mining activities in the St. Just area. The Gwithian-Godrevy designation contains extensive and important remains from early prehistoric camps to a medieval manor house. Although sand blow has been responsible for burying these sites it is known that extensive archaeological evidence still remains preserved. Following reappraisal of the designation by the County Council as part of the Structure Plan, an extension of the Gwithian-Godrevy AGHV was proposed at Upton Towans where the remarkable remains of the National Explosives Works are extremely well preserved beneath the dunes and this has been incorporated through the Local Plan process.
- 6.3.80 Within the Areas of Great Historic Value and where remains of county importance are affected proposals will not be permitted unless there is no significant adverse impact. The Structure Plan also safeguards the structure, character and setting of the archaeological and historic environment in general, but particularly the AGHV (Policy ENV 2, 1997 and Policy 2, 2004).

- 6.3.81 **POLICY CC-16: PROPOSALS FOR DEVELOPMENT WITHIN THE AREAS OF GREAT HISTORIC VALUE AND THOSE AFFECTING ARCHAEOLOGICAL REMAINS OF COUNTY IMPORTANCE WILL NOT BE PERMITTED WHERE IT WOULD HARM:-**
(i) **THE HISTORIC CHARACTER OF THE LANDSCAPE OR**
(ii) **THE VALUE, CHARACTER OR SETTING OF THE REMAINS.**

Listed Buildings

- 6.3.82 Listed Buildings, which can be of value for their architectural or historic interest, can make a significant contribution to the rural landscape. The importance of Listed Buildings is outlined in the Towns and Villages section, and proposals which affect Listed Buildings and their setting will be considered in the context of POLICIES TV-10 (para. 7.3.28), TV-11 (para. 7.3.30) and TV-12 (para. 7.3.32).
- 6.3.83 Other buildings, although not Listed, can also form an important element in the local scene and proposals affecting such buildings will be considered in the context of POLICY GD-8 (para. 5.3.22).

Historic Parks and Gardens

- 6.3.84 Historic parks and gardens form an important part of an area's heritage and environment. The Register of Parks and Gardens of Special Historic Interest in England is a national record established and maintained by English Heritage. It contains over 1500 sites of national significance and aims to ensure that these parks and their features and qualities are safeguarded. There are five registered sites in Penwith: Trengwainton near Penzance, St. Michael's Mount, The Barbara Hepworth Sculpture Garden in St Ives, Morrab Gardens in Penzance and The Downs, St Michael's Hospital in Hayle. Inclusion on the Register does not confer statutory protection but PPG 15 "Planning and the Historic Environment" requires that local authorities try and safeguard historic gardens and their settings.
- 6.3.85 **POLICY CC-17: PROPOSALS FOR DEVELOPMENT WHICH WOULD ADVERSELY AFFECT HISTORIC PARKS AND GARDENS OR THEIR SETTING WILL NOT BE PERMITTED.**

Managing the Archaeological Resource

- 6.3.86 A major concern is how to conserve the fabric of a complex and historic landscape such as west Penwith when it is still a working environment. The removal of field boundaries and moorland clearance for agricultural purposes have already adversely affected the historic landscape and there are increasing pressures from recreation and tourism. Conservation of the wider historic landscape is much dependent on active land management. In this respect the District Council, County Council together with their partners in the statutory conservation agencies, play a valuable role in both instigating and co-ordinating schemes which provide protection to archaeological and historic resources as well as promoting their value and interest in terms of education, recreation and tourism.
- 6.3.87 One important measure in helping to conserve the historic landscape was the introduction of the West Penwith Environmentally Sensitive Area (para. 6.3.28), a primary reason for designation being the national importance of its archaeological landscape. Objectives of the scheme include maintaining and restoring the historic landscape character including small scale field patterns and traditional

farm buildings, as well as encouraging active management and protection of historic sites. Under the scheme financial incentives are available to farmers to maintain such features within the context of a working environment. The success of the ESA is reflected by its extension in 1997 into three distinct areas, the largest area covering Botallack, St. Just and Nanquidno, the second covering parts of Madron and Sancreed parishes and the third incorporating Trencrom and Halsetown.

- 6.3.88 The conservation of archaeological sites and historic landscapes is also a criterion in assessing projects under the Countryside Stewardship Scheme (para. 6.3.26). Schemes so far undertaken, or agreed for funding, which embrace elements of archaeological conservation include land at Nanquidno Downs and Gurland Cliff. The areas covered by such schemes correspond closely to the designated AGHVs and the importance of such practical initiatives should be fully recognised in safeguarding and managing the archaeological and historic resource.
- 6.3.89 The proposed Cornish Mining World Heritage Site will be accompanied by a Management Plan setting out policies and actions to ensure the protection, conservation and enhancement of the Site's outstanding universal value. The Management Plan will provide useful guidance on development affecting the Site.

Land Reclamation

- 6.3.90 Penwith's industrial legacy has resulted in widespread dereliction associated mainly with extensive mining and extractive activities. Much of this land, however, has become integrated within the landscape through natural regeneration although surviving features, such as engine houses, offer a constant visual reminder of this heritage and contribute to the area's strong sense of identity.
- 6.3.91 The Government continues to attach high priority to reclaiming derelict land but greater flexibility is now given in selecting schemes for grant aid to provide for wider environmental benefits in terms of recreation, historic and nature conservation, particularly in areas of high scenic or ecological value. Although reclamation schemes for 'hard end' uses such as industry and housing remain important they will normally be more appropriate in towns and villages and will be considered in the light of POLICY TV-15 (para. 7.3.42). Such an overall approach is endorsed by the Structure Plan, which gives priority to proposals which reduce safety hazards, facilitate appropriate development or enhance the historic landscape or nature conservation value of the land (Policy ENV 13, 1997 & Policy 3, 2004). In addition, special small clearance schemes may be eligible for grant aid to improve neglected or unsightly land. Such schemes can be undertaken not only by local authorities but also voluntary sector organisations such as Groundwork Trusts.
- 6.3.92 Although much of Penwith's derelict land does not justify reclamation there still remain areas which would benefit from treatment and improvement. A countywide Land Reclamation Strategy was adopted in 1997 to develop a co-ordinated and integrated approach to reclamation work in Cornwall. As part of this strategy a reclamation programme has been drawn up within Penwith based on three main objectives. The first relates to the improvement and enhancement of unsightly areas including the safety aspects of former mine workings and shafts, particularly in areas frequented for recreational pursuits, such as the coastal footpath. The second relates to the development of rural tourism with particular emphasis on projects based on the heritage of the area. The third is

the encouragement of employment opportunities through the provision of suitable workspace. Schemes will be assessed and co-ordinated within this framework.

- 6.3.93 In drawing up reclamation schemes the proposed end use or uses should be compatible with the location of the site and its surroundings as well as the policies and proposals of the Plan. Liaison with other agencies such as English Nature, Cornwall Wildlife Trust, the Cornwall County Council Historic Environment Service, World Heritage Site Office and the RIGS group will be necessary to ensure that their particular interests are safeguarded. In practical terms there is a close link with the District Council in co-ordinating and integrating schemes within the wider objectives of other conservation initiatives such as Countryside Stewardship. In this way suitable sites can be targeted to achieve specific benefits within a particular environmental context.
- 6.3.94 Consultation with other agencies such as the Environment Agency and South West Water will need to evaluate the impact of any reclamation scheme in terms of increased risk of flooding, effect on groundwater quality and potential disturbance of toxic materials which might pollute watercourses. Such schemes will also be considered in the context of POLICIES CS-4 (para. 13.3.19), CS-5 (para. 13.3.21) and CS-7 (para. 13.3.26). Where it is likely that the site contains contaminated or toxic materials prior investigation will be required to evaluate and, where necessary, appropriate measures taken to tackle the problem.
- 6.3.95 **POLICY CC-18: PROPOSALS FOR THE RECLAMATION OF DERELICT LAND AND THE IMPROVEMENT OF UNSIGHTLY LAND OUTSIDE TOWNS AND VILLAGES WILL NOT BE PERMITTED UNLESS:-**
(i) THE PROPOSED USE IS COMPATIBLE WITH THE LOCATION OF THE SITE AND ITS SURROUNDINGS, OR
(ii) THE SCHEME IS INTENDED TO REDUCE SAFETY HAZARDS AND
(iii) FEATURES OF LANDSCAPE CHARACTER, NATURE CONSERVATION, ARCHAEOLOGICAL, HISTORIC AND GEOLOGICAL VALUE ARE SAFEGUARDED.
WHERE IT IS LIKELY THAT THE SITE CONTAINS CONTAMINATED OR TOXIC MATERIALS PRIOR SITE INVESTIGATIONS WILL BE REQUIRED TO DETERMINE THE EXTENT OF CONTAMINATION AND, WHERE NECESSARY, MEASURES TO AVOID POLLUTION DURING AND AFTER IMPLEMENTATION WILL BE SECURED THROUGH THE USE OF CONDITIONS.

6. COAST AND COUNTRYSIDE

Summary of POLICIES and PROPOSALS

TOPIC	LOCAL PLAN POLICIES/PROPOSALS	STRUCTURE PLAN POLICIES 1997 (2004)
Safeguarding/managing the resource	CC-1, CC-2	(Policy 1 & 2)
Landscape	CC-1 (GD-1, GD-2)	ENV 1 (Policy 2)
AONB	CC-3	ENV 1
Heritage Coast	CC-4	MAR 1
AGLV	CC-5	ENV 1, ENV A
Managing landscape change	CC-2	
Nature conservation		(Policy 2)
SSSIs	CC-7	ENV 4, ENV 5
AGSV/CWT/CGS	CC-8	ENV 4, ENV 5, ENV D
Protected species	CC-9 (GD-2, GD-3)	ENV 5
Features of conservation value	CC-10 (GD-2, GD-3)	ENV 5, ENV 6, ENV 7
Conservation management	CC-11 (CC-2)	
Trees, woodland and hedgerows		
Safeguarding treescape/hedgerows	CC-12 (CC-8, CC-10, GD-2, TV-4)	ENV 7 (Policy 2)
Tree planting/hedgerow restoration	CC-13 (GD-3)	
The coastal environment		
Marine conservation	CC-14 (CS-8)	ENV 1, ENV 6, MAR 2 (Policies 2 & 4)
The historic environment		(Policies 1 & 2)
Sites of archaeological importance	CC-15	ENV 2
AGHV	CC-16	ENV 2, ENV B
Listed Buildings	TV-10, TV-11, TV-12	ENV 3
Historic Parks and Gardens	CC-17	ENV 2
Managing the resource	CC-2	
Land reclamation	CC-18 (GD-3, TV-15, CS-4, CS-5, CS-8)	ENV 13 (Policy 3)

Section 7

TOWNS AND VILLAGES

7. TOWNS AND VILLAGES

7.1 INTRODUCTION

7.1.1 The towns and villages within the District have diverse and complex roles to play in the lives of residents and visitors as places to shop, work, live and visit. Each settlement, large or small, has distinctive physical characteristics and different levels of service provision that define their role. However, neither of these are fixed as all towns and villages exist in a dynamic situation of change affected by wide ranging and varying issues such as the level of competition from other centres, investor confidence, attractiveness to shoppers and visitors and levels of accessibility. In some cases these factors are external to the District and beyond any direct control. Often they are subject to boom or recessionary influences or the marketing strategies of major operators or investors.

7.1.2 If the towns are to perform effectively as commercial centres that provide a range of services and which continue to form an integral and essential element of the attraction of the District to visitors, the Local Plan must address a broad range of issues encompassing environmental and economic considerations. The approach adopted in this section is to deal firstly with the wider issues relevant to the environment of the urban areas and which are complementary to the policies contained in the Coast and Countryside section (Section 6). Attention is then focused on issues of general relevance to all the main centres followed by a more detailed appraisal of each of these centres. Finally the role of villages and smaller commercial centres is considered.

7.2 POLICY BACKGROUND

7.2.1 The wide ranging roles of the towns and villages in the District and the activities associated with these centres result in several elements of national guidance being relevant to the consideration of their future development. PPG 6 "Town Centres and Retail Development" and Draft PPS 6 'Planning for Town Centres' place a clear emphasis on the location of retail, employment, leisure and other key uses in town centres. Only where such uses cannot be accommodated in centres will edge-of-centre, and then out-of-centre, sites be considered. The guidance supports the diversification of town centres and it also recognises that town centres should retain a wide range of uses and remain a focus for uses which generate a large number of trips. A similar emphasis on locating major trip generators in town centres is contained in PPG 13 "Transport".

7.2.2 Legislation concerning Listed Buildings and Conservation Areas is contained in the Town Planning (Listed Buildings and Conservation Areas) Act 1990 which is augmented by directions contained in Circular 01/01. Listed Buildings are those which have been classified by the Secretary of State for Culture, Media and Sport on the advice of English Heritage as being of special architectural or historic interest. When a building is listed there is a requirement to seek listed building consent before carrying out works of demolition, alteration or extension that would affect its character as a building of architectural or historic interest. Guidance on development affecting Listed Buildings and their settings is given in PPG 15 "Planning and the Historic Environment" and this document also incorporates comprehensive coverage of a range of issues relevant to Conservation Areas including designation, permitted development, demolitions and advertisements. The Regional Planning Guidance (RPG 10) emphasises the importance of historic settlements, archaeology and the built environment and stresses the need for careful conservation and, where appropriate, enhancement. PPG 19 "Outdoor Advertisement Control" identifies that more exacting standards will

prevail in Conservation Areas and that special care is required in relation to advertisements displayed on or near Listed Buildings.

7.2.3 The Structure Plan identifies in Policy SP 2 (Policy 1, 2004) that reducing the need to travel is an essential element in achieving sustainable development and that full and effective use should be made of land within urban areas which is located close to existing facilities and well served by public transport. This emphasis is reflected throughout the Plan in relation to various types of development. In respect of shopping and other major entertainment, leisure or community facilities the policy framework closely follows national guidance in terms of the in town centre, edge-of-town centre to out-of-town 'sequential' approach. The retention and improvement of shops and other services meeting the needs of local communities is also supported. Policies within the Environment section seek to protect the character, appearance or setting of historic buildings and settlements.

7.2.4 The District Council has published a range of leaflets giving supplementary guidance on Listed Buildings, Conservation Areas, advertisements and signs in Conservation Areas, replacement doors and windows and shop security. Conservation Area Statements have been published for St Buryan, St Just, Newlyn and Halsetown. These statements identify the distinctive characteristics of specific settlements and further statements will be available in due course.

7.3 **POLICIES AND PROPOSALS**

7.3.1 The policies and proposals in this section reflect a wide range of the Local Plan's objectives from protecting historic values, the special character of the District and the character and appearance of the built environment, to providing for the reuse of previously developed or underused sites in towns and villages. There is a clear emphasis on locating major commercial development and integrating retail development in the centres of the main towns. This approach both maintains and improves the vitality and viability of those centres and strengthens a pattern of development which reduces the need to travel and maximises the use of services and other resources. The Section, therefore, takes forward the spatial strategy of the Plan (POLICY ST-1, para. 3.3.8) and makes a significant contribution in environmental terms.

The Built Environment

Setting and Character of Towns and Villages

7.3.2 Throughout the District settlements, both large and small, are found in a wide range of distinctive locations. These vary from Penzance and St. Ives on the broad sweep of their respective bays, and Hayle on its estuary, to fishing villages huddled around and above their harbours, churchtown settlements and those dotted on the expanse of the coastal plateau. The undeveloped tracts of countryside surrounding the towns and villages provide attractive settings for the built up areas often as a foreground or background which is important to the character of the settlement. Such areas are frequently significant in helping preserve the most typical views of a town or village and providing the best views of the surrounding countryside from within the settlement. In line with national guidance the approach of the Plan is to protect open countryside for its own sake and the policies in the Environment section of the Structure Plan (Policies 1, 2, 3, 6 & 7. 2004) and the Coast and Countryside section (Section 6), particularly POLICY CC-1 (para. 6.3.3) are relevant.

7.3.3 Where development, which is acceptable in principle, is proposed on the edge of a settlement it is essential that any likely impacts are minimised. In all cases the development must be capable of being successfully integrated into the overall structure of the settlement and not result in an extension of the built up area which is alien to its original form or historic pattern of growth. Impact can be further limited by ensuring that the scale and design is in keeping with the character of the settlement. (POLICIES GD-1, GD-2, and CC-1 (paras. 5.3.3, 5.3.7 and 6.3.3) will be relevant in considering such proposals). In view of their relationship with the towns and villages, areas that are important to the setting or character of a settlement can also have a considerable beneficial effect on the amenity and environment of their locality in providing access for informal recreation and wildlife habitats. It is essential that development proposals should not diminish these values. However, uses which do not affect their open nature or accessibility may be compatible with such areas retaining their role.

The Use of Previously Developed Land

7.3.4 The majority of previously developed or derelict land in the District is related to past mining activity and is primarily located in the rural areas. There are, however, disused and derelict sites within the main towns and the reuse of such areas has the double advantage of eliminating problem sites and reducing the demand for greenfield locations for development. There is a strong emphasis in national guidance on the use of previously developed land for housing and this is fully reflected in the Housing section (Section 8). However, this emphasis is important for a wide range of uses including employment related development. There is, therefore, a need to balance the re-use of previously developed land for housing with provision for other uses, including employment, particularly on suitable sites within town centres. POLICY E-10 (para. 9.3.72) is important in this respect.

7.3.5 **POLICY TV-1: DEVELOPMENT WILL BE FOCUSED ON THE TOWNS OF PENZANCE, NEWLYN, ST. IVES, INCLUDING CARBIS BAY, AND HAYLE AND, TO A LESSER EXTENT, THE MAIN VILLAGES LISTED IN POLICY H-5, TOGETHER WITH, IN THE CASE OF SERVICED INDUSTRIAL LAND, THE ST. EARTH STATION AREA.**

PROPOSALS SHOULD MAXIMISE THE USE OF PREVIOUSLY DEVELOPED LAND.

DEVELOPMENT WHICH WOULD HAVE A SIGNIFICANT ADVERSE EFFECT ON THE SETTING OR CHARACTER OF A TOWN OR VILLAGE WILL NOT BE PERMITTED.

PROPOSALS FOR DEVELOPMENT IN OR ON THE EDGE OF A SETTLEMENT SHOULD:-

- (i) BE WELL INTEGRATED INTO THE FORM OF THE SETTLEMENT;**
- (ii) NOT HAVE AN ADVERSE EFFECT ON AREAS OF AMENITY, RECREATIONAL OR WIDER ENVIRONMENTAL VALUE AND**
- (iii) BE OF A SCALE AND DESIGN WHICH IS IN KEEPING WITH THE CHARACTER OF THE SETTLEMENT.**

Open Areas Related to Settlements

- 7.3.6 While POLICY TV-1 seeks to protect the wider settings of settlements from harmful development, specific areas can be identified which are important in terms of their close relationship with the towns and villages. 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. In many cases such open spaces may be historically significant in that they represent a specific period of a settlement's development and economic prosperity. 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. They also frequently provide valuable habitats for wildlife.
- 7.3.7 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.
- 7.3.8 As in the case of POLICY TV-1 uses which do not threaten the open nature of these areas may be compatible with retaining their role and in some cases they may already provide valuable recreational space which falls within the purview of POLICIES R-3 and R-4 (paras. 11.3.20 and 11.3.22). However, where such uses are proposed, Policy ENV 7 (Policy 2, 2004) of the Structure Plan, together with POLICY TV-4 (para. 7.3.14) seek to protect trees and woodland that contribute to the character, amenity and environmental quality of the area. Any effect on landscape features and habitats must be considered in the context of POLICIES CC-10 and CC-12 (paras. 6.3.48 and 6.3.57). In considering housing proposals the provisions of Policy H 2 (Policy 10, 2004) of the Structure Plan in relation to the retention of open spaces and town cramming will be particularly relevant.
- 7.3.9 The basis for the designation of an Open Area Related to a Settlement is that there is a strong relationship between the area and the form, character and environmental quality of the settlement. The factors taken into account, and considered sound by the Local Plan Inspector, are;
- an open break between settlements which serves to retain their individual identity and character;
 - a green finger or wedge which enables the countryside to penetrate into a built up area and helps maintain a semi rural character and appearance;
 - an important open space within built surroundings, providing tranquillity and interest; and
 - a prominent local physical feature within the settlement which contributes to its character.

The criteria applied in designating each site are listed below:-

CAPE CORNWALL J. AND I. SCHOOL PLAYING FIELD, ST. JUST

A small playing field, used as part of the school facilities for recreational purposes, provides an important open space within a high density residential area.

The Mining Settlements of the North Coast are strung out mainly along the B3306 in close proximity to each other. Together they form a distinctive pattern of

individual communities separated by gaps which, if not safeguarded, could lead to a continuous ribbon of development. Their importance is recognised by the Cornwall Industrial Settlements Initiative (CISI), a partnership between English Heritage and the County and District Councils, to assess the character and significance of the County's industrial settlements. The importance of safeguarding the individual character and identity of these separate communities is strengthened by the inclusion of the area within the bid for the Cornish Mining World Heritage Site.

TRUTHWALL – BOTALLACK

This small but distinct gap should be safeguarded to maintain the separate identities of Truthwall and Botallack.

CARNYORTH – TREWELLARD

This break in development should be safeguarded to maintain the separate identities of Carnyorth and Trewellard.

TREWELLARD – PENDEEN

This break in development should be safeguarded to maintain the separate identities of Trewellard and Pendeen.

PENDEEN - LOWER BOSCASWELL

This break in development should be safeguarded to maintain the identities of Pendeen and Lower Boscaswell. While Lower Boscaswell is considered with Higher Boscaswell as part of the village of Pendeen this break in development maintains the separate identities of the different parts of the village and contributes to its semi rural character.

PENDEEN - BOJEWYAN STENNACK

This break in development should be safeguarded to maintain the separate identities of Pendeen and Bojewyan Stennack.

BOJEWYAN STENNACK - HIGHER BOJEWYAN

This break in development should be safeguarded to maintain the separate identities of Bojewyan Stennack and Higher Bojewyan.

MOUSEHOLE – PAUL

This open area of countryside forms an important break separating Paul and Mousehole. In order to retain their separate identities it is essential that this gap is safeguarded from development.

MOUNT MISERY AND NEWLYN COOMBE

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

NANCEALVERNE - CASTLE HORNECK

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

HEAMOOR PLAYING FIELD AND ADJOINING ALLOTMENTS

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

FORMER J. AND I. SCHOOL PLAYING FIELD, HEAMOOR

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

LESCUDJACK HILL - TRYTHOGGA, GULVAL – TRANNACK

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

PRINCESS MAY RECREATION GROUND, PENZANCE

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

ALMA TERRACE, PENZANCE

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

NORTH PARADE, PENZANCE

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

REGENT TERRACE, PENZANCE

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

LESKINNICK TERRACE, PENZANCE

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

LOVE LANE, PENZANCE

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

PONSANDANE FIELD, PENZANCE

This attractive open area at the eastern entrance of the town provides a significant green space between commercial and residential development and contributes to the break between the built up area of Penzance and Gulval. This

designation also links the Lescudjack Hill – Trythogga – Trannack open area through to Eastern Green.

GULVAL CHURCHTOWN - GULVAL CROSS - EASTERN GREEN

This open, undeveloped gap forms important breaks in development between Gulval Churchtown and the commercial development at Eastern Green, maintaining the distinct identity of Gulval Churchtown, and forms a green finger which extends into the Trevarrack area of Gulval.

NORTH AND EAST OF LONG ROCK

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

LUDGVAN CHURCHTOWN - LOWER QUARTER

Ludgvan Churchtown is separated from Lower Quarter by a predominantly open area which effectively retains the separate identity of the Churchtown.

CHURCH HILL - VELLANOWETH - BLOWINGHOUSE HILL, LUDGVAN

This area is predominant in the local landscape and effectively separates Vellanoweth from Lower Quarter, helping to maintain the rural character of this part of the settlement.

WEST OF TREGENDER HILL, CROWLAS

This valley extends right into the heart of Crowlas providing a prominent visual break between the estate development east of Tregender Lane and housing in Lower Quarter.

ROSEHILL, MARAZION

Rosehill is an attractive open upland feature which rises above this part of Marazion and emphasises the distinctive form of the settlement. It is particularly prominent both from St Michael's Mount and from within the town itself.

GOLDSITHNEY - PERRAN DOWNS

This area serves as a significant break in development between Goldsithney and Perran Downs, the topography and vegetation of the area emphasising the gap between the separate settlements.

BEACH ROAD, ST. IVES

This area provides a gradual transition between the western urban edge of the town and the coastal scenery of the Area of Outstanding Natural Beauty, effectively extending the coastal strip right into the town.

THE ISLAND, ST. IVES

The Island is an environmental, historical and amenity feature of great importance in St Ives. It is highly visible and forms an integral part of the panorama and character of the townscape. The area is the only open space of any size within the town.

TRENWITH, ST. IVES

This area forms a green wedge in this part of St Ives between the high density housing of the Penbeagle area and the more recent development in the Belyars area, extending the countryside into the urban area.

TREGENNA, ST. IVES

This area forms a significant green break within residential development and includes the grounds of Tregenna Castle Hotel containing a large number of mature trees. Considerable residential development has taken place on the northern edge of Carbis Bay and the open area now constitutes a clear break between this development and the main built up area of St Ives. This area forms a highly prominent and attractive local landmark particularly from the Island and harbour area of the town.

LAND ABOVE PORTHMINSTER BEACH, ST. IVES

This steeply rising wooded area provides an important green wedge which effectively extends the wooded feature of Tregenna right down to the foreshore. The land form helps to define the town and contain the scatter of terraces and dispersed dwellings at its edge.

TRELOYHAN, ST. IVES

This wooded area around Treloyhan Manor forms an attractive break in residential development that complements the open area at Tregenna, and visually extends the wooded area down to the foreshore.

CARBIS VALLEY, CARBIS BAY

This attractive sheltered wooded valley is an important amenity feature in the locality, providing a green space within the built up surroundings.

LITTLE MILL LANE - CHENHALLS ROAD, ST. ERTH

This area is an important amenity feature in itself as well as being an integral part of the Hayle River corridor which passes through the village and helps to maintain the close relationship between the settlement and the countryside.

LAND TO THE NORTH OF CARNSEW POOL, HAYLE

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, HAYLE

There are two elements within this open area. The area adjacent to the main road provides a predominant 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, HAYLE

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

MILLPOND - BARVIEW LANE, HAYLE

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, HAYLE

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 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 town.

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.

- 7.3.10 **POLICY TV-2: PROPOSALS FOR DEVELOPMENT WHICH WOULD RESULT IN THE LOSS OF, OR HAVE AN ADVERSE EFFECT ON, THE LOCAL ENVIRONMENTAL VALUE OF THE FOLLOWING OPEN AREAS WILL NOT BE PERMITTED.**

**CAPE CORNWALL J. AND I. SCHOOL PLAYING FIELD, ST. JUST
TRUTHWALL - BOTALLACK
CARNYORTH - TREWELLARD
TREWELLARD - PENDEEN
PENDEEN - LOWER BOSCASWELL
PENDEEN - BOJEWYAN STENNACK
BOJEWYAN STENNACK - HIGHER BOJEWYAN
MOUSEHOLE - PAUL
MOUNT MISERY AND NEWLYN COOMBE
NANCEALVERNE - CASTLE HORNECK
HEAMOR PLAYING FIELD AND ADJOINING ALLOTMENTS
FORMER J. AND I. SCHOOL PLAYING FIELD, HEAMOR
LESCUDJACK HILL - TRYTHOGGA, GULVAL - TRANNACK
PRINCESS MAY RECREATION GROUND, PENZANCE
ALMA TERRACE, PENZANCE
NORTH PARADE, PENZANCE
REGENT TERRACE, PENZANCE
LESKINNICK TERRACE, PENZANCE
LOVE LANE, PENZANCE
PONSANDANE FIELD, PENZANCE
GULVAL CHURCHTOWN - GULVAL CROSS - EASTERN GREEN
NORTH AND EAST OF LONG ROCK
LUDGVAN CHURCHTOWN - LOWER QUARTER
CHURCH HILL - VELLANOWETH - BLOWINGHOUSE HILL,
LUDGVAN
WEST OF TREGENDER HILL, CROWLAS
ROSEHILL, MARAZION
GOLDSITHNEY - PERRAN DOWNS
BEACH ROAD, ST. IVES
THE ISLAND, ST. IVES
TRENWITH, ST. IVES
TREGENNA, ST. IVES
LAND ABOVE PORTHMINSTER BEACH, ST. IVES
TRELOYHAN, ST. IVES**

CARBIS VALLEY, CARBIS BAY
 LITTLE MILL LANE - CHENHALLS ROAD, ST. EARTH
 LAND TO THE NORTH OF CARNSEW POOL, HAYLE
 WEST OF THE VIADUCT, HAYLE
 ELLIS PARK, HAYLE
 MILLPOND - BARVIEW LANE, HAYLE
 TREVASSACK, HAYLE
 WEST OF PHILLACK
 PHILLACK - LETHLEAN LANE
 WEST OF ANGARRACK

7.3.11 In addition to the areas identified in POLICY TV-2, which play an important role in relation to the built environment of the towns and villages, smaller undeveloped sites make an important contribution to the amenity or environmental quality of their immediate locality. A small open area within an estate or a large mature garden can have a considerable impact through providing variety in the townscape and a visual break in the urban environment. The enjoyment of such areas will range from that offered by accessible sites to countless passers-by to the precious relief that a tree or group of trees can give to a group of residents in a densely developed area. Public access to such areas is not essential to their enjoyment or value.

7.3.12 **POLICY TV-3: PROPOSALS FOR DEVELOPMENT WHICH WOULD RESULT IN THE LOSS OF, OR HAVE A SIGNIFICANT ADVERSE EFFECT ON, OPEN AREAS WITHIN TOWNS AND VILLAGES WHICH CONTRIBUTE TO THE CHARACTER, LOCAL AMENITY OR ENVIRONMENTAL QUALITY OF THEIR SURROUNDINGS WILL NOT BE PERMITTED.**

Trees

7.3.13 Trees can make a significant contribution to the urban environment by bringing diversity and contrast to the street scene and providing valuable wildlife habitats. Particularly significant single examples or groups may already be the subject of Tree Preservation Orders and others may be within Conservation Areas, where permission is required to fell. Street trees are scarce in Penwith and frequently those which are the most important are located in parks, open areas and private gardens. It is considered that all trees, which make a valuable contribution to the environmental quality of their locality in the urban areas, should be safeguarded. This is complementary to the approach adopted in POLICY CC-12 (para. 6.3.57) to trees in the countryside.

7.3.14 **POLICY TV-4: PROPOSALS FOR DEVELOPMENT WHICH WOULD RESULT IN THE LOSS OF OR DAMAGE TO TREES IN OR ON THE EDGE OF TOWNS AND VILLAGES WHICH MAKE A SIGNIFICANT CONTRIBUTION TO THE CHARACTER, LOCAL AMENITY OR ENVIRONMENTAL QUALITY OF THEIR SURROUNDINGS WILL NOT BE PERMITTED.**

7.3.15 POLICY GD-3 (para. 5.3.9) requires development to incorporate landscaping and planting and identifies that such schemes should, where practicable, encourage wildlife. It is essential that such measures are complemented by a general encouragement to plant trees and to replace those which are nearing the end of their lifespan. POLICY CC-13 (para. 6.3.63) relates to tree planting in the countryside but the contribution of the trees to the environment in towns and villages is equally important. The District Council works in partnership with community groups and the British Trust of Conservation Volunteers (BTCV)

helping to maintain and create community woodlands, gardens and recreation sites within the district. These groups include The Millennium Woodlands Project and Friends of Morrab Gardens.

- 7.3.16 **POLICY TV-5: TREE PLANTING SCHEMES, AND THE REPLACEMENT OF DEAD, DYING AND DISEASED TREES IN OR ON THE EDGE OF TOWNS AND VILLAGES WILL BE SUPPORTED USING NATIVE SPECIES, WHERE APPROPRIATE.**

The Historic Environment

Character and Appearance of Conservation Areas

- 7.3.17 Local Authorities are required under existing legislation to keep the designation of Conservation Areas under review and consider whether further areas should be designated. There is no standard specification for a Conservation Area, since the characteristic elements of such areas can be so diverse. It is, therefore, the essence or character of a particular area which is considered worthy of designation. Each of the designated Conservation Areas within the District has its own special characteristics ranging from small churchtown settlements, through the tightly knit cottages of St. Ives and Mousehole, to the commercial and administrative centre of Penzance. Whatever form Conservation Areas take the planning authority has a statutory duty to formulate and publish proposals for their preservation and enhancement. Furthermore in exercising planning functions special attention must be paid to the desirability of preserving or enhancing the character or appearance of Conservation Areas. In some Conservation Areas, namely Penzance, St. Ives, St. Just, Mousehole, Newlyn, Goldsithney, Gulval, Lelant and Halsetown, the degree of planning control is strengthened by Article 4 Directions so that planning approval is required for various minor developments and for all changes that materially affect the external appearance of buildings, which would otherwise be permitted under the General Development Order. The purpose of this is not to prevent all change or development but to ensure a consistently high architectural design of work.
- 7.3.18 Policy ENV 3 (Policy 2, 2004) of the Structure Plan states that development within a Conservation Area should pay special attention to the preservation or enhancement of its character or appearance. All developments in Conservation Areas must comply with the provisions of POLICIES GD-1 and GD-2 (paras. 5.3.3 and 5.3.7) and TV-1 (para. 7.3.5) in terms of integration, design and effect on the setting of the settlement. However, if Conservation Areas are to retain their character new development must complement the special and distinctive values relevant to each of the designated areas. The intention of designation is not to prevent development but to ensure standards of design which will preserve or enhance the character and appearance of Conservation Areas. Development which would prejudice these interests or harm the importance of a Conservation Area will not be acceptable. Proposals for the demolition of a building which makes a positive contribution to the character and appearance of a Conservation Area will be considered in the context of POLICY TV-11 (para. 7.3.30). As identified in paragraph 7.2.4 the Council has produced leaflets containing general design guidance on a range of issues in Conservation Areas and a series of Conservation Area statements is being produced.

- 7.3.19 **POLICY TV-6: PROPOSALS FOR DEVELOPMENT WHICH WOULD AFFECT A CONSERVATION AREA MUST NOT CONFLICT WITH THE OBJECTIVE TO PRESERVE OR ENHANCE THE CHARACTER OR APPEARANCE OF THE AREA IN TERMS OF SCALE, SITING, DESIGN AND MATERIALS. DEVELOPMENTS WHICH WOULD HAVE AN ADVERSE EFFECT ON THE CHARACTER, APPEARANCE OR ARCHITECTURAL AND HISTORIC IMPORTANCE OF A CONSERVATION AREA WILL NOT BE PERMITTED.**

Retail Premises in Conservation Areas

- 7.3.20 The design of shop fronts and other commercial premises in Conservation Areas needs to be closely linked to the architectural qualities of the locality and must relate to the character of the building and area within which they are situated. Within Conservation Areas the major problems are the use of 'corporate image' standardised shop fronts and fascias which pay little or no regard to the special identify of buildings of which they form a part and, more recently, the introduction of crime prevention measures such as metal shutters. This results in a loss of individuality together with the displacement of traditional materials in favour of aluminium and plastic and, after trading hours, closed frontages which make no contribution to the vitality or appearance of the street scene. If the intrinsic character of Conservation Areas is to be protected it is essential that greater attention is paid to the detail of proposed alterations to shop fronts in terms of their appearance and impact on the buildings in which they are located. In the case of security fittings while it is important that every chance is taken to eliminate opportunities for crime, particularly against commercial property, it is nevertheless essential that such measures respect the character of the area. Careful treatment of the overall shopping environment through strategic location of bollards, seating, planters and lighting can achieve considerable success and POLICY GD-2 (para. 5.3.7) identifies that the design and layout of development should provide a safe and secure environment. The reintroduction of living accommodation above town centre premises within the context of POLICY H-12 (para. 8.3.68) may also be an effective deterrent. Where security measures are proposed they must either be of the internal type, possibly supplemented by laminated glass or, where external, utilise translucent or perforated screens which do not entirely obscure the frontage. The housings required for external shutters must be concealed within the fascia. A leaflet giving further guidance on the design of measures for shop security is available from the Council.

- 7.3.21 **POLICY TV-7: WITHIN CONSERVATION AREAS THE DEVELOPMENT, REDEVELOPMENT OR ALTERATION OF SHOPS OR OTHER COMMERCIAL PREMISES WILL BE REQUIRED TO RESPECT THE CHARACTER AND APPEARANCE OF THE BUILDING AND ITS SURROUNDINGS. PROPOSALS WILL NOT BE PERMITTED WHICH:-**
- (i) USE STANDARD FRONTAGES, FASCIAS OR LARGE AREAS OF GLASS WHERE THEY ARE NOT IN KEEPING;**
 - (ii) REMOVE, OBSCURE OR DEFACE FEATURES OF ARCHITECTURAL OR HISTORIC INTEREST OR ALTER OR OBSCURE WINDOWS OR**
 - (iii) INVOLVE FASCIAS WHICH ARE OF A COMMON DEPTH LINKING TWO OR MORE BUILDINGS WITH SEPARATE ARCHITECTURAL IDENTITIES OR WHICH EXTEND ABOVE FIRST FLOOR WINDOW CILLS.**

WHERE SECURITY MEASURES ARE PROPOSED INTERNAL SCREENS, IN CONJUNCTION WITH SECURITY GLAZING, OR EXTERNAL SCREENS WHICH ARE OF A PERFORATED OR TRANSLUCENT TYPE WITH CONCEALED HOUSINGS WILL BE REQUIRED.

Advertisements and Signs in Conservation Areas

7.3.22 Advertisements and signs have a significant effect on the visual amenity of both rural and urban areas and POLICY GD-6 (para. 5.3.16) identifies the general requirements for advertisements which are intended to apply throughout the District. Within Conservation Areas it is particularly important that signs should be well designed and carefully sited with a view to limiting their impact on the character or appearance of the area. Skillfully executed signs frequently achieve a positive contribution to the attractiveness and interest of the street scene. The majority of the main shopping centres in the District are within Conservation Areas and the use of individually designed signs, which are in keeping with their locality and the building on which they are placed, will achieve variety while avoiding unsympathetic signs and visual clutter which detract from the fundamental value of such areas. Lighting should be from external sources unless individual internally illuminated letters are used. While large advertisement hoardings can often play a useful role in screening vacant sites or providing colour and interest in some parts of Conservation Areas, they will not be acceptable where they would conceal significant buildings or features. The Council has published a leaflet giving guidance on advertisements and signs in Conservation Areas.

7.3.23 **POLICY TV-8: WITHIN CONSERVATION AREAS ADVERTISEMENTS AND SIGNS WILL BE PERMITTED PROVIDED THAT THEY MEET THE REQUIREMENTS OF POLICY GD-6 AND UTILISE:-**

- (i) **HAND PAINTED WALL MOUNTED, FASCIA OR PROJECTING SIGNS;**
- (ii) **WINDOW SIGNS PAINTED DIRECTLY ON THE GLASS;**
- (iii) **INDIVIDUAL LETTERS ATTACHED TO THE FACE OF THE BUILDING;**
- (iv) **SPOTLIGHTING, FLOODLIGHTING OR INDIVIDUALLY ILLUMINATED LETTERS OR**
- (v) **OTHER STYLES OF SIGNS OR ILLUMINATION WHICH ARE IN KEEPING WITH THE CHARACTER AND APPEARANCE OF THE BUILDING AND SURROUNDING AREA.**

LARGE ADVERTISEMENT HOARDINGS WILL NOT BE PERMITTED WHERE THEY WOULD OBSCURE BUILDINGS OR FEATURES WHICH MAKE A POSITIVE CONTRIBUTION TO THE STREET SCENE OR CHARACTER AND APPEARANCE OF THE AREA.

Replacement Windows and Doors in Conservation Areas

7.3.24 The ready availability and convenience of replacement windows in PVC-u with double-glazed units has led to the loss of a significant proportion of traditional windows in Conservation Areas. There can be no doubt that certain elements of non-traditional replacement windows and doors, for example thick frames and transoms, machine finished appearance, lack of moulding details, internal glazing bars which give a flat 2-dimensional appearance, reduction of external reveals

and opening methods, combine in having a serious and detrimental effect on the visual quality of Conservation Areas. There may be occasions where the use of PVC-u may be appropriate, such as replacements in modern buildings of non-traditional design. However, in seeking an improvement to the quality of Conservation Areas, it is essential that owners are encouraged to use windows and doors of an appropriate design for the building and to have regard to the effect of their proposals on the surrounding area. It should be noted that existing windows and doors may not be those fitted when the building was first constructed and every effort should be made to ensure that any replacements revert to a design which reflects the original, or are historically correct to the building's period and type. There will also be circumstances where traditional designs and materials should be used to replace outworn PVC-u units. Control over replacement windows and doors in single dwellinghouses can only be exercised where Conservation Area status is supplemented by an Article 4 Direction removing the relevant permitted development rights. The Council has published a leaflet containing advice on replacement doors and windows. The issue of windows and doors of this type in Listed Buildings is covered by POLICY TV-12 (para. 7.3.32).

- 7.3.25 **POLICY TV-9: IN CONSERVATION AREAS SUBJECT TO RELEVANT ARTICLE 4 DIRECTIONS PVC-U AND OTHER NON-TRADITIONAL REPLACEMENT WINDOWS AND DOORS WILL NOT BE PERMITTED UNLESS:-**
- (i) **THEY WOULD BE IN KEEPING WITH THE BUILDING IN QUESTION AND**
 - (ii) **THE DESIGN CLOSELY REFLECTS THAT OF THE ORIGINAL INSTALLATION.**

Proposals Affecting Listed Buildings

- 7.3.26 Listed Buildings are a finite resource which, if lost, cannot be replaced. Their special value can be harmed by unsuitable alteration as well as by outright demolition. Listed Building consent is normally required for demolition or other works which would affect the character of a building in terms of its special architectural or historic interest. It is a criminal offence to carry out such works without consent. Government guidance in PPG 15 "Planning and the Historic Environment" states that there should be a general presumption in favour of preserving Listed Buildings unless a convincing case can be made out for alteration or demolition. This approach is reflected in Policy ENV 3 (Policy 2, 2004) of the Structure Plan which places priority on the preservation of the fabric and settings of Listed Buildings and indicates that new uses should be compatible with their character and setting.
- 7.3.27 Within the District, Listed Buildings form an important part of the local heritage. They make a significant contribution to the character of the urban areas and frequently constitute an important part of the rural landscape. If they are to continue to do so it is essential that development proposals which affect them respect the specific elements which make them of architectural or historic worth. It is frequently the case that the settings of such buildings are equally sensitive in that they provide the historical context and significant townscape or landscape links. In some cases proposals for development affecting a Listed Building may have wider benefits for the community by contributing to the economic regeneration of the area or providing an environmental enhancement which clearly compensates for the effect on the building. POLICY TV-10 applies to development proposals affecting Listed Buildings in the countryside as well as in towns and villages. A leaflet containing detailed advice on Listed Buildings and the implications for owners is available from the Council.

7.3.28 **POLICY TV-10: PROPOSALS FOR DEVELOPMENT WHICH WOULD DIRECTLY OR INDIRECTLY AFFECT A LISTED BUILDING WILL NOT BE PERMITTED UNLESS THEY RESPECT:-**

- (i) ITS INTRINSIC ARCHITECTURAL AND HISTORIC VALUE;
- (ii) ITS DESIGN AND PARTICULAR PHYSICAL FEATURES AND
- (iii) ITS SETTING AND CONTRIBUTION TO THE LOCAL SCENE.

Demolition of Listed Buildings and Significant Buildings in Conservation Areas

7.3.29 Government guidance accepts that there will, very occasionally, be circumstances where the demolition of a Listed Building is unavoidable. However, where proposals for development would result in demolition there must be clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses, that its repair and maintenance are not financially practicable or that redevelopment would produce community benefits which clearly outweigh the loss of the building. Partial demolition will be acceptable where the works would not affect the intrinsic value of the building or would effect an improvement to the building or its setting through, for example, the removal of later unsympathetic extensions. In all cases where a demolition would result in a detrimental effect on the area in which the building is located through the creation of an unsightly gap in the townscape or similar impact, a condition will be imposed to ensure that demolition is linked to the associated redevelopment. PPG 15 indicates that there is also a general presumption in favour of retaining buildings which make a positive contribution to the character and appearance of Conservation Areas and proposals to demolish such buildings should be assessed against the same broad criteria as those to demolish Listed Buildings. POLICY TV-11 therefore also applies to such buildings.

7.3.30 **POLICY TV-11 PROPOSALS FOR DEVELOPMENT WHICH WOULD RESULT IN THE DEMOLITION OR PARTIAL DEMOLITION OF A LISTED BUILDING OR A BUILDING WHICH MAKES A POSITIVE CONTRIBUTION TO THE CHARACTER AND APPEARANCE OF A CONSERVATION AREA WILL NOT BE PERMITTED UNLESS:-**

- (i) ALL REASONABLE EFFORTS HAVE BEEN MADE TO SUSTAIN EXISTING USES OR FIND VIABLE NEW USES;
- (ii) THE COST OF REPAIR AND MAINTENANCE WOULD SUBSTANTIALLY OUTWEIGH THE IMPORTANCE OF ITS RETENTION AND THE VALUE WHICH WOULD BE DERIVED FROM ITS CONTINUED USE;
- (iii) THE DEVELOPMENT WOULD RESULT IN SUBSTANTIAL BENEFITS FOR THE COMMUNITY WHICH DECISIVELY OUTWEIGH THE LOSS OF THE BUILDING OR
- (iv) THE PROPOSAL INVOLVES THE REMOVAL OF ELEMENTS OF THE BUILDING WHICH DO NOT CONTRIBUTE TO ITS INTRINSIC VALUE OR CHANGES WHICH WOULD RESULT IN AN IMPROVEMENT TO THE BUILDING OR ITS SETTING.

Replacement Windows and Doors in Listed Buildings

7.3.31 As identified in paragraph 7.3.24 the replacement of traditional windows and doors with PVC-u double glazed units and other non-traditional types has had a serious detrimental effect on many Conservation Areas. In the case of Listed

Buildings the advice in Annexe C of PPG 15 emphasises that replacement doors should copy the original in terms of materials, detail of design and paint finish and that the use of factory made standard windows is almost always damaging. Double glazing units are now available in timber windows of a traditional design and there are firms that specialise in refurbishing existing windows so as to minimise leaks and draughts. It is not considered that the frequently quoted 'advantage' of minimal maintenance is sufficient to outweigh the environmental impact of these replacement units.

- 7.3.32 **POLICY TV-12: PVC-U WINDOWS AND OTHER NON-TRADITIONAL REPLACEMENT WINDOWS AND DOORS WILL NOT BE PERMITTED IN LISTED BUILDINGS IF THEY WOULD ADVERSELY AFFECT THE ARCHITECTURAL OR HISTORIC INTEREST OF THE BUILDING.**

Buildings of Local Significance

- 7.3.33 As identified in paragraph 5.3.21 there are many buildings not of national architectural or historic interest but which are of local importance such as chapels and schools. A significant proportion of these are located within the towns and villages and the provisions of POLICY GD-8 (para. 5.3.22) will be relevant in considering proposals affecting such buildings.

Traditional Shop Fronts

- 7.3.34 Throughout the District there are many shops which still retain traditional fronts. While there are significant numbers in the main centres, they are also to be found in village centres or as single units serving a few streets in the urban areas. These shops add variety and character to the street scene and their loss, in favour of standardised fronts and fascias of unsympathetic design and materials, is to be regretted. In many cases development in the main shopping streets has not harmonised well with existing development and there is a need for these to respect the predominant scale of the area and, in the case of shop fronts, the quality of design of the floors above. While POLICY TV-7 (para. 7.3.21) applies to all development proposals affecting shops in Conservation Areas it is considered that some measure of general protection should be afforded to existing traditional shop fronts, fascias and signs and an emphasis placed on their retention. In addition where modern shop fronts are replaced it is important that the mistakes of the past are not repeated and it is therefore essential that replacements are in keeping with their related building and its surroundings.

- 7.3.35 **POLICY TV-13: WHERE DEVELOPMENT AFFECTS A TRADITIONAL SHOP FRONT OR FASCIA IT MUST BE RETAINED, WHERE PRACTICABLE, OR REPLACED IN A SIMILAR FORM. IN OTHER CASES THE REPLACEMENT OF SHOP FRONTS MUST BE IN KEEPING WITH THE DESIGN OF THE BUILDING AND CHARACTER OF ITS SURROUNDINGS.**

Sites of Archaeological Importance

- 7.3.36 The significance of the archaeological remains of the District and the measures being undertaken to preserve this heritage are outlined in paragraphs 6.3.72 to 6.3.89 of the Coast and Countryside section (Section 6). Proposals which affect Ancient Monuments, other nationally important archaeological remains or remains of county importance in the built up areas will be considered in the context of POLICIES CC-15 and CC-16 (paras. 6.3.78 and 6.3.81).

Historic Settlements

- 7.3.37 Proposal ENV C of the Structure Plan lists St. Ives, Penzance and Marazion as Historic Settlements which are defined as towns which have their origins in the medieval period and claimed borough status before 1600. The significance of such areas lies in the buried deposits upon which the modern day settlement is sited as well as the fabric and form of the built environment itself. Accordingly Policy ENV 3 (Policy 2, 2004) of the Structure Plan identifies that particular regard should be paid to the impact of development on buried layers of historic and architectural interest. POLICY TV-14 seeks to ensure that development proposals respect the medieval origins of these settlements and that opportunities are afforded to carry out investigations and recording of remains. Planning Policy Guidance "Archaeology and Planning" (PPG 16) sets out detailed advice on the handling of archaeological remains in the planning process. Nationally important archaeological sites and structures and their settings, whether scheduled or not, will normally be physically preserved 'in-situ' from development that may adversely affect them. Where there is reason to believe that important archaeological remains may exist on a proposed site it is vital that early consideration is given to this in the planning process. The Council may request a field evaluation to be undertaken, which provides a rapid and inexpensive operation used to help define the character and extent of the remains and thereby indicate the weight which should be attached to their preservation. Where preservation 'in-situ' is not considered justified it is important that satisfactory provision is made for excavation and recording of the remains before the development commences. In the absence of an agreement the Council can secure excavation and recording by imposing conditions.
- 7.3.38 **POLICY TV-14: WITHIN HISTORIC SETTLEMENTS PROPOSALS FOR DEVELOPMENT WILL BE REQUIRED TO RESPECT THEIR MEDIEVAL ORIGINS AS MANIFESTED IN THEIR LAYOUT AND BUILT FABRIC. WHERE DEVELOPMENT WOULD BE LIKELY TO AFFECT BURIED LAYERS OF ARCHAEOLOGICAL REMAINS CONDITIONS WILL BE IMPOSED, OR A PLANNING OBLIGATION SOUGHT, TO ENSURE THAT PRIOR SITE INVESTIGATIONS AND RECORDING ARE UNDERTAKEN.**

Re-use of Derelict or Previously Developed Sites

- 7.3.39 Paragraph 7.3.4 and Policy TV-1 (para. 7.3.5) emphasise the importance of reusing previously developed land in towns and villages for development. However, there maybe specific issues of contamination that need to be considered. Policy ENV 13 (Policy 2 & 3, 2004) of the Structure Plan focuses on reclamation schemes which remove safety hazards, facilitate appropriate development or enhance the historic landscape or nature conservation value of the land. Details of the Council's Land Reclamation Strategy are given in paragraph 6.3.92.
- 7.3.40 While the clear advantages of reusing previously developed sites within the built up area are acknowledged it is important that their reuse makes either a positive contribution to the regeneration of the town or village or results in a more attractive environment. In all cases uses proposed for such sites must not be in conflict with existing uses in the locality. Previously used land may have been contaminated by its former use and may need to be made safe, to a suitable level, for any new use. Contamination may put at risk the people working on the site, the occupiers and users of buildings and land, and the buildings or services themselves. Contaminants may also escape from a site causing water pollution or the pollution of land nearby. Risks associated with contamination need to be

identified early in the development process so that the choice of new use is appropriate to the degree and type of contamination and the cost of remedial action. An assessment of any site where contamination is suspected should therefore be carried out by the developer, in advance of the granting of planning permission. Buildings, when demolished, can give rise to Special Wastes such as asbestos, oil, pesticides and chemicals associated with vehicle repairs or maintenance. The Environment Agency can advise applicants on the relevant regulations and if off-site disposal is utilised it must be in accordance with the Duty of Care and the Waste Management Licensing Regulations 1994. As a result of previous activities derelict land often contains toxic materials and Policy ENV 14 (POLICY 3, 2004) of the Structure Plan identifies that pollution should not be increased by development either directly or indirectly. Where this is likely work will need to be undertaken to establish the degree of contamination and measures to avoid pollution will be required by planning conditions. POLICY GD-4 (para. 5.3.11) and POLICIES CS-5 and CS-8 (paras. 13.3.21 and 13.3.29) will be relevant in considering proposals likely to cause pollution.

7.3.41 In addition to those identified above there are policies in both the Structure and Local Plan which either relate directly to the reuse of specific derelict or under used sites or are relevant in more general terms. PROPOSALS TV-A, TV-D and TV-E (paras. 7.3.68, 7.3.119 and 7.3.121) provide for the redevelopment of crucial 'brownfield' sites adjacent to Penzance town centre and Hayle Harbour for a variety of potential uses. In addition, all but one of the sites proposed for housing (paras. 8.3.25 to 8.3.43) are on previously developed land. Where a reclamation proposal affects important archaeological sites or a Historic Settlement, Policies ENV 2 and ENV 3 (Policy 2 & 3, 2004) of the Structure Plan will be relevant together with the provisions of POLICIES CC-15, CC-16, TV-14 (paras. 6.3.78, 6.3.81 and 7.3.38) of the Local Plan. POLICY TV-15 is complemented by POLICY CC-18 (para. 6.3.95) which relates to sites in the countryside.

7.3.42 **POLICY TV-15: WHERE PROPOSALS FOR THE RE-USE OF PREVIOUSLY DEVELOPED LAND, INCLUDING THE RECLAMATION OF DERELICT LAND, IN TOWNS AND VILLAGES INVOLVE SITES LIKELY TO CONTAIN CONTAMINATED OR TOXIC MATERIALS PRIOR INVESTIGATIONS WILL BE REQUIRED TO DETERMINE THE EXTENT OF CONTAMINATION AND, WHERE NECESSARY, MEASURES TO AVOID POLLUTION DURING AND AFTER IMPLEMENTATION WILL BE SECURED THROUGH THE USE OF CONDITIONS.**

Hierarchy and Role of Centres

7.3.43 Truro is the dominant shopping centre in Cornwall and, located as it is just over 25 miles from Penzance, its influence extends well into Penwith. The strength of Truro as a trading centre is emphasised by the range of national multiple stores in the centre. It follows therefore that Penzance occupies an intermediate position in the shopping hierarchy of the County. While Penzance may be a second order centre within the County it is nevertheless the dominant centre within the District. The town provides a very full range of services with a number of national multiples represented together with most building societies and main branches of the big banks. The largest supermarkets in the District are located on the eastern approach to the town and retail warehouses have also been developed in this area. In addition the town is an important administrative centre and a focus for recreation and entertainment provision which also serves to emphasise its importance to the local holiday industry.

7.3.44 St. Ives, which provides a range of services and shops, is an important centre in its own right. The town centre is made up of primarily small independent traders and much of the commercial activity is geared towards tourism. The town plays a central role in the holiday industry of the District and in addition to a significant amount of accommodation St. Ives offers a wide choice of entertainment facilities and other attractions, including the Tate Gallery. Although a supermarket has been developed at Carbis Bay, on the main approach to the town, in shopping terms St. Ives is a secondary centre to Penzance. Hayle has shopping centres at Foundry and Copperhouse, which is the larger of the two. While the facilities in both these centres are of a predominantly lower order they provide valuable local services, particularly to those without a car who might otherwise have to travel to Penzance or Camborne. There is a large amount of predominantly self-catering holiday accommodation located in the Towans area and this no doubt strengthens the trade within the centres. In addition to the main towns St. Just occupies an important position within the Land's End peninsula and provides a valuable service centre for the extreme western part of the District. There are also smaller centres in the towns of Newlyn and Marazion. The major villages contain some shopping facilities while others may have a general store. However, these have been under increasing pressure through high operating costs and competition from larger stores.

7.3.45 Planning Policy Guidance "Town Centres and Retail Developments" (PPG 6 and emerging PPS 6) is very clear that town centres are part of the national civic heritage and identifies that the vitality and viability of these centres depend on:-

- * retaining and developing a wide range of attractions and amenities;
- * creating and maintaining an attractive environment;
- * ensuring good accessibility to and within the centre and
- * attracting continuing investment in development or refurbishment of existing buildings.

The guidance also seeks a diversity of uses in town centres. In addressing the issue of shopping Policy SHOP 1 (Policy 14, 2004) of the Structure Plan places a strong emphasis on locating retail development, other major entertainment, leisure or community facilities and public or commercial offices likely to attract large numbers of people in or immediately adjoining existing centres. Where suitable sites are not available priority should be given to alternatives close enough to a centre to allow for one journey to serve several purposes. Policy TRAN 1 (Policy 28, 2004) also indicates that development proposals should be assessed against their potential to be served by public transport. This approach takes forward the strategic aims of Policy SP 2 (Policy 1, 2004) and is clearly targeted at maintaining the vitality and viability of existing centres, limiting the length and number of journeys and reducing reliance on the private car.

7.3.46 Within this context the Local Plan does not seek to change the established hierarchy of centres in the District and its policies and proposals focus on strengthening their respective roles and improving the range and quality of services available to residents and visitors. Town centres provide a sense of place and community and it is important to the future well-being of the centres that they are both attractive and vital places where people *want* to shop, live and be entertained and provide practical, accessible places where they *can* shop, live and be entertained. The provision of facilities in close proximity to the concentrations of population in the towns is an effective way of reducing the length of journeys. In addition the fact that they are a focus for public transport results in good accessibility, particularly for those without a car, to the range of services on offer. Maximising accessibility by public transport or other alternatives to the private car also reduces energy consumption and the level of

harmful emissions. The Council is actively promoting both the economic and environmental regeneration of the main towns and many of the policies of the Local Plan are aimed at safeguarding and improving the quality of the urban areas. It is considered important that these efforts are complemented by an emphasis on locating major (those which attract a large number of people) commercial developments, including retail and leisure proposals, in the main towns in order to maximise their effect on the overall levels of activity in the centres and achieve the greatest accessibility.

7.3.47 **POLICY TV-16 MAJOR RETAIL, OFFICE, ENTERTAINMENT, LEISURE OR COMMUNITY DEVELOPMENTS SHOULD BE LOCATED IN THE TOWN CENTRES OF PENZANCE, ST. IVES AND HAYLE, WHERE THE GREATEST BENEFITS TO THE COMMUNITY CAN BE PROVIDED IN TERMS OF:-**

- (i) **ACCESSIBILITY, WITHOUT THE USE OF THE PRIVATE CAR, TO A SIGNIFICANT PROPORTION OF THE POPULATION AND**
- (ii) **CONTRIBUTION TO THE VITALITY AND VIABILITY OF THE TOWN CENTRES.**

PROPOSALS FOR EDGE-OF-CENTRE SITES WILL ONLY BE PERMITTED WHERE THE DEVELOPMENT CANNOT BE ACCOMMODATED WITHIN THE TOWN CENTRE.

DEVELOPMENT ON OUT-OF-CENTRE SITES WILL NOT BE PERMITTED UNLESS ALL POTENTIAL TOWN CENTRE AND EDGE-OF-CENTRE OPTIONS HAVE BEEN DEMONSTRATED TO BE UNSUITABLE.

IN EXAMINING THESE OPTIONS, FLEXIBILITY WILL BE REQUIRED ABOUT THE FORMAT, DESIGN AND SCALE OF THE DEVELOPMENT IN RELATION TO LOCAL CIRCUMSTANCES.

Shopping Provision

Major Shopping Developments

7.3.48 Since the late 1980s there has been a considerable amount of retail development undertaken in the District. In terms of food supermarkets, three have been built in the Penzance area, two on the eastern approach and another between the town and Newlyn, one has been constructed and recently extended at Copperhouse in Hayle and a further unit has been developed at Carbis Bay to serve the St. Ives area. Retail warehouses have been constructed adjacent to the heliport at Penzance and alongside the Loggans Roundabout at Hayle.

7.3.49 In the light of the guidance contained in PPG 6 (emerging PPS 6), the approach of the Structure Plan (para 7.3.45) and the type and distribution of shopping developments which have taken place since the late 1980s, and those with permission but yet to be built or completed, it is not proposed to make any specific provision for further shopping facilities which are divorced from existing town centres.

7.3.50 Policy SHOP 2 (Policy 14, 2004) of the Structure Plan states that retail development other than in or adjoining town centres will only be appropriate

where the shopping needs of the area would not otherwise be met. It also specifies that such proposals should not reduce the range of shopping available in town and village centres or have an adverse impact on the vitality and viability of a town centre, be well integrated within the built up area, provide for walking and cycling journeys and not lead to increased car usage. The provision of modern convenience shopping facilities close to the main towns has had the effect of retaining expenditure in the District. Within this context it is considered that shopping facilities outside the existing town centres will not be acceptable unless they provide for local convenience shopping under POLICY TV- 20 (para. 7.3.61) or they will make provision of a type that it is unlikely to be made in the town centre, for example by virtue of the type of goods sold.

7.3.51 In emerging PPS6 "Planning for Town Centres" a clear emphasis is placed on adopting a sequential approach when selecting appropriate sites for allocation. In the interests of reducing reliance on the use of the private car it is also crucial that, where development could be justified on sites divorced from the town centres, accessibility to all sectors of the public is maximised by ensuring that it is located on existing public transport routes. Where appropriate, measures should be included to integrate them as closely as possible with any adjacent town centre and to facilitate movement, by those without a car, between the development and town centre. Such measures might include a dedicated bus service or special provision within the car park layout for dropping and picking up bus passengers. In all cases proposals must not be in conflict with the surrounding uses or be of a scale or type which would adversely impact on the viability of shops which meet local shopping needs. Where a development is acceptable the Council will impose conditions or seek a planning obligation to ensure that the type of retailing permitted will not adversely effect existing town centre or local facilities.

7.3.52 **POLICY TV-17: PROPOSALS FOR SHOPPING FACILITIES OTHER THAN THOSE ACCEPTABLE THROUGH POLICY TV-20, WILL NOT BE PERMITTED ON AN EDGE-OF-CENTRE OR OUT-OF-CENTRE SITE UNLESS:-**

- (i) THE SEQUENTIAL TEST IN POLICY TV-16 HAS BEEN MET;**
- (ii) THERE IS A NEED FOR THE DEVELOPMENT THAT CANNOT BE MET IN THE TOWN CENTRE AND**
- (iii) THEY WOULD NOT BE LIKELY TO LEAD TO A SIGNIFICANT REDUCTION IN THE RANGE OF RETAILING IN ANY TOWN CENTRE OR ADVERSELY AFFECT THE VITALITY OR VIABILITY OF ANY TOWN CENTRE.**

IN ADDITION ALL PROPOSALS MUST:-

- (iv) BE READILY AND CONVENIENTLY ACCESSIBLE BY ALTERNATIVE MEANS OF TRANSPORT TO THE PRIVATE CAR;**
- (v) BE COMPATIBLE WITH SURROUNDING LAND USES AND**
- (vi) NOT MATERIALLY AFFECT THE VIABILITY OF VILLAGE OR NEIGHBOURHOOD SHOPS.**

WHERE A SUBSEQUENT CHANGE IN THE RETAIL CHARACTER OF A DEVELOPMENT WOULD BE LIKELY TO HARM THE VITALITY AND VIABILITY OF EXISTING TOWN CENTRES, CONDITIONS WILL BE IMPOSED OR A PLANNING OBLIGATION SOUGHT TO LIMIT SUCH CHANGES.

7.3.53 Where further shopping provision is permitted anywhere it is important that it is well integrated with existing patterns of activity and movement. By ensuring a satisfactory relationship between old and new and facilitating access between the

two, the benefits to each will be maximised. It is accepted that large retail developments inevitably have servicing implications but it is important that, in the interests of maintaining the quality of the townscape, the impact of these is minimised together with conflict with other activities in the centre. Where practicable, as part of any redevelopment, rear access must be improved (POLICY TP-11, para. 12.3.55).

Prime Shopping Areas

- 7.3.54 While it is important to encourage new shopping facilities in the towns, in order to ensure that they can compete with other centres in terms of modern floorspace which is attractive and convenient to users, it is also essential that the existing attractiveness of the centres is not eroded. The Town and Country Planning (Use Classes) Order, 1987, and Circular 13/87 identify that the uses contained in Part A, namely Shops (A1), Financial and Professional Services where services are provided principally to visiting members of the public (A2) and Food and Drink (A3), will generally be found in shopping areas. However, PPG 6 (and emerging PPS 6) identifies that Local Plans may distinguish between primary and secondary frontages in town centres and that it may be appropriate to restrict the former to a high proportion of retail use (A1) with a greater degree of flexibility of use in secondary frontages.
- 7.3.55 In recent years there has been a growing trend for banks, building societies and office uses such as estate agents to locate in shopping areas. While it is clear that these uses have a function within a town centre and to some degree may enhance its attractiveness by adding to the services available their presence can have a visually deadening effect on frontages and lead to a loss of shopping interest. In addition their ability to pay high prices increases competition for prime locations which, in turn, inflates site and rental values.
- 7.3.56 Prime Shopping Areas are defined in both Penzance and St. Ives. In Penzance both rental evidence and the views of letting agents support the area as defined. The key areas where there might be some debate on their inclusion are the length of Market Jew Street between the Arcade and number 31 and the southern part of Causewayhead. Both the southern half of Causewayhead and Market Jew Street between The Arcade and number 31 demonstrate rental levels that are lower than adjacent areas but the strength of retail activity and lack of vacancies indicate that it is appropriate to include these frontages in the Prime Shopping Area. While there is a clear case for defining a prime area in St. Ives in order to protect the shopping core from an increase in Class A3 uses that could undermine its retail role (see paragraphs 7.3.87 and 7.3.88), it is difficult to obtain guidance on its extent from the limited rental evidence available or the current mix of uses. However, consultation with letting agents has confirmed that there is indeed a prime area and that it accords with the area defined in the Plan. The 'prime shopping areas', as defined, are limited in extent and by no means encompass the whole town centre in either case. The intention is to maintain a compact, all year around shopping core in both towns that remains efficient, vital and attractive to residents and visitors alike. If Penzance and St. Ives are to retain their respective roles as shopping centres they must compete effectively with other centres by providing a range of shopping facilities in an accessible and focused centre. It is considered that this is best achieved by identifying the overall proportion of ground floor non-retail to retail units that will be acceptable in each Primary Shopping Area. The level at which this has been pitched, 80 per cent retail to 20 per cent non-retail in Penzance and 75 per cent retail to 25 per cent non-retail in St. Ives, reflects the current mix including permissions granted but not implemented. This approach will effectively control the cumulative effect of changes of use over time and, together with provision to permit further non-retail

uses that would benefit, or at least maintain the vitality, viability and attractiveness of the Prime Shopping Area, offers a degree of flexibility in dealing with this issue. Non-retail uses will also be acceptable on other floor levels, which are frequently underused, and POLICY TV-19 (para. 7.3.59) provides for a range of uses in the wider town centre areas.

- 7.3.57 **POLICY TV-18: WITHIN THE PRIME SHOPPING AREAS OF PENZANCE AND ST. IVES PROPOSALS FOR CHANGE OF USE OR REDEVELOPMENT WHICH WOULD RESULT IN THE LOSS OF GROUND FLOOR RETAIL PREMISES WILL NOT BE PERMITTED UNLESS:-**
- (i) **THE PROPOSAL WILL BENEFIT, OR AT LEAST MAINTAIN, THE VITALITY, VIABILITY AND RETAIL ATTRACTIVENESS OF THE PRIME SHOPPING AREA OR**
 - (ii) **RETAIL USE WOULD REMAIN THE PREDOMINANT USE.**

Note: In Penzance predominant will be interpreted as 80 per cent of ground floor units and in St. Ives 75 per cent.

Town Centre Uses

- 7.3.58 In those parts of Penzance and St. Ives town centres outside the 'prime shopping areas' and Hayle and St. Just, where facilities are more limited and divisions less obvious, it is possible to adopt a more flexible approach. Accordingly in these locations the full range of town centre uses are acceptable subject to them being compatible with the surrounding uses and respecting the quality of the local environment, particularly in Conservation Areas.

- 7.3.59 **POLICY TV-19: PROPOSALS FOR CHANGE OF USE OR REDEVELOPMENT WHICH WOULD PROVIDE FOR RETAIL, OFFICES AND OTHER NON-RETAIL TOWN CENTRE USES, AS DEFINED IN CLASSES A1, A2 AND A3 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER 1987 (AS AMENDED), WILL BE PERMITTED IN TOWN CENTRES, SUBJECT TO THE PROVISIONS OF POLICY TV-18, PROVIDED THAT THEY WOULD BE COMPATIBLE WITH SURROUNDING USES AND HAVE NO ADVERSE EFFECT ON THE AMENITY OF THE AREA.**

Village and Neighbourhood Facilities

- 7.3.60 The respective roles of local centres and village shops in terms of meeting the needs of residents, reducing the need to travel and reliance on the private car and maintaining viable rural communities are acknowledged in PPG 6 (and emerging PPS6). Policy SHOP 3 (Policies 11 & 14, 2004) of the Structure Plan identifies that such facilities should be retained and enhanced. It is not possible for the local planning authority to require the retention of such shops but proposals which would result in their closure will be considered in the light of the available alternative provision in the area and whether there is a continuing demand for the affected facilities. Where it is proposed to provide new local shopping facilities the scale must be appropriate for the area they are intended to serve and not a wider catchment area and the locations chosen for such facilities must be easily and safely accessible to customers.

7.3.61 **POLICY TV-20: PROPOSALS FOR DEVELOPMENT WHICH WOULD RESULT IN THE LOSS OF VILLAGE OR NEIGHBOURHOOD SHOPS WILL NOT BE PERMITTED WHERE THERE IS A REQUIREMENT FOR THE FACILITY AND THERE IS NO ALTERNATIVE PROVISION IN THE AREA.**

PROPOSALS FOR LOCAL CONVENIENCE SHOPPING FACILITIES WILL BE PERMITTED WITHIN VILLAGES AND RESIDENTIAL AREAS OF TOWNS PROVIDED THAT:-

- (i) THE SCALE OF THE FACILITY IS RELATED TO THE NEEDS OF THE LOCALITY AND**
- (ii) THERE IS SAFE AND CONVENIENT ACCESS FOR POTENTIAL USERS.**

Penzance Town Centre and Harbour

7.3.62 Penzance is the principal administrative and shopping centre of Penwith and it is also an important focus for tourism. In addition to providing for the food shopping needs of the local population, the town contains numerous durable goods stores and is an important banking and service industry centre. It is also considered to be one of the most important historic town centres in the county and is noted for its well preserved ancient town plan, waterfront and the number of buildings of architectural and historic importance. As the established major commercial centre of the District it is important that Penzance continues to maintain this position and opportunities are taken, and indeed created, to strengthen its role in West Cornwall. It is essential that the Local Plan encourages a comprehensive programme of development and ensures that potential investment is not lost from the District. In October 2000 WS Atkins were commissioned to develop an Action Plan for Penzance Harbour and Town Regeneration. The aim of the study was to identify potential schemes and opportunities that reflected the needs and distinctive character of the area. Also, the Cornwall and Scilly Urban Survey report on Penzance (2003) provides valuable information that can be used in implementing relevant policies and proposals.

7.3.63 The harbour is a centre of commercial activity containing a dry dock and facilities for cargo handling. It also caters for leisure and tourism related activities, such as sailing, boat trips, fishing and other water sports. The 'Scillonian' normally berths on the Lighthouse Pier and both the railway and bus stations are located immediately to the north of the Harbour Car Park. The main road also enters the town beside the railway station and this concentration of transport facilities and routes emphasises the 'focal' nature of Penzance and its harbour. Whilst the amount of trade passing through the harbour has declined the water areas still represent a potentially valuable resource. The growth of the town centre along Market Place, Market Jew Street and Causewayhead has meant that the town has to some extent 'turned its back' on the harbour and it is considered important to encourage development that will reverse this situation and re-establish links between the two areas. Redevelopment of the former gas works site to provide the Wharfside Centre, which incorporates an important pedestrian link between the harbour car park, Wharf Road and Market Jew Street has already achieved a substantial improvement in this respect.

7.3.64 The District Council is taking a leading role in promoting the development and economic regeneration of the town centre and harbour and the Authority also has an important part to play as a major landowner in the harbour area and the operator of the port. The Community Plan, Penwith 'A Vision for the Future' (2003) supports the regeneration of the area, and target E6 aims to establish a

viable scheme for the redevelopment of Penzance harbour. The private sector is continuing to show interest in commercial development in the town and private investment, together with funding from European and central government sources, is essential in bringing forward proposals which are viable, environmentally acceptable and of greatest benefit to the local community and visitors. The District Council proposes to lead a partnership to carry out a major town centre regeneration project. The five year programme will be modelled on the Heritage Lottery Fund's Townscape Heritage Initiative (THI) and the four main aims of the programme are:

- to re-use vacant buildings and sites;
- repair, maintenance and enhancement of historic buildings;
- enhancement of the public realm; and
- promotion of the town's distinct character.

The THI will offer a system of grants to owners of privately owned historic buildings and forecourts to facilitate substantial restoration and enhancement works. The project will also offer top up funding for public realm highway works or community enhancement projects to street areas to enable restoration of locally distinctive features such as traditional surfaces of granite or slate. The Penzance THI will focus on the commercial and mid-use areas of the town where economic growth through regeneration will be most effective. Penzance THI will provide much needed investment which will facilitate increased economic activity within the town centre, increase the spend from visitors, create new workspace, generate and safeguard new jobs, re-use vacant buildings and encourage long-term care and investment in historic buildings. In addition the Atkins report (para.7.3.62) identifies particular strengths and opportunities for regeneration including a number of specific projects.

Shopping Development

- 7.3.65 The approach of the Local Plan to the hierarchy of centres in the District and new shopping developments is covered in paragraphs 7.3.43 to 7.3.57. The intention is to focus on providing new shopping in or adjacent to existing town centres and the redevelopment sites contained in PROPOSAL TV-A (para. 7.3.68) offer significant opportunities to provide such facilities. Additional retail units could also be permitted within the context of POLICY TV-19 (para. 7.3.59). The importance of retaining existing retail premises is outlined in paragraphs 7.3.54 to 7.3.59 and POLICY TV-18 (para. 7.3.57) applies to the 'prime shopping area'. This broadly covers the lower half of Causewayhead, Market Place, the Wharfside Shopping Centre and the top part of Market Jew Street. POLICY TV-19 (para. 7.3.59) applies to the whole of the town centre subject to the provisions of POLICY TV-18 (para. 7.3.57).

Impact of Development

- 7.3.66 The town centre and harbour contain a significant number of Listed Buildings and also fall within the Penzance Conservation Area and partly within the Historic Settlement. In addition the main shopping streets feature many traditional shop fronts. Consequently in considering development proposals the policies contained in 'The Historic Environment' (paras. 7.3.17 to 7.3.38) will be particularly relevant. The Cornwall and Scilly Urban Survey's - Historic characterisation for regeneration, for Penzance provides a valuable basis for assessing the impact of development on the distinctive character of the town. In addition the Council intends to produce a Conservation Area Management Plan that will provide more information in this respect.

Redevelopment

7.3.67 The vacant site of the former gasholder, together with the adjacent former Cornwall Farmers site, provide a valuable opportunity for redevelopment in the town centre and harbour area. Their location, between Market Jew Street and Wharf Road, is suitable for a mix of uses that are complementary to, and compatible with, the functions of the town centre and which could make a significant contribution to the regeneration and revitalisation of the town. These sites are particularly prominent and proposals must respect the style of existing development in the locality by utilising a variety of levels and roofscape which follow the changes in topography. In the interests of encouraging increased movement between the sites, the harbour and the town centre in general, proposals must include pedestrian links to Jennings Street and Market Jew Street. In particular, the Wharf Road frontage of the former gas works site must be designed to integrate with, and relate to, the harbour and be attractive to walkers. As identified in paragraph 12.3.54 there are few possibilities to provide rear servicing facilities in the town centres, however the redevelopment of the former Cornwall Farmers Ltd. site presents an opportunity to improve the servicing arrangements to the south side of Market Jew Street. Where appropriate development briefs will be prepared to provide detailed guidance. Issues relating to flood risk, or the integrity of the coastal environment will be assessed in the context of POLICIES GD-4, CC-14, CS-4 and CS-8 (paras. 5.3.11, 6.3.68, 13.3.19 and 13.3.29). Proposals to develop the former gasholder site will need to take into consideration the contamination of the site which results from its previous use (POLICY TV-15, para. 7.3.42). Developers will need to undertake all necessary investigations prior to permission being granted.

7.3.68 **PROPOSAL TV-A: THE SITE OF THE FORMER GASHOLDER (0.26 HA) AND THE FORMER CORNWALL FARMERS LTD. SITE TOGETHER WITH THE ADJOINING AREA TO THE SOUTH (0.4 HA) IS PROPOSED FOR REDEVELOPMENT FOR USES WITHIN CLASSES A1, A2, A3, B1, B2, B8, C1, C3, D1 AND D2 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER 1987 (AS AMENDED). PROPOSALS FOR DEVELOPMENT WILL BE REQUIRED TO:-**

- (i) **BE COMPATIBLE WITH SURROUNDING USES;**
- (ii) **BE OF A SCALE AND DESIGN APPROPRIATE TO THESE PROMINENT LOCATIONS IN THAT THEY MUST COMPLEMENT THE CHARACTER AND QUALITIES OF THE TOWN AND RESPECT THE EXISTING LEVELS, VARIED SKYLINE AND MASSING OF THE BUILDINGS IN THE VICINITY;**
- (iii) **INCORPORATE A SAFE AND CONVENIENT PEDESTRIAN NETWORK TO JENNINGS STREET AND WHARF ROAD AND**
- (iv) **MAKE PROVISION FOR REAR SERVICING TO PROPERTIES FRONTING MARKET JEW STREET AND JENNINGS STREET.**

SCHEMES SHOULD PROVIDE FOR THE INCLUSION OF ABOUT 30 DWELLINGS. AT LEAST 30% OF THE UNITS TO BE PROVIDED WILL BE SOUGHT, THROUGH NEGOTIATION, TO BE AFFORDABLE, MEETING THE REQUIREMENTS OF POLICY H-14.

Chapel Street

- 7.3.69 Chapel Street provides an important and well used route between the town centre and the harbour and it is one of the prime parts of the Conservation Area. This street plays an important role in encouraging a close relationship between these two parts of the town. To date, the essential character of the street has not been harmed but a few unauthorised developments, against which prompt action has been taken, have demonstrated the vulnerability of this street to unsympathetic proposals. The attraction of the street stems from a combination of its physical appearance, with a mixture of materials and styles of design, and the wide range of activities located in the various buildings which include shops, restaurants, public houses and a significant amount of residential accommodation. The result is a street of great charm and interest. It is important that development proposals respect the special character of this street and that alien designs, material and uses are not allowed to erode its special qualities, conflict with its present role within the Town Centre or cause nuisance to residents. Proposals for development in Chapel Street will be assessed in the context of POLICIES TV-6 and TV-7 (para. 7.3.19 and 7.3.21).

Jennings Street

- 7.3.70 Chapel Street together with Quay Street provide an attractive route between the shopping streets and the harbour and developments and improvements in the vicinity of the Abbey Basin have gone some way to maintaining visual interest beyond the area of the dry dock. Jennings Street provides an important potential 'return' route to Market Jew Street and while the redevelopment of the former Laundry site has made a marked improvement to the street scene, there is no doubt that its overall environment could benefit from further enhancement. Considerable lengths of frontage in this street are occupied by parking and buildings of poor quality and the introduction of two to three storey development which offers greater enclosure and continuity would greatly improve its attractiveness to pedestrians. Existing buildings which contribute to the character and appearance of the street must be retained and in considering specific proposals for the north east side of the street the provisions of POLICY TP-11 (para. 12.3.55) in relation to the rear access to Market Jew Street may be relevant.

- 7.3.71 **POLICY TV-21: PROPOSALS FOR DEVELOPMENT ON SITES FRONTING JENNINGS STREET WILL BE REQUIRED TO:-**
- (i) **USE STRONG CONTINUOUS FRONTAGES ON SITES WHERE REDEVELOPMENT IS PROPOSED AND**
 - (ii) **INCORPORATE BUILDINGS OF TWO OR THREE STOREY DESIGN WHICH REFLECT THE GRADIENT OF THE STREET.**

Bread Street

- 7.3.72 In the last few years there has been a growth in the number of retail and service outlets established in Bread Street. This street contains many traditional warehouse buildings that are of substantial stone construction but have outlived their original purpose. Many of these buildings have been successfully converted to other uses and further developments of this type will be acceptable. Bread Street provides some valuable rear servicing to the north side of Market Jew Street although in some parts the size of vehicles which can be accommodated is limited. Where such facilities already exist these must be retained. Opportunities

may occur for limited improvements to rear service arrangements within the context of POLICY TP-11 (para. 12.3.55).

- 7.3.73 **POLICY TV-22: WITHIN THE BREAD STREET AREA PROPOSALS FOR DEVELOPMENT WILL BE REQUIRED TO SAFEGUARD AND, WHERE PRACTICABLE, IMPROVE THE PRESENT REAR SERVICING ARRANGEMENTS TO PREMISES IN MARKET JEW STREET.**

Rear Servicing

- 7.3.74 The opportunities for improving the rear servicing arrangements to commercial premises within the town are restricted, however in the context of POLICY TP-11 (para. 12.3.55) such facilities must be provided where practicable. Within Penzance town centre PROPOSAL TV-A and POLICY TV-22 (paras. 7.3.68 and 7.3.73) seek to provide some rear servicing to the south side of Market Jew Street and to retain and, where practicable, improve the servicing facilities at present available from Bread Street to the north side.

Parking

- 7.3.75 The issue of car parking is covered in the Transportation section (paras. 12.3.56 to 12.3.62) and the current situation in Penzance is outlined in paragraphs 12.3.63 to 12.3.64. The requirements of POLICIES TP-12 and TP-13 (paras. 12.3.59 and 12.3.62) will apply to the provision of car parking in Penzance including that associated with the redevelopment sites identified in PROPOSAL TV-A (para. 7.3.68).

- 7.3.76 The Harbour Car Park contains in excess of 800 spaces which are used for short and long-stay parking. The capacity of this car park is important to the overall provision for the town centre and the Wharfside Centre provides a convenient pedestrian route to Market Jew Street. Part of the Harbour Car Park is already utilised for the winter storage of boats and, as the port suffers from a restricted hinterland, the availability of an additional area for water related uses could encourage increased recreational activity and the provision of improved access to the water and facilities. However, this must be balanced against the need for parking to support the vitality and viability of the town centre, including the number of spaces linked, by a covenant, to the Wharfside development. Alternative uses, therefore, should be appropriate to the harbourside location (POLICY TV- 24, para. 7.3.79) and should allow for the retention of parking that is appropriate to the economic and environmental sustainability of the town centre (POLICY TP-13 para. 12. 3.62). In addition the car park was provided by filling a substantial area of the original harbour and still contributes to the open form and character of the Wharf Road and wider harbour area. Any buildings should be sited and designed so as to safeguard this open form.

- 7.3.77 **POLICY TV-23: PROPOSALS FOR DEVELOPMENT ON ANY PART OF THE HARBOUR CAR PARK WILL BE REQUIRED TO RETAIN THE OPEN VIEWS FROM WHARF ROAD TO THE HARBOUR.**

Harbourside Area

- 7.3.78 The area around the harbour represents a valuable resource to the town and District in terms of its direct employment potential, as a base for water sports and leisure activities and as a source of attraction to visitors. At present there is a range of conflicting uses and interests located in the vicinity of the harbour, which may be summarised as follows:-

- * the mainland terminal for the shipping service to the Isles of Scilly;
- * ship repairs;
- * fishing;
- * additional commercial shipping and
- * water sports, leisure and entertainment activities and tourist related facilities.

This mixture of uses also raises serious issues in relation to safety. If the full worth of this area is to be realised it is essential that the existing uses are rationalised and that any proposed new uses are compatible with the present activities and do not disrupt the efficient working of the port. The present level of use of the harbour is assessed in paragraphs 12.3.25 to 12.3.27. The Council is committed to the continued operation of the port, including the use of the Wet Dock by commercial shipping, and the retention of the existing moorings for small boats in the outer harbour. Proposals to improve the port facilities will be assessed in the context of POLICY TP-4 (para. 12.3.24).

- 7.3.79 **POLICY TV-24: WITHIN THE HARBOURSIDE AREA PROPOSALS FOR DEVELOPMENT MUST BE RELATED TO THE USE OF THE HARBOUR AND MUST NOT INHIBIT OR INTERFERE WITH THE EFFICIENT AND SAFE OPERATION OF THE WET AND DRY DOCKS.**

Isles of Scilly Steamship Company

- 7.3.80 An outline of the services provided to the Isles of Scilly and the berthing arrangements for the 'Scillonian' and 'Gry Maritha' is given in the Transportation section (para. 12.3.26). While these are operating on a broadly satisfactory basis there is still a need to provide improved passenger facilities and cargo handling facilities. In the past various high cost options including pier extensions and filling have been considered but none have come to fruition. However, since the Atkins report (para. 7.3.62) was prepared consultants have been commissioned to carryout conceptual designs and preliminary technical investigations for the harbour in the context of the Isles of Scilly Route Partnership project (para. 12.3.27). While it is not yet possible to identify a precise location for these facilities their provision remains important to the level of service offered to travellers to the Isles of Scilly. It is also essential that the chosen location does not adversely effect other established uses in the area or the views into and out of the harbour.

- 7.3.81 **PROPOSAL TV-B: THE PROVISION OF IMPROVED FACILITIES FOR CARGO HANDLING AND PASSENGERS TO THE ISLES OF SCILLY IS PROPOSED WITHIN THE HARBOURSIDE AREA. PROPOSALS FOR SUCH DEVELOPMENT WILL BE REQUIRED TO:-**

- (i) **UTILISE A LOCATION WHICH DOES NOT INHIBIT OR INTERFERE WITH OTHER HARBOUR USES AND**
- (ii) **AVOID ADVERSE IMPACT ON THE VISUAL SETTING OF THE HARBOUR.**

Jubilee Pool

- 7.3.82 The Council recognises the importance of the Jubilee Pool, a Listed Building, both in terms of function and the contribution it makes in visual terms to the Promenade and waterside scene. The Council intends to retain the current

leisure use and to increase its contribution to tourism through appropriate improvements. Major structural works have been undertaken and these are being complemented by improvements to the overall appearance and facilities, some of which have been financed and undertaken by a voluntary organisation. It is an absolute prerequisite that any improvements to the pool site shall preserve and enhance the character of the structure and of the Conservation Area and, in particular, shall have regard to the general physical massing of the existing pool structure and shall not materially obstruct the seaward views of St. Michael's Mount and Mount's Bay over the pool that are presently enjoyed from the Penzance water front. In any improvement works careful consideration will be given to the scale, bulk, height and external finishes, relationships with adjoining buildings and spaces and to the effect of such works upon the views from St. Michael's Mount.

- 7.3.83 **PROPOSAL TV-C: THE JUBILEE BATHING POOL TOGETHER WITH LAND BETWEEN THE POOL AND BATTERY ROAD (0.8 HECTARE) IS RESERVED FOR LEISURE FACILITIES. THE POOL WILL BE RETAINED IN ITS PRESENT STYLE AND ANY ALTERATIONS AND IMPROVEMENTS TO THE POOL SHOULD REFLECT ITS PRESENT STYLE.**

St. Ives Town Centre and Harbour

- 7.3.84 There can be little doubt that St. Ives is one the premier holiday destinations in Cornwall and is nationally and internationally recognised for its artistic traditions. The opening of the Tate Gallery has reinforced this role and encouraged a large number of visitors to the area. However, it is important not to lose sight of the fact that despite its picture postcard image, St. Ives faces many of the same problems as other local communities with high unemployment exacerbated by large seasonal variations, low wages and competition in the housing market from second home and holiday home buyers.
- 7.3.85 The town centre provides a wide range of services for the local population including shops, banks and offices and there are numerous retail and catering outlets to serve the needs of the large number of holiday makers who visit the town. While the status of St. Ives as a holiday location is such that it is capable of attracting visitors throughout the year there is nevertheless a marked contraction of commercial activity during the winter months. During the 'off-season' a significant number of premises in the town centre cease trading and this issue is covered in greater detail in paragraph 7.3.87. The town centre of St. Ives enjoys a close relationship with its harbour, the main beaches and the Island, which is designated as an open area under POLICY TV-2 (para. 7.3.10). The harbour provides a valuable facility for local fishermen but it does not cater for commercial shipping. It is, however, a focal point for holiday makers and the activity along Wharf Road and The Wharf is intense at the height of the season. The Town Centre area is defined to encompass the core of the old town, the harbour and the links to the beaches at Porthmeor and Porthminster. In late 1993 the first steps were taken to establish an Action Team with the aims of restoring and enhancing the environmental and historic qualities of the town, promoting action in relation to the economy and addressing social needs. An Action Plan was formulated by the Civic Trust which addresses conservation, tourism, economic, transport and social issues. It is anticipated that many of the initiatives identifies in the plan will be bought forward within the context of the policies of the Local Plan. In 2001 the St. Ives Harbour Enhancement and Preservation study was carried out by Poseidon Aquatic Resource Management Ltd on behalf of the District Council and the St. Ives Harbour Consultative Forum. The overall aim of the study was to produce an action plan of schemes on-shore to support the

fishing industry and economic diversity with the emphasis being on enhancement and preservation. The Community Plan, 'Penwith, A Vision for the Future' (2003) supports a regeneration approach towards St Ives harbour.

Shopping Development

- 7.3.86 The approach to the provision of major new shopping facilities and the hierarchy of centres within the District is outlined in paragraphs 7.3.43 to 7.3.57. Within St. Ives opportunities to develop further shopping are limited by the tightly built nature of the town and it is not anticipated, therefore, that there will be any significant increase in retail floorspace other than that achieved by change of use or conversion of appropriate premises within the purview of POLICY TV-19 (para. 7.3.59). Outside the town centre a supermarket in Carbis bay serves the St. Ives area.
- 7.3.87 Although in recent years the season has increased in length, probably due to the influence of the Tate Gallery, the shopping area of St. Ives is still subject to some seasonal variations in terms of the number and types of outlets trading. During the summer the main concentration of shops extends from the northern end of Fore Street and Wharf Road through Market Place, High Street and Tregenna Place to Tregenna Hill. In addition there are several other smaller pockets of activity and individual units scattered throughout the centre. After the Christmas and New Year period each year there is some contraction with the centre of trading being focused on Tregenna Hill, Tregenna Place, High Street, Market Place and, to some extent Fore Street although there are a number of shops in this street that trade seasonally, particularly at the northern end. Of the principal shopping streets it is on Wharf Road that the variation is most notable, however, some winter vacancies or closures are evident in other streets. As a result of the pattern of trading the majority of the convenience and durable shops that serve the all year around needs of the resident population are located in Tregenna Place, High Street, Market Place and approximately the southern two thirds of Fore Street. The remaining areas contain larger proportions of units targeted at the holiday trade with an emphasis on gifts and catering which range from numerous take-aways to well regarded restaurants.
- 7.3.88 In order to maintain the vitality and viability of the core area, where there is a concentration of uses which provide services throughout the year, the 'prime shopping area', to which POLICY TV-18 (para. 7.3.57) applies, has been defined to include Tregenna Place, High Street, Market Place and the southern section of Fore Street. Without doubt other locations in the town offer attractive trading conditions, if only for part of the year, but it is considered that due to their nature, and the types of activities already established, they are not areas where an emphasis on the retention of ground floor retail premises is realistic or practical. POLICY TV- 19 (para. 7.3.59) applies to the whole of the town centre subject to the provisions of POLICY TV-18.

Hot Food Take-aways

- 7.3.89 While the economy of the town relies heavily on the holiday industry the influx of tourists has resulted in certain types of outlets becoming dominant within the centre. One area that has been of concern for a number of years is the number and distribution of restaurants and particularly hot food take-aways. There was a significant increase in such units between 1991 and 1999 resulting in an estimated 25% of ground floor commercial premises in the town centre which are either Class A3 or A1 which also sell hot food. This compares with a national average of 10%. The centre of St. Ives is characterised by closely built development with narrow streets and a mix of uses, including residential, existing

cheek by jowl. Take-away food outlets often operate different opening hours from shops with consequent problems of 'dead' frontages during much of the day and conflict with neighbours through noise, litter and levels of activity causing particular difficulties late at night. It is acknowledged that some operators undertake measures to ameliorate these problems.

7.3.90 POLICY TV-18 (para. 7.3.57) seeks to limit the loss of retail premises at ground floor level in the 'prime shopping area' unless the proposal would benefit its retail attractiveness. Other town centre uses, including further catering outlets would be acceptable in the remainder of the town centre under the provisions of POLICY TV-19 (para. 7.3.59). However, in view of the proliferation of take-away premises in St. Ives it is considered appropriate to further restrict this type of outlet in order to protect the shopping function of the town, the character and appearance of the Conservation Area and limit their deleterious effect on amenity. While the provision of further restaurants may be acceptable the subsequent change of such premises to take-aways will be restricted by planning conditions in order to avoid any incremental erosion of the present situation.

7.3.91 **POLICY TV-25: WITHIN THE TOWN CENTRE OF ST. IVES THE ESTABLISHMENT OF FURTHER HOT FOOD TAKE-AWAY OUTLETS WILL NOT BE PERMITTED WHERE THEY WOULD CONFLICT WITH THE PRESERVATION AND ENHANCEMENT OF THE CHARACTER AND APPEARANCE OF THE CONSERVATION AREA, THE PRIMARY SHOPPING FUNCTION OF THE AREA OR SURROUNDING USES. IN ADDITION, WHERE PROPOSALS FOR RESTAURANTS ARE ACCEPTABLE IN PRINCIPLE, PLANNING PERMISSION WILL NOT BE GRANTED UNLESS THE SALE OF TAKE-AWAY FOOD IS EXCLUDED THROUGH THE USE OF CONDITIONS OR PLANNING OBLIGATIONS.**

Impact of Development

7.3.92 Most of the town centre area and harbour lies within the Conservation Area and Historic Settlement. St. Ives is recognised as a nationally important historic town and there is a notable concentration of Listed Buildings. The provisions of the policies in 'The Historic Environment' (paras. 7.3.17 to 7.3.38) will be relevant in considering proposals within these areas.

7.3.93 Like many seaside resorts along the Cornish coast St. Ives suffers from the usual dilemma of endeavouring to attract visitors in the summer season, through advertising local businesses, while at the same time retaining its appeal and character. Throughout the town centre the influence of the holiday industry is clearly evident and this is very apparent through the number and design of advertisements. While such advertisements often contribute to the overall feeling of activity and 'bustle' in the centre, if left unchecked, their effect can become overwhelming to the point where the intrinsic character of the town is threatened.

7.3.94 There is a distinctly ephemeral nature to advertising in St. Ives in that many signs are displayed during the summer season but removed or covered during the winter months. The proliferation of signs in the holiday season often reaches the point where the clutter of boards and adverts can virtually conceal the facades of buildings. The advertisements on display comprise not only those associated with traditional shop-fronts but placards, hoardings, flags, sandwich-boards, canopies and numerous other methods of attracting the attention of potential customers. The concentration of gift-shops and restaurant/take-away type outlets within close proximity of one another results in a tendency for businesses to compete

with their rivals in terms of the amount, size and prominence of advertisements. This competition often produces brash, uncoordinated signage giving a cluttered appearance to the area especially when advertising spills out onto the highway. These problems are particularly prevalent in Fore Street and along the length of Wharf Road and The Wharf.

- 7.3.95 Clearly a balance has to be struck between effective and reasonable advertising on the one hand and maintaining and improving the intrinsic quality of the centre on the other. The Council will continue in its efforts to achieve a satisfactory balance and POLICIES GD-6 and TV-8 (paras. 5.3.16 and 7.3.23) will be relevant in considering applications for the display of advertisements and signs.

Parking

- 7.3.96 The extent of the parking provision serving St. Ives Town Centre is described briefly in paragraph 12.3.66 and 12.3.67. In common with most towns that rely heavily on the holiday industry the level of use of the car parks is subject to seasonal variations. For example, during the winter the large Trenwith Car Park is underused but in the summer its capacity, linked to the centre by a 'park and ride' facility, is vital. While certain areas are allocated for residents' parking the problems of congestion and parking experienced by local people in the peak of the season are severe. The existing 'park and ride' scheme operating from Lelant Saltings (para. 12.3.66) plays a significant role in both providing for parking and reducing traffic congestion within the town. The Community Plan, Penwith 'A Vision for the Future' (2003), target T5, aims to promote the park and ride scheme from Lelant and explore the potential for additional sites.
- 7.3.97 The provisions of POLICIES TP-12 and TP-13 (paras. 12.3.59 and 12.3.62) apply to St. Ives and it is essential that the car parking implications of all developments are carefully assessed if the present difficulties are not to be exacerbated. In view of the nature of the town there are unlikely to be any significant acceptable opportunities to provide more parking and indeed any further provision would only be likely to increase the present levels of congestion in the centre. If any such opportunities arise there should be an emphasis on providing residents' parking.

Hayle Town Centres and Harbour

- 7.3.98 Hayle has a fascinating and unusual history that is still clearly reflected in the physical form of the town. The town expanded rapidly during the industrial revolution with development centred on the foundries of Harvey and Company at Penpol and the Cornish Copper Company at Copperhouse. Hayle was well situated as a sheltered port on the north coast, with good access to the western mining areas of the County and a relatively short sea route to the coalfields and smelting works of South Wales. Since the early years of the twentieth century the town has experienced considerable industrial decline with an associated legacy of derelict sites and ailing port facilities.
- 7.3.99 As a result of this historical background the town has two centres, Foundry and Copperhouse, with the former containing 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. Generally the impact of tourism on the centres of Hayle is not as great as in Penzance or St. Ives.

7.3.100 Although the present commercial activity of the town is split between Foundry and Copperhouse there is a single factor which serves to unite the town in both environmental terms and future economic prospects. The estuary, which was fundamental to Hayle's importance as a port, still dominates the town and presents valuable opportunities for regeneration. It extends from the heart of Copperhouse through the complex of quays at Foundry past Lelant to Griggs Quay in the west and there are several derelict and under used areas of land closely associated with the water areas. The Hayle Action team, formed in 1992, brought together private and public agencies and the local community to encourage initiatives to improve the environment of the town and the level of facilities available. Several significant projects have been delivered, including the Carew House community centre, and a five year Action Plan was developed, with assistance from the Civic Trust, to address heritage, urban conservation, landscape, tourism, economic, housing, traffic and harbour issues. Many of the proposed initiatives complemented the approach to regeneration in the Local Plan.

7.3.101 Hayle Townscape is a major heritage-led regeneration initiative which aims to encourage sustainable investment in the historic town by regenerating the physical environment and reinforcing the quality of the town's heritage. Specific objectives of the Townscape Heritage Initiative (THI) are:

- to support the continuing regeneration of Harvey's Foundry;
- to significantly reduce the number of historic buildings known to be in serious disrepair or in danger of becoming so;
- to promote sustainable re-use of vacant or under used historic buildings;
- to restore and/or upgrade historic shop frontages;
- to restore lost architectural features from the street facing elevation of historic buildings; and
- to restore and/or upgrade historic street and paving surfaces and other features at key locations in the town.

The THI will offer a system of grants to owners of privately owned historic buildings and forecourts to facilitate substantial restoration and enhancement works. The project will also offer top up funding for public realm highway works or community enhancement projects to street areas to enable restoration of locally distinctive features such as traditional surfaces or granite or slate. The Hayle THI will focus on the core areas of the town; Harvey's Foundry and Foundry Lane; Foundry Square including Chapel Terrace; Copperhouse including Market Square and Fore Street frontages; Copperhouse Pool south side; Sea Lane and the area around the war memorial.

Shopping Development

7.3.102 There are two medium sized modern supermarkets one located in Copperhouse and the other located adjacent to the A30 on the edge of the town. The approach to the provision of major new shopping facilities and the overall hierarchy of centres within the District is outlined in paragraphs 7.3.43 to 7.3.57. Redevelopment of the sites around the harbour could provide the opportunity for new retail outlets and may encourage proposals for the conversion and change of use of suitable premises in the existing centres. In smaller, general purpose centres, such as Copperhouse and Foundry, it is not appropriate to define 'prime shopping areas' and in order to provide an adequate level of service to the local community and promote a vibrant atmosphere the full range of town centre uses will be acceptable within the context of POLICY TV-19 (para. 7.3.59).

Impact of Development

- 7.3.103 The Foundry and Copperhouse shopping areas fall within the Conservation Area and POLICIES TV-6 to TV-8 (paras. 7.3.19 to 7.3.23) apply to this part of the centre. Proposals affecting Listed Buildings will be considered in the context of POLICIES TV-10 to TV-12 (paras. 7.3.28 to 7.3.32). There is a number of interesting and unusual shopfronts in both Copperhouse and Foundry and POLICY TV-13 (para. 7.3.35) will be relevant in considering applications which affect such premises.

Redevelopment

- 7.3.104 The most significant opportunity to improve both the environment and economy of the town lies in the regeneration of the harbour area, combined with initiatives targeted at building on the wealth of natural and man-made resources with which the town and its surrounding area is endowed. The need for regeneration has long been recognised and considerable effort, by the private and public sectors, has been directed at achieving this over a number of years. However, various factors including the scale and cost of proposed schemes, environmental considerations and, last but not least, the uncertain financial climate over a number of years resulted in delay and abortive work. The Community Plan, Penwith 'A Vision for the Future' (2003) supports the redevelopment of Hayle harbour and target E1 relates to establishing a viable scheme.
- 7.3.105 Since the original closure of the port in 1977 the main holding has changed hands a number of times and the various owners have taken opportunities to acquire additional areas as they became available and were seen as relevant to their development proposals. Over the years there have been numerous redevelopment proposals which have been the subject of lengthy discussions, some of which resulted in planning permission being granted.
- 7.3.106 It is apparent from the scale of the problem that any regeneration of the harbour will be costly and it is equally certain that the majority of the investment will have to come from the private sector. The Council has been, and remains, fully committed to the revitalisation of Hayle and the harbour area in particular. However, it is essential that in achieving the necessary regeneration, the scale and type of development permitted is appropriate to Hayle and the District in general. In seeking economic and social benefits for the area it is important that the environmental implications are also clearly and fully assessed. The Council has adopted a positive attitude to numerous proposals over several years but has always sought to safeguard environmental considerations while encouraging these initiatives where they were seen to be of potential benefit. This will continue to be the case but, while anxious to improve the prospects of Hayle, the Council will need to be assured that the town will not be simply trading its present problems for a new range of difficulties.
- 7.3.107 It is clear, from the various proposals that have come forward over the years, that there is no one, simple, formula for development that holds the answer to Hayle's problems. For the Local Plan to come forward with a rigid pattern of proposals for this part of the town would be both unrealistic and untenable. However, it is important for the Plan to give clear guidance on the types of uses that are considered appropriate in various locations and the principle objectives for redevelopment proposals.

The Quays

- 7.3.108 Within the heart of the harbour area there are a number of quays which are unused or under utilised. The redevelopment of these areas is crucial to the revitalisation of both the harbour and town. However, these sites either adjoin or are in close proximity to the Hayle and Carrack Gladden SSSI and a County Wildlife Site and POLICIES CC-7 and CC-8 (paras. 6.3.35 and 6.3.43) will be important in assessing proposals. In addition the quay and the structure adjacent to Carnsew Pool are important indicators of the town's industrial and maritime heritage. A report on Hayle prepared by the Cornwall Archaeological Unit (CAU) 'Hayle Historical Assessment' identifies the historic significance of this area and its potential for formal designation. The Conservation Area has since been extended to include the harbour area. In addition the area is recognised for its importance to the World Heritage Site bid and the supporting Management Plan provides further guidance on conservation and design issues.
- 7.3.109 South Quay extends northwards from the railway viaduct and the areas occupied by Jewsons and adjacent buildings are included within the potential redevelopment area together with the area of the former foundry yard to the south of the B3301. The quay, which is a Listed Building, suffers from instability and is in a poor state of general repair. Nevertheless it is a valuable facility for local fishermen and is visually important in this part of the town. This area has the benefit of good access to the main road network without the need for traffic to pass through the town.
- 7.3.110 North Quay, which extends from the vicinity of the old custom house to the site of the former power station, appears to be in relatively good condition with no obvious signs of subsidence and it is located alongside the main channel with direct access to the sea. Associated closely with the quay are the former sites of the power station, Octel and Esso. The access to all of this area is via a narrow bridge from a junction with the main road through the town and which has limited visibility westwards. The bridge is also a Listed Building.
- 7.3.111 East Quay, which is a Listed Building, is located between North and South Quays and contains a number of commercial and industrial uses most of which do not carry out activities directly associated with the harbour. While some of the buildings date from the last century others are of a much later date and nondescript in appearance. There are two points of access in close proximity to each other and on a sharp bend.
- 7.3.112 Lelant Quay, which is on the opposite side of the estuary to the others, is in generally good condition. Access to the site, via Lelant village, is poor and being adjacent to the main channel to the western part of the estuary, the tidal conditions alongside the quay are treacherous. In view of its location outside the urban area, together with the access limitations and difficult tidal conditions that prevail at Lelant Quay no specific policy provision is included for this site. Proposals for the reuse of this area will be considered within the framework of policies for various types of development contained in the Local Plan together with those relating to the provision of satisfactory access and the protection of the environment.
- 7.3.113 All of the policies in the Maritime Issues section of the Structure Plan are relevant to development in the harbour area. Of particular importance are MAR 1, which identifies that development should be considered against the need to conserve the coastal environment and in the context of the economic value of the activities it supports, MAR 4, which seeks to retain waterside sites on the developed coast for maritime industries or leisure and MAR 5, which states that the provision of

new facilities for the fishing industry should be focused in existing fishing ports and that unrelated development should not prejudice maintaining at least the current level of activity. In terms of leisure Policy MAR 7 requires that improved access for watersports should be sought where it can be achieved without adverse effects on the environment of the undeveloped coast and MAR 8 seeks the provision of additional mooring facilities for pleasure craft. (Policy 4, Structure Plan 2004 also relates)

- 7.3.114 POLICY TP-4 (para. 12.3.24) is relevant to proposals which affect the existing port facilities or provide for improvements. However, in considering proposals for the redevelopment of the harbour the policies contained in Section 6 for the protection of the coast and countryside and the designated areas will be particularly important as will POLICIES TV-1 and TV-2 (paras. 7.3.5 and 7.3.10) which relate to the setting and character of the town and the value of certain open areas in and around the estuary. Developers should be aware of issues relating to dredging and to land gain by infilling of wetland habitats, including the intertidal areas. Particular consideration should be given to the protection and development of flood defences in terms of the operations of the tidal gate, to Copperhouse Pool. The key Policies to be taken into account are GD-4, CC-14, CS-4 and CS-8 (paras. 5.3.11, 6.3.68, 13.3.19 and 13.3.29).
- 7.3.115 Within the context of the policy framework outlined above, the redevelopment of South Quay/Foundry Yard and North and East Quays will be acceptable for a range of uses including retail, industrial, storage, hotels, housing, museums, galleries, halls and entertainment facilities. As a previously developed site closely related to a town centre there should be an emphasis on the provision of housing in line with national policy guidance. As identified in paragraph 7.3.99 Hayle has two centres which serve the needs of the local residents and visitors and the overall approach of the plan is not to seek to change the established hierarchy of centres but to endeavour to strengthen their respective roles (para. 7.3.46). In the interests of safeguarding the vitality and viability of both centres, retail uses within the scheme should be complementary and, in the case of the Foundry centre, be well integrated both physically and visually. Developers will also be required to undertake a 'needs assessment' if a proposal is made for any substantial retail, leisure or other town centre type development.
- 7.3.116 The extensive lengths of wharf contained within these three sites are a valuable resource which, with the increasing emphasis on the movement of freight by alternatives to road transport, could provide facilities for improved sea transport. While mixed development is acceptable on these sites provision must also be made to improve the level of facilities offered by the port particularly those for the fishing industry. There are several premises within the three quays which contain industrial and storage uses and it is likely that redevelopment proposals will affect these units. The identification of land for such uses within the District is problematical and it is important that the contribution these premises make to the overall employment base is not lost. Redevelopment proposals must therefore include provision for the maintenance of the existing level of provision. New proposals for the area are also required to submit a 'Flood Risk Assessment' as part of the planning application, further advice is detailed in Planning Policy Guidance Note 25 : Development and Flood Risk.
- 7.3.117 All three quays are prominent within the town and from various viewpoints around the estuary. Despite their present air of dereliction the area of the harbour has a distinctive character which is inextricably linked to the town's industrial heritage. It is vital that redevelopment proposals respect the special character of the area and provide for the retention of structures and features which provide the historical context of the harbour.

- 7.3.118 In considering specific proposals for Hayle harbour the Council will seek, therefore, to meet a number of key objectives:
- the regeneration of derelict sites;
 - effective use of previously developed land;
 - the provision, within a mixed use development, of housing which contributes to the requirement identified in the Structure Plan;
 - the retention and improvement of port facilities;
 - the retention and improvement of provision for industrial, business and storage uses;
 - the effective integration of retail and other town centre uses with the existing Foundry centre; and
 - the effective protection of significant, natural and built, environmental assets.

However, for an effective regeneration scheme to come forward it is likely that economic drivers, as well as grant assistance, will be needed. A flexible approach will be important, therefore, if a range of opportunities is to be available to potential developers. The Council is strongly committed to the development of the site and has indicated that a masterplan to guide the development should be prepared with the involvement of statutory consultees and other interested parties.

- 7.3.119 **PROPOSAL TV-D: SOUTH QUAY / FOUNDRY YARD (6.0 HA), NORTH QUAY (7.9 HA) AND EAST QUAY (1.0 HA) ARE PROPOSED FOR REDEVELOPMENT FOR USES WITHIN CLASSES A1, A2, A3, B1, B2, B8, C1, C3, D1 AND D2 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER 1987 (AS AMENDED). PROPOSALS FOR DEVELOPMENT WILL BE REQUIRED TO:-**

- (i) **MAKE PROVISION FOR IMPROVED PORT FACILITIES;**
- (ii) **MAKE PROVISION FOR THE MAINTENANCE OF THE EXISTING LEVEL OF INDUSTRIAL AND STORAGE FACILITIES;**
- (iii) **ENSURE THAT TOWN CENTRE USES (A1, A2 AND A3) ARE CLOSELY INTEGRATED WITH THE ADJACENT TOWN CENTRE IN TERMS OF LOCATION, ORIENTATION AND PEDESTRIAN MOVEMENT;**
- (iv) **PROVIDE FOR AT LEAST 400 DWELLINGS WITH A TARGET FOR 25% OF PROVISION BEING "AFFORDABLE" AND MEETING THE REQUIREMENTS OF POLICY H-14;**
- (v) **BE OF A SCALE AND DESIGN THAT RESPECTS THE MARITIME ENVIRONMENT AND HERITAGE OF THESE PROMINENT LOCATIONS IN THE HARBOUR;**
- (vi) **RETAIN EXISTING BUILDINGS AND TRADITIONAL FEATURES WHICH CONTRIBUTE TO THE CHARACTER OF THE AREA;**
- (vii) **BE COMPATIBLE WITH THEIR SURROUNDINGS ; AND**
- (viii) **INCLUDE PROVISION FOR THE IMPROVEMENT OF THE JUNCTION BETWEEN CARNSEW ROAD AND FOUNDRY LANE.**

The Foundry Area

7.3.120 Since the closure of Harvey's Foundry in the early years of the 20th Century many of the buildings associated with this remarkable enterprise have been demolished. In certain cases this was to facilitate redevelopment which did not materialise for many years and in others because there was concern about their structural stability. As a result the area of the foundry to the north of the railway has been cleared of all meaningful remains. However, south of the viaduct there are several notable buildings and structures that belong to the industrial past of the town. In the late 1990s a local partnership representing the community and key public agencies, led by Penwith District Council, developed a regeneration project for the area and created the Harvey's Foundry Trust to take ownership. The project is supported by The Prince's Trust Foundation 'Regeneration Through Heritage' and they helped to develop proposals for the sustainable re-use of the redundant historic buildings in the area. The first phase of the regeneration programme has now been completed with work including the restoration of the Grade II listed building at 24 Foundry Square which now has facilities for archiving, office use, visitor facilities and educational resources. Dowren House has created 8,000 sq. ft of quality business units on the site to aid business growth and job creation in the area. Phase two of the regeneration initiative has begun and it focuses on the restoration of the Foundry Farm which will provide workshops and gallery space combined with living accommodation. Work will also take place to stabilise and make safe other historic buildings in the area that are known to be at risk. The development of this type of facility, utilising existing buildings in an accessible location in a town, accords with the principles contained in Policies TOUR 3 and TOUR 4 of the Structure Plan (Policies 1, 4 & 12, 2004). In order to focus on the heritage importance of the site, housing within this area will only be acceptable where it is essential to the viability of the scheme or provides affordable housing to meet a local need (POLICIES H-3 and H-14, paras. 8.3.22 and 8.3.78) and, in line with this approach, the southern part of the site has been developed by the Guinness Trust. The following proposal, therefore, relates to the remainder of the site.

7.3.121 **PROPOSAL TV-E THE FOUNDRY AREA (1.45HA) IS PROPOSED FOR THE DEVELOPMENT OF A HERITAGE CENTRE, CRAFT WORKSHOPS WITH ANCILLARY RETAIL OUTLETS. ANY DEVELOPMENTS SHOULD RETAIN AND UTILISE EXISTING BUILDINGS AND STRUCTURES OF HISTORICAL SIGNIFICANCE.**

Copperhouse Pool

7.3.122 Copperhouse Pool is an important feature within Hayle which is visually dominant in views from the east and also provides a constant reminder of the proximity of the estuary from within the built up area of the town. The pool is designated as an SSSI and County Wildlife Site and is within the Area of Great Scientific Value. Policy MAR 7 of the Structure Plan (Policy 4 & 13, 2004) states that provision should be made for improved access to coastal waters for recreation and facilities provided for watersport participants where they can be achieved without significant adverse effects on the undeveloped coast. The importance of Copperhouse Pool together with Wilson's Pool and the Recreation Ground to the east, as a recreational resource is acknowledged by POLICY R-4 (para. 11.3.22) and an emphasis accordingly placed on retaining and improving recreational opportunities in this area. The pool also has potential as a watersports venue but the level and type of activities that may be acceptable must be assessed in the context of POLICIES CC-7, CC-8 and R-8 (paras. 6.3.35, 6.3.43 and 11.3.50).

Harvey's Towans

- 7.3.123 Harvey's Towans comprises of a predominantly open area of sand dunes which occupy a prominent position on the eastern side of the Hayle estuary and the southern edge of St Ives Bay. A small number of permanent residential chalets are located on the dunes to the north and west of the former power station site while a relatively large level area in the central part of the site is used for parking by visitors to the dunes and beach. The site has a fragile environment which, due to its physical nature, is vulnerable to erosion and damage both from human activity and from the sea. This vulnerability has been recognised by the Hayle – Gwithian Towans Management Plan 'The Sands of Time', which is a partnership between the County, District, Town and Parish Councils, landowners and the local community and relates to restoration and management measures across the whole dune system along this stretch of coast. While the condition of the existing chalets varies, and the access track is unmade and in poor condition, the area has a distinctive character which echoes the early 20th Century seaside atmosphere of parts of the adjoining Riviere Estate.
- 7.3.124 While limited environmental improvements could be made to the appearance of the site, in view of its prominent location and fragile nature it is not considered that any intensification of the present level of use is appropriate. In addition, advice in para. 2.9 of PPG20: Coastal Planning is relevant in that, in a coastal zone, development plan policies should normally not provide for development which does not require a coastal location. An increase in the amount of residential development in this area would conflict with this guidance. Where existing units are proposed to be replaced, extended or renovated it will be important to ensure that the design and materials used reflect the distinctiveness of development on the site in the interests of retaining the character of the area.
- 7.3.125 **POLICY TV-26: ON HARVEY'S TOWANS AN INCREASE IN THE NUMBER OF RESIDENTIAL OR HOLIDAY UNITS WILL NOT BE PERMITTED. PROPOSALS FOR THE REPLACEMENT OR EXTENSION OF CHALETS MUST BE OF SINGLE STOREY CONSTRUCTION AND OF A DESIGN COMMENSURATE WITH THE TRADITIONAL CHARACTER OF THE SITE. PROPOSALS FOR ENVIRONMENTAL IMPROVEMENTS AND THE MANAGEMENT OF VISITOR PRESSURE WILL BE ACCEPTABLE SUBJECT TO THEIR BEING IN KEEPING WITH THE CHARACTER AND PROMINENCE OF THE SITE.**

St. Just Town Centre

- 7.3.126 St. Just is located approximately 7 miles west of Penzance and is the main centre within the more remote western part of the District which was once an important mining area. This area has a distinct character and a tradition of independence that is still felt strongly today, however, the locality now inevitably relies on Penzance for many of its services. Nevertheless St. Just town centre provides a valuable range of outlets and services to the residents of the town and the surrounding villages and rural area. The retail outlets are of a lower order but, being located as it is on the very popular north coast route, the town undoubtedly receives a seasonal boost to trade. The town centre is defined primarily to include Market Square and Bank Square.
- 7.3.127 In December 2002 Cornwall County Council were awarded a grant of £1,990,869 from the Objective One Programme towards the £3.9 million St. Just Heritage Area Regeneration Project. The project aims to help stop the downward spiral of economic decline of the parishes of St. Just, Morvah, Zennor and Towednack.

The project consists of a variety of different schemes including: town environmental and infrastructure improvements; enhancing important historic mining features and derelict land; and stimulating the local economy through environmental quality and capacity building.

Shopping Development

- 7.3.128 The Local Plan approach to the hierarchy of centres and provision of shopping facilities in the District is outlined in paragraphs 7.3.43 to 7.3.57. The range of services provided in St. Just is important to the west of the District but, in view of the location of the town within the AONB and the compact nature of its centre, it is not anticipated that there will be opportunities to develop further shopping facilities beyond those within the purview of POLICY TV-19 (para. 7.3.59).

Impact of Development

- 7.3.129 The whole of the town centre falls within the Conservation Area and accordingly POLICIES TV-6 to TV-9 (paras. 7.3.19 to 7.3.25) will apply to proposals in this area and POLICIES TV-10 to TV-12 (paras. 7.3.28 to 7.3.32) will be relevant in relation to Listed Buildings.

Other Centres

- 7.3.130 Throughout the District there are individual units and small groups of shops and other service outlets which meet the needs of the local community. These include local centres in the larger urban areas and facilities in villages and rural areas. Facilities of this type are increasingly threatened by competition from larger outlets and the range of services offered in the main towns. Their loss frequently results in significant reduction in accessibility to services for those without the use of a private car and can therefore add to the need to travel in order to visit a nearby centre. The nature of the threats to these facilities, combined with the already generally high level of mobility in the local population, particularly linked to travel to work, means that increasing the level of population within the catchment area of any given outlet does not necessarily result in its improved viability. The approach to village and neighbourhood facilities is covered in paragraph 7.3.60 and POLICY TV-20 (para. 7.3.61).

Penzance Town Centre and Harbour		
Shopping development		(Policies 14, 16 & 21)
New provision	TV-16, TV-17	SHOP 1, SHOP 2
Existing provision	TV-19, TV-A, TV-18, TV-19	
Impact of development	TV-6 to TV-14 (GD-6)	ENV 3 (Policy 1)
Redevelopment	TV-A (H-3, H-14, E-2, E-10, TP-11)	
Jennings Street	TV-21 (TP-11)	
Bread Street	TV-22 (TP-11)	
Rear servicing	TV-A, TV-22, (TP-11)	
Parking	(TP-12, TP-13)	TRAN 6 (Policies 27 & 28)
Harbour Car Park	TV-23 (TP-13, R-8)	
Harbourside area	TV-24, (TP-4, R-8, E-10)	MAR 4 to 6, TRAN 4
Isles of Scilly Cargo & Passengers	TV-B	
Water sports, leisure and tourism	(TV-24, R-8)	MAR 7, MAR 8 (Policy 4 & 13)
Jubilee Pool	TV-C, TV-10	ENV 3
St. Ives Town Centre and Harbour		
Shopping development		(Policies 14 & 25)
New provision	TV-16, TV-17, TV-19	SHOP 1, SHOP 2
Existing provision	TV-18, TV-19	
Hot food take-aways	TV-25	
Impact of development	TV-6 to TV-14, (GD-6)	ENV 3 (Policy 1)
Parking	(TP-12, TP-13)	TRAN 6 (Policy 28)
Hayle Town Centres and Harbour		
Shopping development	TV-16, TV-17, TV-19, TV-D	(Policies 14 & 25) SHOP 1, SHOP 2
Impact of development	TV-6 to TV-8, TV-10 to TV-13 (GD-6)	ENV 3 (Policy 1)
Redevelopment		
The quays	TV-D (TV-1, TV-2, H-3, H-13, H-14, E-2, E-10, TP-4)	MAR 1 to 8 (Policies 12 & 4)
The Foundry area	TV-E (H-3, H-14, E-2)	TOUR 3, TOUR 4 (Policy 4, 13 & 12)
Copperhouse Pool	(CC-7, CC-8, R-7, R-8)	MAR 7
Harvey's Towans	TV-26	
St. Just Town Centre		
Shopping development	TV-17, TV-19	(Policies 14 & 25) SHOP 1, SHOP 2
Impact of development	TV-6 to TV-13, (GD-6)	ENV 3 (Policy 1)
Other centres	TV-20	SHOP 3 (Policy 25)

Section 8

Housing

8. HOUSING

8.1 INTRODUCTION

- 8.1.1 The requirement for housing relates to various factors in addition to the estimated increase in population. Decreasing household size, the number of households sharing dwellings, the number of demolitions, the number of losses to holiday or second home use and the number of vacant dwellings all contribute to the overall requirement.
- 8.1.2 Census based estimates for 1981 and 1991 indicate that the population of Penwith increased by 10.7%, or approximately 5,800 people, which compared with an 11.2% increase over the same period in Cornwall as a whole. This increase mostly resulted from net in-migration, rather than from natural change in terms of births and deaths, and took place mainly in Penzance and Hayle parishes with, in percentage terms, the increase in Hayle being considerably greater. Significant growth, in percentage terms, also took place in the villages in the Hayle area and in some of the rural parishes. Between 1991 and 2001 indications from the Office of National Statistics (ONS) were that population growth was slowing down and the 2001 Census showed that the total population had risen to 63,013 an increase of 5%, or approximately 3,112 people. Again the increase took place mainly in Penzance and Hayle with, in percentage terms, the largest increase being in Hayle.
- 8.1.3 The Census results also show that the number of households in Cornwall increased by about 16% between 1981 and 1991, and by 12.8% between 1991 and 2001, as a result of a decrease in household size as well as the growth in population. In Penwith the average household size is below the County average and reflects the higher proportion of elderly people who live in smaller households. Characteristics of special needs in the District can be identified such as a high proportion of adults with a limiting long term illness, at 23.6% in Penwith which is the highest proportion in Cornwall. One person households occupied 28.5% of the housing stock with the District also having the highest proportion, within Cornwall, of single pensioner households. Penwith also had the highest proportion of social housing in 2001 at 13.4% with 17.6% in private rented accommodation. The local authority housing stock was transferred to Penwith Housing Association in 1994.
- 8.1.4 The total number of dwellings indicated by the 1991 Census was 24,436 and by 2001 this figure was 28,080. The District Council monitors the number of dwellings granted planning permission and built and these records show that between 1991 and 2001 more than 2,435 additional dwellings had been completed; 49% in the Penzance area, 26% in the Hayle area, 15% in the St Ives area and 10% in the St Just area. Between April 2001 and April 2003 a further 496 new dwellings had been provided.
- 8.1.5 While a significant number of new dwellings has been provided in the District in recent years, there are still serious housing problems. The Council's Housing Needs Appraisal statement (HIPI) in April 1991 indicated that the total number of households on the waiting list was 651 and by April 2001, this figure had risen to 868. During 2003 a district wide Parish Housing Needs register was established to provide an ongoing record of those in need of affordable housing, beyond those who choose to register on the waiting list for, predominantly, social rented housing. The total estimate of need, taking account of both sources, was approximately 2,688 (January 2004) based on current need and that anticipated over the next 5 years.

- 8.1.6 Of the factors which contribute to the need for housing the competition in the market for seasonal and second home use has a marked effect with Cornwall as a whole having a higher concentration of such properties than anywhere in England. To some extent the provision of purpose built tourist accommodation may absorb some of the demand for seasonal use but this cannot be quantified or controlled. In addition to these factors, the inward migration of, often retired, people has resulted in further competition for market housing. The main factors contributing to housing need in the District are the low average level of earnings and the high, still rapidly increasing, levels of house prices. A household on average earnings in the District, £18,147 in 2003 (Source: New Earnings Survey), could afford a mortgage of only £81,662 based on 3 times the income of 1.5 earners, while the median (average) price of properties was more than double this figure. This "affordability gap" has increased significantly in recent years; for example, based on 2000 house prices it was estimated to be £33,500 compared with £89,959 in 2003.
- 8.1.7 A significant need for 'affordable' housing exists, therefore, and is not being met by the majority of new dwellings built or available in the market. However, a much stronger approach than previously can be adopted towards the provision of affordable housing to meet needs in the area following from the statement in PPG 3 that "A community's need for affordable housing is a material planning consideration which may properly be taken into account in formulating Local Plan policies".
- 8.1.8 The Council has a duty "to consider all matters relating to housing in the private sector and to secure an adequate and proper provision and distribution of satisfactory housing accommodation to meet the social economic and environmental needs of the District" (Council's Constitution Part 3 (3) 4). Policies in the Local Plan have an important role to play with other corporate policies in carrying out this duty.

8.2 **POLICY BACKGROUND**

- 8.2.1 Planning Policy Guidance "Housing" (PPG 3) is the most important source of planning policy advice from Central Government on housing matters. It provides guidance on a range of issues relating to the provision of housing and incorporates some significant changes from previous advice. These include further emphasis on the re-use of urban land, in order to relieve pressure on the countryside; the importance of local choice, through the Local Plan process, in deciding how to meet the need for new housing development; encouragement for local authorities to take account of planning policies in preparing housing strategies, and vice versa, and the withdrawal of the previous presumption in favour of releasing land for housing. In addition PPGs/ PPSs 7,12,13 and 17 are relevant to matters such as the conversion of rural buildings, housing in rural areas, infrastructure provision, the location of new development having regard to energy conservation, reducing reliance on use of the private car and the retention of recreational and amenity open space in urban areas.
- 8.2.2 The current Regional Planning Guidance (RPG 10) relates to the accommodation of development in the Region during the period to 2011 and anticipates a continuing increase in population as a result of inward migration. The proposed level of housing development is identified by the Secretary of State subject to it being tested through the Structure Plan process. Emphasis is placed on a range of matters which reflect both the national policy background and the issues that are carried forward in the Structure and Local plans. The guidance identifies that the location, scale and rate of housing development should accord with the

principles of sustainable development and focuses new housing in and around main urban areas and where there is easy access to main centres by public transport. The continued relevance of environmental constraints is recognised, together with the need to balance the use of land in urban areas with protection of the historic environment and amenity space, while ensuring that the needs of all sections of the population are met and sufficient provision is made in plans for both general housing and the local need for affordable housing in urban and rural areas. The need to improve residential environments and make the best use of land, particularly previously developed land, and the existing housing stock is also emphasised. In rural areas, housing provision should be related to settlements where employment opportunities and community services can be provided with continuing strict control over new house building in the countryside. RPG 10 will be replaced by the Regional Spatial Strategy (RSS) which will set out policies, including the amount of housing to be provided in each District, for the period to 2026 and will be part of the development plan.

8.2.3 The Cornwall Structure Plan incorporates strategic policies on most of the issues identified in paragraph 8.2.2 and provides more specific guidance on the scale and location of new housing in each area. The emphasis is on providing new housing mainly in towns, particularly those which are important employment and service centres, with provision in rural areas being made in the main villages and closely related to the needs of the existing population. The importance of providing housing which meets local needs is reflected in policies accepting small scale affordable housing schemes in or adjoining villages on land that would not normally be released for development and seeking an appropriate proportion of housing on development sites to be accessible to those on low incomes, including those with special needs. Other policies relate to development in villages and rural areas, the conversion of existing buildings and the retention of open spaces that contribute to the recreational amenity or environmental quality of an area. The emerging Structure Plan (2004) carries forward this general approach.

8.2.4 In its Housing Strategy, Homes for Life in Penwith 2003 – 2008, the Council sets out the various means by which it seeks to improve both the quantity and quality of the housing available to the people of the District. Partnership with a wide range of bodies is emphasised; these include Social Services and Health Authorities, special needs housing forums, Housing Associations and the Housing Corporation, private developers and land owners, the voluntary sector and tenants. The aims of the Housing Strategy for Penwith are:-

- * to provide improved housing and opportunities to access housing for all residents;
- * to understand who homes are being prepared for, to assist those in housing need and to understand housing demand in all tenures;
- * to work in partnership with housing associations and developers to promote affordable housing in towns and sustainable rural communities;
- * to work in partnership with all agencies to provide high quality support services, address inequality and match service provision to local needs;
- * to ensure that everyone has the opportunity of a decent home in the social sector and increase the proportion of private housing in decent condition occupied by vulnerable groups;
- * to make the best use of all available housing and rescue vacant properties for housing;
- * to maximise the opportunity for promoting social inclusion and sustainability through housing investment and secure better community engagement and involvement at the local level.

8.2.5 The Strategy identifies that, as a result of the combination of low wages and high house prices, people in housing need largely require affordable rented housing rather than other forms of tenure. The large scale Voluntary Transfer of the Council's housing stock to a new Penwith based Housing Association has provided resources to improve existing housing and, during the 1990s, supported a substantial 'new build' programme. While some of the Strategy proposals have little relationship with the planning system, others require a supportive and co-ordinated planning policy approach to be effective.

8.3 **POLICIES AND PROPOSALS**

8.3.1 The policies in this section carry forward a number of the Local Plan Objectives. Those objectives specific to housing seek to relate development to the estimated growth in population and number of households and to meet the needs of the whole community in terms of general market, affordable and other special needs housing. The Government intends that everyone should have the opportunity of a decent home. These objectives are part of the Local Plan's response to this intention. Others relate to the efficient use of land and existing buildings, reduction in the need to travel and reliance on use of the private car and maximising services provision as well as avoiding adverse impact on the special character of Penwith, its countryside and built environment.

8.3.2 In order to achieve these objectives, the strategy for housing development in the Local Plan can be summarised as follows:-

- * to allow for development of a scale that can be well integrated with existing settlements and meets the requirements of the Structure Plan;
- * to place emphasis on the provision of locally affordable housing in order to meet the housing needs of the whole community;
- * to focus development on the main towns of Penzance, Newlyn, St. Ives and Hayle and, to a lesser extent, in St. Just and the principal villages where there is a range of services including public transport;
- * to give priority to the re-use of previously developed land and buildings;
- * to meet the needs of different types of households by providing a mix of housing types and sizes; and
- * to maximise the use of sites for housing, in terms of densities, while ensuring that attractive, safe and accessible living environments are achieved.

This approach seeks to reconcile the requirement for housing development with environmental factors. In considering the use of previously developed land and buildings it will remain important to take account of the location of the site. The main emphasis will be on sites in the towns where the generation of trips can be less and alternatives to use of the private car are available. In villages, where the availability of larger previously developed sites is generally less, the emphasis will remain on meeting local needs in line with the approach to the distribution of development in the Structure Plan. Previously developed sites outside towns and villages may have naturally re-vegetated or, in former mining areas for example, may contribute to the character of the landscape. Housing development on such sites will not be acceptable, therefore, in terms of both impact on the open countryside and trip generation.

Level of Provision

8.3.3 During the period 1976 to 1991 the rate of new house building significantly exceeded the rate of growth approved in the Structure Plan. The levels of provision approved for Penwith in the first Structure Plan (1976-91) and the First

Alteration (1986-2001) equated to an average annual rate of 233 additional dwellings; completions, however, amounted to 4,650 units (1976-91) an annual average of 310 additional dwellings. The rate of development, therefore, exceeded that required to meet population growth and avoid unnecessary pressure on environmental values by more than 1000 dwellings. In addition, the 1991 survey of housing sites indicated that the supply of dwellings either under construction or with outstanding planning permission totalled more than 2000.

- 8.3.4 The rate of housing development between 1991 and 1996 slowed down and this is likely to be due to both the then depressed housing market and the effect of stricter planning policies in the Penzance Local Plan (adopted 1991) and through complementary non-statutory policies in the remainder of the District. However, in 1996 the number of dwellings under construction or with planning permission still amounted to more than 1700, equivalent to 6.9 years' supply.
- 8.3.5 The level of housing provision approved for Penwith in the Cornwall Structure Plan is 4,800 dwellings during the period 1991 – 2011. The Structure Plan recognises that “the environmental assets and resources of Penwith perhaps influence development patterns more than any other district in the County.” and concludes that a similar rate of development to that in the previous plan, which reflects Penwith's special environment, is appropriate. This level of provision has been accepted by the District Council and is carried forward in the Local Plan.
- 8.3.6 The Council has recognised the requirement for a broader approach in establishing the real extent of housing need in the area. A number of surveys has been carried out including a district-wide Housing Need Survey in 1995-96. The surveys indicate that, generally, the need for 'affordable' housing is considerably greater than that identified by the Housing Waiting List, or Register as it is now termed. The Penwith Housing Need Survey report identified a shortfall of more than 700 affordable housing units for the period 1996-2001 taking into account demand and supply projections across both the public and private sectors, and recommended the provision of up to 813 additional affordable dwellings during the five year period.
- 8.3.7 Updated projections for the period 1999 to 2004 (para. 8.3.70) have shown more clearly that the gap between earnings levels and the lowest paid market housing is significant and increasing with a potential shortfall of more than 1600 units. It is unlikely, unless local economic circumstances change significantly during the plan period, that the continuing need will be less than that projected and the 2003 Parish Housing Needs Register (para. 8.1.5) has confirmed that the need and range of people in need, has substantially increased alongside increased house prices. However, the extent to which the need identified can be met will be dependent on both the amount of public sector funding that becomes available to the District and the response of developers in providing housing that is appropriate to the needs identified.
- 8.3.8 It is considered realistic to identify a target for the provision of affordable housing which is based on an average completion rate of approximately 70 dwellings a year. This figure takes account of past completion rates as well as what is considered achievable in the future and will include different types of affordable housing provision. Projections of need will be regularly rolled forward as part of the ongoing monitoring and review process which relates to both the Local Plan and the Council's Housing Strategy. More detail on the range and types of need and approach to affordable housing provision is set out in paragraphs 8.3.69 to 8.3.83.

- 8.3.9 The following policy provides the 'key' approach to housing development in the District and seeks to closely relate the number of dwellings to be provided to the level of provision approved in the Structure Plan. In addition, the policy identifies the target for provision of affordable housing during the Plan period, 1400 dwellings, which will be sought within the overall level of development.
- 8.3.10 **POLICY H-1: PROVISION WILL BE MADE FOR ABOUT 4,800 NEW DWELLINGS IN PENWITH DISTRICT DURING THE LOCAL PLAN PERIOD (1991-2011). THIS FIGURE WILL INCLUDE A TARGET OF ABOUT 1,400 AFFORDABLE DWELLINGS TO MEET IDENTIFIED LOCAL NEEDS.**

Means of Provision

- 8.3.11 Of the 4,800 new dwellings required between 1991 and 2011 more than 2,200 had been provided by April 2000 which is slightly above the annual rate implied by the Structure Plan figure and has compensated for the lower building rates in the early part of the Plan period. After taking into account almost 300 dwellings under construction and about 1,000 more that had been granted planning permission (April 2000 Survey), there was a remaining requirement for approximately 1,300 additional units during the Plan period. By 2001 the completions total had risen to 2435, the supply of units under construction or with planning permission was 1193 and there was a remaining requirement for 1172. New dwellings are provided in a number of ways. The development of small sites within towns and villages and the re-use of previously developed sites, including the conversion of non-residential buildings and sub-division of large dwellings into smaller self-contained units, make a significant contribution to the provision of additional housing. Of the dwellings provided in the District between 1991 and 2000 more than 50% were the result of small schemes (up to 5 units) and conversions, with a similar proportion of the supply of housing under construction or with planning permission being comprised of such schemes. The re-use of previously developed land has been monitored since 1997 and the indications over the period to 2000 were that between 50% and 60% of completions were being achieved on previously developed sites including conversions. Between 2000 and 2003 this figure had increased to more than 70% which is above the national target and significantly above those for Cornwall and the South West of England.
- 8.3.12 The general approach to housing provision in the plan is based on two main factors – the significant contribution coming forward through small scale development within the towns and villages and the availability of sites for more major redevelopment in the main towns, particularly in Hayle. As well as reducing the need to build on “new” land which encroaches on the countryside, this kind of development can generally be integrated within the existing form of towns and villages with limited impact on the built environment. A survey of potential previously developed sites was first carried out for Phase 1 of the National Land Use Database (NLUD) in 1998 and has since been integrated with the monitoring of housing development. This work has confirmed the significance of small sites in meeting the requirement for housing and that sites frequently come forward as a result of a change in the personal circumstances of an owner or occupier.
- 8.3.13 The Plan's approach was reviewed in the context of PPG3 (revised March 2000) with which it already had a lot in common. The emphasis on use of previously developed land, already identified in PPG13, RPG10 and “Planning for Communities of the Future”, is given high priority in the PPG and a sequential approach was introduced focussing on the re-use of land and buildings before using greenfield sites. This priority was incorporated more specifically in the

Plan's policies. The emphasis on the provision of housing in urban areas is an integral part of the Plan's approach and will be achieved through POLICY H-3 (para. 8.3.22) and the complementary limitations on development in the rural area in POLICIES H-4, H-5, H-6 and H-7 (paras. 8.3.47, 8.3.52, 8.3.53 and 8.3.54). The PPG advises that Local Plans should make an allowance for "windfalls", or sites that are not specifically identified as available, and manage the release of land over the Plan period. As identified in paragraph 8.3.14 allowances for unidentified sites have been made and these are currently based on a percentage of past rates of development on appropriate sites, that is those sites which meet present policy guidelines, together with surveys of previously developed sites. The PPG places emphasis on urban capacity studies in determining likely future "windfall" potential as well as on past trends and the importance of such studies is fully recognised. An Urban Capacity Study for the main towns was carried out jointly with the County Council and the other District Councils in Cornwall in 2001 and the results, together with subsequent assessments of the smaller settlements, have been incorporated into the ongoing monitoring of housing provision and the Plan's approach, particularly through the allocation of specific previously developed sites (paras. 8.3.24 to 8.3.43).

- 8.3.14 After taking these sites into account, including the areas proposed for redevelopment at Hayle harbour, which are likely to contribute more than 400 dwellings within a mixture of town centre uses (PROPOSAL TV-D), as well as making allowances for the likely continuing contribution from small scale sites, including conversions, it is considered that the remaining requirement for housing during the Plan period can be met without allocating any greenfield sites for general market housing. The survey figures used as the basis for the Plan's approach were updated to April 2001 for the Local Plan Inquiry (2002) and are reflected in Table 1: Supply of Land for Housing. The District Council regularly monitors the number of dwellings granted planning permission and built and publishes an Annual Monitoring Report on housing land availability. In line with advice in PPG 3 to 'plan, monitor and manage' housing supply, the results of annual surveys are taken into account in the approach to determining planning applications and will contribute to the future review of policies. Proposals for mobile homes and residential caravans will be considered in the context of housing policies in the plan in the same way as permanent housing, taking into account their visual and other effects on the surrounding area.

Location of Housing

- 8.3.15 Both Government advice (PPG 3) and Policy H 2 in the Structure Plan (1997) place emphasis on the provision of housing in the urban areas close to job opportunities and other facilities and advise that the location of housing should be closely related to the existing or proposed pattern of public services. This approach has become even more important with the increased need for, and emphasis on, energy efficiency in terms of reducing the need to travel and reliance on the use of private cars. In line with the spatial strategy of the Plan, therefore, (para. 3.3.7) most new housing development will be concentrated in the main towns – Penzance, Newlyn, St Ives and Hayle. The housing distribution in the Structure Plan (1997) is based on achieving about two thirds of the housing required in the County's main towns. This implies a slight increase compared with past development trends but one which is considered realistic. In Penwith, while the proportion of housing provided in the main towns has been increasing, less than 60% has so far been achieved. After taking account of completions, together with the supply of land under construction or with planning permission, as at April 2000, approximately 90% of new housing should be provided in the urban areas during the remaining period of the plan if this target is to be met. In other towns and villages, therefore, housing should only be provided on a small

scale and, in line with Policy H 2 of the Structure Plan (1997), should be closely related to the needs arising from the existing population.

Protecting the Built Environment

- 8.3.16 National and regional guidance place high priority on the re-use of previously developed and urban land and this is fully recognised in the Plan. However, within this approach it remains important to safeguard the amenity and character of urban areas if they are to remain attractive places to live. POLICY TV-1 (para. 7.3.5) seeks to protect the setting and character of towns and villages and to ensure that new development is well integrated into the form of the settlement, while POLICIES TV-2 and TV-3 (paras. 7.3.10 and 7.3.12) protect open areas which contribute to the character, local amenity or environmental quality of their surroundings. In addition POLICY R-3 (para. 11.3.20) safeguards open areas in formal or informal recreational use.
- 8.3.17 In Conservation Areas the requirements of POLICY TV-6 (para. 7.3.19) must be met in terms of preserving or enhancing the special character of the area. However, the character and amenity of existing residential areas are also important and, while there may be scope for further housing within developed areas, such proposals must be balanced against their impact on their surroundings through the following policy.
- 8.3.18 **POLICY H-2: THE INTENSIFICATION OF RESIDENTIAL USE IN EXISTING RESIDENTIAL AREAS WILL NOT BE PERMITTED WHERE IT WOULD HAVE AN ADVERSE EFFECT ON THE CHARACTER OR AMENITY OF THE AREA.**

Development in Towns

Development in Penzance, Newlyn, St. Ives and Hayle

- 8.3.19 In view of the supply of housing land committed or expected to come forward (paras. 8.3.11 to 8.3.14) compared with the level of provision identified in POLICY H-1 (para. 8.3.10) no additional "greenfield" sites are allocated for market housing and it is intended that provision for housing in the main towns will be made within the existing built up areas, predominantly through the re-use of previously developed land and buildings. PROPOSALS H-A to H-J (paras. 8.3.24 to 8.3.43) follow from this approach. The major redevelopment proposals for Hayle harbour (PROPOSAL TV-D, para. 7.3.119) are likely to make a significant contribution to the requirement for housing both within and beyond the Plan period while PROPOSAL TV-A (para. 7.3.68) allows for a mixture of uses including housing in Penzance town centre. References to St Ives include Carbis Bay. The definition of previously developed land in PPG3 (Annexe C) includes open areas that comprise the curtilage of a building; however, the guidance makes it clear that this does not mean that the whole area should necessarily be redeveloped. POLICIES H-2 (para. 8.3.18), TV-2 (para. 7.3.10), TV-3 (para. 7.3.12) and TV-4 (para. 7.3.14) will be important in balancing the use of such sites for housing with the protection of the built environment. Where industrial sites or premises are proposed for housing development, the suitability of the site for continued industrial or business use will be considered in the context of POLICY E-10 (para. 9.3.72). Other urban sites will also make a contribution, subject to the provisions of POLICY R-3 (para. 11.3.20) which safeguards recreational areas, but it is considered that the requirement for housing is likely to be met without the need for larger scale schemes on sites that are not previously developed. A size threshold of 0.3 hectare, which would accommodate schemes for about 10 to 15 dwellings at reasonable densities, is considered appropriate to the level of

provision required during the Plan period and will allow for the sustainable use of potential sites.

8.3.20 Where proposals are acceptable in principle within the main towns the design and layout must be in keeping with the character of the surrounding area and meet the requirements of policies in the General Development Guidance section (Section 5) and relevant policies in the Towns and Villages section (Section 7). In addition to proposals permitted by POLICY H-3 (para. 8.3.22), new dwellings will be provided in towns by the conversion and re-use of existing buildings as permitted by POLICIES H-10, H-11 and H-12 (paras. 8.3.63, 8.3.66 and 8.3.68).

8.3.21 The overall level of housing required, and the amount of development coming forward through small scale sites, results in fewer opportunities for seeking the provision of affordable housing through the “element” approach (POLICY H-13, para. 8.3.74). While this approach will be pursued where appropriate and has been incorporated in the proposals for specific sites, the need for affordable housing in the District, particularly in the main towns, may result in a requirement for some larger scale proposals on undeveloped or “greenfield” sites in or on the edge of the urban areas. However, such proposals will only be acceptable where they wholly and directly meet identified needs in the area, through the requirements of POLICY H-14 (para. 8.3.78), and reflect the presumption in PPG3 that previously developed sites should be utilised before greenfield sites. The Council's Housing Strategy includes emphasis on using previously developed land within its objectives and seeks to prioritise such sites when they become available. Proposals to develop greenfield sites, therefore, will only be acceptable where there is an insufficient supply of suitable previously developed land to meet the need identified in the locality.

8.3.22 **POLICY H-3: PROPOSALS FOR HOUSING DEVELOPMENT WILL BE PERMITTED IN PENZANCE, NEWLYN, ST. IVES AND HAYLE PROVIDED THAT THE PROPOSAL IS FOR THE RE-USE, RENOVATION OR REDEVELOPMENT OF PREVIOUSLY DEVELOPED LAND OR BUILDINGS ON SITES WITHIN THE TOWNS.**

IN ADDITION, PROPOSALS FOR THE FOLLOWING WILL BE PERMITTED ON GREENFIELD SITES:-

- (i) THE DEVELOPMENT OF SMALL SITES, 0.3 HECTARE OR LESS IN AREA, WITHIN THE TOWNS; OR**
- (ii) SCHEMES TO PROVIDE AFFORDABLE HOUSING WHICH MEET THE REQUIREMENTS OF POLICY H-14.**

DEVELOPMENTS PROPOSED IN THE CONTEXT OF CRITERION (ii) OF THIS POLICY WILL ONLY BE ACCEPTABLE WHERE THERE IS AN INSUFFICIENT SUPPLY OF PREVIOUSLY DEVELOPED LAND TO MEET THE NEED IDENTIFIED IN TERMS OF LOCATION AND TIMESCALE FOR PROVISION.

8.3.23 In addition to the general approach to housing provision in POLICY H-3 (para. 8.3.22) a number of specific sites in the main towns are proposed for housing development. The allocation of the sites followed from completion of the Joint Urban Capacity Study. Where the number of units that could be provided is above the threshold in POLICY H-13 (Para. 8.3.74) a percentage of affordable housing will be sought.

Penzance

- 8.3.24 A key previously developed site in the centre of Penzance is owned by the Council and is proposed to be redeveloped for affordable housing. The timescale for development is dependent on the relocation of the existing uses on the site, but is envisaged for the period 2001 – 2006. Redevelopment would allow for a positive contribution to be made to the built environment, particularly the Conservation Area, and POLICY TV-6 (para. 7.3.19) must be taken into account. Approximately 20 to 30 units could be provided, based on the site's suitability for higher density terraced development, in character with the surrounding area. While parking provision could be limited in this accessible town centre location the problems associated with on street parking in this area of the town will also need to be taken into account.
- 8.3.25 **PROPOSAL H-A: AN AREA AT PENWITH STREET-CROSS STREET, PENZANCE (0.37 HECTARE) IS PROPOSED FOR REDEVELOPMENT FOR AFFORDABLE HOUSING MEETING THE REQUIREMENTS OF POLICY H-14. PROPOSALS FOR DEVELOPMENT WILL BE REQUIRED TO BE OF A SCALE AND DESIGN THAT REFLECTS THE CHARACTER OF THE AREA AND THE SURROUNDING CONSERVATION AREA.**
- 8.3.26 A high quality but underused Georgian building provides the opportunity for conversion to about 10 flats. The proposal would retain this Listed Building and enable its restoration, making a positive contribution to the townscape and Conservation Area.
- 8.3.27 **PROPOSAL H-B: ST.ERBYN'S, CLARENCE STREET, PENZANCE (0.13 HECTARE) IS PROPOSED FOR CONVERSION TO HOUSING. PROPOSALS FOR DEVELOPMENT WILL BE REQUIRED TO RESPECT THE LISTED BUILDING AND SURROUNDING CONSERVATION AREA.**
- 8.3.28 A large previously developed site in different ownerships, close to the Promenade and on the edge of a residential area, is currently unused and semi derelict. Access could be provided, by agreement, through adjacent sites or directly on to Alexandra Road. Redevelopment could provide about 30 units at a relatively high density which would be appropriate in this location. Proposals for the site will need to take account of the risk of flooding in this area in terms of layout and design and will be required to comply with relevant Environment Agency guidance. Policies GD-4 and CS-4 (paras. 5.3.11 and 13.3.19) will be particularly relevant. It is envisaged that the site could be developed during the period 2006 – 2011.
- 8.3.29 **PROPOSAL H-C: AN AREA AT ALEXANDRA ROAD – WESTERN PROMENADE, WHERRYTOWN, PENZANCE (0.61 HECTARE) IS PROPOSED FOR REDEVELOPMENT FOR HOUSING. PROPOSALS FOR DEVELOPMENT WILL BE REQUIRED TO INCORPORATE AN ALTERNATIVE MEANS OF ACCESS TO THE NARROW LANE BEHIND THE BEACHFIELD HOTEL. AT LEAST 30% OF THE UNITS TO BE PROVIDED WILL BE SOUGHT, THROUGH NEGOTIATION TO BE AFFORDABLE, MEETING THE REQUIREMENTS OF POLICY H-14.**

8.3.30 An underused site within a predominantly residential area provides an opportunity for redevelopment. Proposals must take account of the Conservation Area (POLICY TV-6, para. 7.3.19) and nearby Listed Buildings.

8.3.31 **PROPOSAL H-D: AN AREA AT QUEEN STREET, PENZANCE (0.22 HECTARE) IS PROPOSED FOR REDEVELOPMENT FOR HOUSING. PROPOSALS FOR DEVELOPMENT WILL BE REQUIRED TO RESPECT THE SETTING OF NEARBY LISTED BUILDINGS AND THE SURROUNDING CONSERVATION AREA.**

Newlyn

8.3.32 The site of the former primary school and adjacent land in Newlyn provides the opportunity for about 10 to 12 units through conversion and additional terraced housing in character with surrounding development.

8.3.33 **PROPOSAL H-E AN AREA AT CHYWOONE HILL, NEWLYN (0.22 HECTARE) IS PROPOSED FOR HOUSING. PROPOSALS FOR DEVELOPMENT SHOULD PROVIDE FOR CONVERSION OF THE FORMER SCHOOL BUILDING AND REFLECT THE CHARACTER OF THE SURROUNDING AREA.**

Hayle

8.3.34 An existing industrial site in a predominately residential area within Copperhouse could be redeveloped for housing if the present use ceased or was relocated. The site would be suitable for a high density development, in view of its location and surrounding densities, and could provide approximately 70 dwellings. It is considered unlikely that the site will become available before the period 2006-2011. Whilst the present buildings were constructed within the last thirty years the site includes remnants of Hayle's industrial history, for example, the characteristic boundary walls. Redevelopment proposals should provide, therefore, for historical site investigations to be carried out and for the retention of such distinctive features.

8.3.33 **PROPOSAL H-F AN AREA BEHIND MADISON TERRACE AND BEATRICE TERRACE, HAYLE (1.34 HECTARE) IS PROPOSED FOR REDEVELOPMENT FOR HOUSING. AT LEAST 30% OF THE DWELLINGS TO BE PROVIDED WILL BE SOUGHT, THROUGH NEGOTIATION, TO BE AFFORDABLE, MEETING THE REQUIREMENTS OF POLICY H-14.**

8.3.36 A similar, former industrial, site in Copperhouse could also be redeveloped for housing and could provide about 35 dwellings. Development is unlikely to take place before the period 2006-2011. As with the previous proposal, site investigations should be undertaken to identify and retain distinctive features relating to the industrial history of the area.

8.3.37 **PROPOSAL H-G AN AREA BEHIND COPPER TERRACE, HAYLE (0.70 HECTARE) IS PROPOSED FOR REDEVELOPMENT FOR HOUSING. AT LEAST 30% OF THE DWELLINGS TO BE PROVIDED WILL BE SOUGHT, THROUGH NEGOTIATION, TO BE AFFORDABLE, MEETING THE REQUIREMENTS OF POLICY H-14.**

8.3.38 A former playing field adjacent to residential development in Hayle would allow for the provision of about 12 new dwellings. Although the site is not previously developed, it is owned by the Council and is proposed to be developed for affordable housing which would be in line with criterion (ii) of Policy H-3 (para. 8.3.22). Development is envisaged to take place during the period 2001-2006.

8.3.39 **PROPOSAL H-H AN AREA AT LOGGANS WALK, HAYLE (0.32 HECTARE) IS PROPOSED FOR AFFORDABLE HOUSING. PROPOSALS FOR DEVELOPMENT SHOULD PROVIDE FOR RETENTION OF TREES ON THE SITE.**

St. Ives

8.3.40 The Council's depot site in St. Ives is proposed for redevelopment for affordable housing and provides an opportunity to utilise an underused previously developed site within the town. At a higher density, in line with PPG3 guidance, between 10 and 14 dwellings could be provided. Development is envisaged during the period 2006-2011.

8.3.41 **PROPOSAL H-I AN AREA AT ALEXANDRA ROAD, ST.IVES (0.27 HECTARE) IS PROPOSED FOR REDEVELOPMENT FOR AFFORDABLE HOUSING.**

8.3.42 A privately owned car parking area close to the town centre would be suitable for redevelopment for housing if the present use ceased. About 12 dwellings could be provided at a higher density which would be appropriate in this location. Development is unlikely to take place before the later part of the Plan period.

8.3.43 **PROPOSAL H-J AN AREA ADJACENT TO THE OLD STENNACK SCHOOL, ST.IVES (0.26 HECTARE) IS PROPOSED FOR REDEVELOPMENT FOR HOUSING. PROPOSALS FOR REDEVELOPMENT WILL BE REQUIRED TO BE OF A SCALE AND DESIGN THAT REFLECTS THE CHARACTER OF THE SURROUNDING AREA.**

Rural Areas

8.3.44 PPG 3 advises that new development in rural areas should be sensitively related to the existing pattern of settlement and have proper regard for protection of the countryside. PPG 7 "The Countryside - Environmental Quality and Economic and Social Development" also advises that the main focus of new development should be on existing towns and villages where employment, housing (including affordable housing) and other facilities can be provided close together. PPS 7 'Sustainable Development in Rural Areas' has been published for consultation; it will supersede PPG7 and will also advise that most development should be focused in, or next to, existing towns and villages.

8.3.45 In Penwith almost half of the population live outside the main town areas, in settlements of less than 3,000 population. A significant number of these settlements have less than 1,000 population. However, the number of settlements, and their location throughout the District, allows for a considerable amount of housing to be provided through small scale developments that can be well integrated with existing small towns and villages and will not intrude into the surrounding countryside.

Development in St. Just

- 8.3.46 St. Just is located in a prominent position within the Area of Outstanding Natural Beauty and Heritage Coast. Previous policies have sought to limit housing proposals to redevelopment and smaller sites within the town and this approach is to be continued. Development will be restricted, therefore, to small sites within the limits of the town, or the conversion of existing buildings as permitted by POLICIES H-10, H-11 and H-12 (paras. 8.3.63, 8.3.66 and 8.3.68). A size threshold of 0.15 hectare, which would provide for about 5 dwellings at an acceptable density, is considered appropriate to the level of provision required. However, the St. Just Parish Housing Survey indicated a substantial need for alternative accommodation with more than two thirds of those in need wanting to remain in the area. The district wide surveys have also identified a significant local need in the St. Just area and proposals for development which would meet this need will be considered as 'exceptions' to normal policies in the terms of POLICY H-15 (para. 8.3.83). Any such proposals must be carefully considered in the context of the town's sensitive setting and character. All development must be of a scale and design which is in keeping with the traditional character of the town, especially where the site is within the Conservation Area, and meet the relevant requirements of policies in the General Development Guidance section (Section 5).

- 8.3.47 **POLICY H-4: HOUSING DEVELOPMENT IN ST. JUST WILL BE LIMITED TO SMALL SITES, UP TO 0.15 HECTARE IN SIZE, WITHIN THE TOWN.**

Development in Villages

- 8.3.48 The principles in PPG 3 and PPG 7 are carried forward in the Structure Plan which allows, in principle, for schemes comprising the construction of one or two dwellings, or the conversion, restoration or redevelopment of outworn properties, on sites wholly within any village that has easily definable physical boundaries, a readily identifiable centre and at least some basic community facilities including public transport (Policy H 10). Structure Plan Policy H 9 identifies that housing beyond that permitted by Policy H 10 may be acceptable in larger villages which have sufficient employment opportunities, community facilities and services to avoid undue dependency on the need to travel to other centres. The Structure Plan's aim is to relate future development much more closely to the needs of individual communities on a scale which is compatible with maintaining the character of settlements. This approach is carried forward in the emerging Structure Plan (Policies 10 and 26, 2004).
- 8.3.49 An assessment has been carried out in the light of these and other policies and the Local Plan's approach to development in villages in Penwith is set out in POLICIES H-5, H-6 and H-7 (paras. 8.3.52 to 8.3.54). POLICY H-5 relates to the main villages which have a range of community facilities and services including a reasonable all purpose public transport service which provides a number of daily journeys for peak start and finish times for work, school and shopping trips. POLICIES H-6 and H-7 (paras. 8.3.53 and 8.3.54) relate to other villages which meet the requirements of Policy H 10 in the Structure Plan for some limited development; however, POLICY H-7 (para. 8.3.54) limits new housing development to the conversion of existing buildings in certain villages in order to protect their special character and setting. The capacity of services and level of facilities available in villages is regularly monitored; where a particular village no longer meets the criteria identified in paragraph 8.3.48, for example through the loss of public transport services or a general shop, it is not considered suitable for further housing development.

8.3.50 A number of factors have been taken into account in determining the scale of development that is appropriate. The emphasis on housing provision being mainly within towns, while in rural areas it should be closely related to the needs arising from the existing population (Structure Plan Policy H 2), establishes the basis for the distribution of housing between towns and villages. This must be considered in the context of the overall requirement for housing in the District, the supply of sites coming forward and the number of villages that can provide some housing. In addition, the impact of individual proposals on the character of villages and community life must be considered together with the requirement for sites to be well integrated with the existing form of the village without intrusion into surrounding countryside (Structure Plan Policy H 9). As a result it is considered that individual proposals for about 5 dwellings, defined by a site size of 0.15 hectare, within the present limits of the main villages, will be appropriate in terms of both limiting the amount of housing provided outside towns and making provision for the needs of rural areas and the overall requirement for population and household growth during the Plan period. The scale of development allowed for in villages relates equally to previously developed and 'greenfield' sites, for the reasons of distribution referred to above. In addition the site of a proposal should not form part of a larger undeveloped area. The sub-division of larger areas of land within, or on the edge of, villages into smaller parcels that cumulatively would exceed the scale of development provided for, will not be acceptable therefore. The scale of proposal appropriate in the villages listed in Policy H-6, in the context of the overall distribution of housing within the District, is for one or two dwellings. As in the larger villages, the sub-division of areas into smaller sites will not be acceptable.

8.3.51 The requirements of policies in the General Development Guidance section (Section 5) must be met by individual proposals together with the relevant policies in the Towns and Villages section. In particular the proposal must be of a scale and design which is in keeping with the character of the village, be capable of being well integrated into the form of the settlement and not have an adverse effect on areas of amenity, recreational or wider environmental value (POLICY TV-1, para. 7.3.5). In some areas localised sewerage, sewage treatment or water supply problems may restrict development unless improvements are carried out or alternative facilities can be agreed. In St. Buryan the sewage treatment works serving the village is overloaded and development is restricted to 10 additional dwellings beyond commitments at the 1991 base date unless alternative arrangements can be agreed. Such arrangements will be assessed against the requirements of Policy CS-6 (para. 13.3.24).

8.3.52 **POLICY H-5: PROPOSALS FOR HOUSING DEVELOPMENT WILL BE PERMITTED WITHIN THE MAIN VILLAGES LISTED BELOW PROVIDED THAT THE PROPOSAL IS FOR A SMALL SITE, UP TO 0.15 HECTARE IN SIZE, WHICH DOES NOT FORM PART OF A LARGER UNDEVELOPED AREA.**

MADRON	ST. BURYAN
HEAMOR	PENDEEN
GULVAL (TREVARRACK)	GOLDSITHNEY
LUDGVAN (LOWER QUARTER)	ST. EARTH
CROWLAS	LELANT
LONG ROCK	CONNOR DOWNS
AND THE TOWN OF MARAZION	

8.3.53 **POLICY H-6:** PROPOSALS FOR HOUSING DEVELOPMENT WILL BE PERMITTED IN THE FOLLOWING VILLAGES PROVIDED THAT THE PROPOSAL IS FOR ONE OR TWO DWELLINGS, ON A SITE WHOLLY WITHIN THE VILLAGE WHICH HAS BUILT DEVELOPMENT ON AT LEAST THREE SIDES AND DOES NOT FORM PART OF A LARGER UNDEVELOPED AREA.

MOUSEHOLE	RELUBBUS
PAUL	PERRANUTHNOE
NEWBRIDGE	ROSUDGEON-PERRAN DOWNS
NANCLEDDRA	CANONSTOWN
TREWELLARD	PHILLACK
SENNEN COVE	ANGARRACK
SENNEN CHURCHTOWN	CARNHELL GREEN AND
PORTHCURNO	WALL - REAWLA

8.3.54 **POLICY H-7:** PROPOSALS FOR HOUSING DEVELOPMENT, OTHER THAN THE CONVERSION OF SUITABLE EXISTING BUILDINGS, WILL NOT BE PERMITTED IN THE FOLLOWING VILLAGES.

GULVAL CHURCHTOWN	GWINEAR CHURCHTOWN
LUDGVAN CHURCHTOWN	GWITHIAN CHURCHTOWN
SANCREED CHURCHTOWN	ZENNOR CHURCHTOWN
LAMORNA	HALSETOWN
TREEN	

Housing Outside Towns and Villages

8.3.55 PPG 7 advises that new house building and other new development in the open countryside, away from established settlements, should be strictly controlled. New dwellings require special justification, for example where they are essential for farm or forestry workers to live close to their place of work. PPG 7 also suggests that sensitive infilling in groups of houses may be acceptable but that this would depend on the character of the surroundings and the number of such groups in the area. However, Policy H 11 in the Structure Plan requires that, for a new dwelling to be built other than in a village meeting the requirements of Policy H 10, there must be an essential, employment related, need which cannot be met in any other way. Given the number and dispersed pattern of settlements in Penwith, and the quality and distinctive character of the landscape, the greater control incorporated in the Structure Plan approach is considered justified. The following policy will apply, therefore, to all proposals for housing outside the towns and the villages listed in POLICIES H-5, H-6 and H-7 (paras. 8.3.52 to 54).

8.3.56 In Penwith the pattern of towns and villages provides a focus for housing and employment related development throughout the rural area. There are some instances where new dwellings could be acceptable outside towns and villages through the sub-division of existing dwellings, as permitted through POLICY H-10 (para. 8.3.63), or the conversion of a non-residential building as part of a scheme for employment use, as permitted by POLICY H-11 (para. 8.3.66). In addition where it is essential for a person working in agriculture or forestry to live at or very close to their place of work the provision of a new dwelling may be justified. In such cases the County Land Agent will be consulted to establish the functional need for the dwelling as part of the business operation.

8.3.57 Advice in PPG 7 Annexe I, which is to be replaced by PPS 7 'Sustainable Development in Rural Areas', is relevant in this respect and identifies a number of

requirements including that the dwelling's size should be commensurate with its intended use and occupancy conditions should be imposed. In order to minimise further impact of new development on the countryside every effort should be made to accommodate such dwellings by the conversion of existing buildings. Only where there is no suitable building available should the construction of a new dwelling be agreed. Where the requirement for a new building is accepted its siting should have minimum impact on the surrounding landscape and be closely related to the need identified. Where permission is granted an appropriate occupancy restriction will be applied. Applications for the removal of such an occupancy condition will take into account the local need for the accommodation. A recognised local need will be for either accommodation which meets the agricultural occupancy condition or for affordable accommodation meeting an identified community need in the locality, which would be subject to secure arrangements to ensure that it would be retained for local needs in the long term. Justification for removing the occupancy condition must be supported by evidence of a lack of need, based on appropriate marketing of the property over a reasonable period of time.

8.3.58 **POLICY H-8: NEW DWELLINGS WILL NOT BE PERMITTED OUTSIDE THE TOWNS AND THE VILLAGES LISTED IN POLICIES H-5, H-6 AND H-7 UNLESS:-**

- (i) THE PROPOSAL MEETS THE REQUIREMENTS OF POLICIES H-10 OR H-11 OR**
- (ii) THERE IS AN ESSENTIAL NEED FOR A PERSON WORKING IN AGRICULTURE OR FORESTRY TO LIVE AT THE PROPOSED LOCATION.**

WHERE AN ESSENTIAL NEED EXISTS THE DEVELOPMENT MUST BE ACCOMMODATED, WHEREVER POSSIBLE, BY THE CONVERSION OF AN EXISTING BUILDING. IF THE CONSTRUCTION OF A NEW BUILDING IS NECESSARY IT SHOULD BE SITED IN AN EXISTING COMPLEX.

THE OCCUPANCY OF DWELLINGS PERMITTED BY CRITERION (ii) OF THIS POLICY WILL BE CONTROLLED THROUGH THE USE OF CONDITIONS.

THE SUBSEQUENT REMOVAL OR VARIATION OF SUCH A CONDITION WILL NOT BE PERMITTED UNLESS REASONABLE AND SUSTAINED ATTEMPTS HAVE BEEN MADE TO SELL OR LET THE PROPERTY AT A PRICE THAT REFLECTS THE OCCUPANCY CONDITION. THIS SHOULD BE FOR CONTINUED AGRICULTURAL OCCUPANCY OR, WHERE THIS IS UNSUCCESSFUL AND WHERE THE PROPERTY IS SUITABLE IN TERMS OF SIZE AND TYPE, TO ASSIST IN MEETING AN IDENTIFIED COMMUNITY NEED FOR AFFORDABLE HOUSING WHICH MEETS THE REQUIREMENTS OF POLICY H-14. IN SUCH A CASE THE AGRICULTURAL OCCUPANCY CONDITION WILL BE REPLACED BY A CONDITION LIMITING OCCUPATION TO THOSE IN NEED OF SUCH ACCOMMODATION.

Note: In order to assess fully that reasonable and sustained attempts to sell or let the property have been made the applicant will be required to market the property, normally for a period of at least 12 months, and a statement of the efforts that have been made must be submitted.

Replacement or Extension of Dwellings Outside Towns and Villages.

8.3.59 The replacement of existing dwellings in the countryside has, in a number of cases, resulted in a small inconspicuous dwelling being replaced with a significantly larger one of totally different character and which has a greater impact on the landscape. Similarly, proposals to extend dwellings can completely change the type and character of the original dwelling and its impact on the countryside. The replacement of Listed Buildings is not likely to be acceptable and, in other cases, existing dwellings should be retained and improved as they are wherever possible. However, where such a course of action is not practicable a replacement dwelling will generally be acceptable provided it is of a similar size to the existing and the design and materials are appropriate to the location. Where extensions are proposed their size and design should not dwarf the scale of the original building and should respect its character. POLICIES GD-1 and GD-2 (paras. 5.3.3 and 5.3.7), which relate to the scale and design of development, will be particularly relevant to such proposals while POLICIES TV-10 and TV-12 (paras. 7.3.28 and 7.3.32) are relevant to development affecting Listed Buildings. An extension to a dwelling to provide a separate unit of accommodation outside a town or village will be considered under POLICY H-10 (para.8.3.63).

8.3.60 **POLICY H-9: THE ON-SITE REPLACEMENT OF DWELLINGS OUTSIDE TOWNS OR THE VILLAGES LISTED IN POLICIES H-5, H-6 AND H-7 WILL BE PERMITTED PROVIDED THAT:-**

(i) THE REPLACEMENT DWELLING WOULD NOT CAUSE SIGNIFICANT HARM TO THE CHARACTER OR APPEARANCE OF THE LANDSCAPE OR THE COUNTRYSIDE.

(ii) THE RETENTION OF THE DWELLING, WHERE IT MAKES A POSITIVE CONTRIBUTION TO THE LANDSCAPE OR CHARACTER OF THE AREA, IS IMPRACTICABLE THROUGH RENOVATION OR IMPROVEMENTS.

THE EXTENSION OF EXISTING DWELLINGS IN SUCH AREAS WILL BE PERMITTED PROVIDED THE PROPOSAL WOULD NOT HAVE AN ADVERSE EFFECT ON THE SCALE, RURAL CHARACTER OR APPEARANCE OF THE ORIGINAL BUILDING.

IN ALL CASES THE DEVELOPMENT MUST NOT HARM THE CHARACTER OF THE COUNTRYSIDE OR ITS NATURAL RESOURCES.

Note: This policy does not apply where the residential use of the dwelling has been abandoned, to the replacement of a listed building or of a residential caravan or mobile home by a new permanent building.

Sub-division of Existing Dwellings

8.3.61 The conversion, or sub-division, of existing dwellings to provide smaller units of accommodation can provide for more effective use of larger properties, the needs of a growing number of smaller households and, to an extent, a source of affordable housing to rent or purchase. In towns and villages the most usual problems associated with such proposals are inadequate off street parking space, a lack of outdoor amenity space and the potential for seasonal use. Useful advice on car parking and outdoor privacy is set out in the Cornwall Design Guide for Residential Development. The use of front gardens for parking areas must be

weighed against the resulting loss of amenity, especially in Conservation Areas. Outside towns and villages the impact of any changes to the building on the landscape, and the distance from services and consequent need to travel, must be taken into account. The creation of new separate units of accommodation will, therefore, be related to the existing pattern of services and community facilities in a similar way to proposals for new dwellings.

8.3.62 The conversion of properties to houses in multiple occupation can make a significant contribution to the housing stock and provide for a certain type of housing need and this must be balanced against the potential problems resulting from the development. A code of practice and set of standards for space and amenities has been adopted by the Council for the purpose of notices under the Housing Acts and the health and safety of occupants must be the primary consideration. In this respect a joint approach between the Planning and Health Departments is necessary. The increased number of households, although often comprising only one person, is likely to result in a greater level of activity and the main problems, other than those which should be dealt with through the Housing Acts, are increased traffic, inadequate parking, effect on the character of the property or area and, in some cases, loss of holiday accommodation. A policy has been included in the Tourism section (POLICY TM-2, para. 10.3.7) which seeks to safeguard holiday accommodation where its loss would have an adverse effect on the tourism resource. It is also important that those that are permitted are located close to basic community facilities.

8.3.63 **POLICY H-10 THE SUB-DIVISION OF DWELLINGS INTO SMALLER SELF-CONTAINED UNITS OR THE CHANGE OF USE OF PREMISES TO HOUSES IN MULTIPLE OCCUPATION WILL BE PERMITTED WITHIN TOWNS AND THE VILLAGES LISTED IN POLICIES H-5, H-6 AND H-7 PROVIDED THAT THE PROPOSAL DOES NOT HAVE AN ADVERSE IMPACT ON THE CHARACTER OF THE BUILDING OR ITS SURROUNDINGS.**

IN OTHER LOCATIONS SUCH DEVELOPMENT WILL BE PERMITTED PROVIDED THAT THE BUILDING IS WITHIN SAFE AND CONVENIENT WALKING DISTANCE OF A RANGE OF COMMUNITY FACILITIES AND SERVICES.

WHERE PROPOSALS INVOLVE THE CHANGE OF USE OF A GUESTHOUSE OR HOTEL THEY MUST NOT BE IN CONFLICT WITH POLICY TM-2.

Note: For the purpose of this policy a house in multiple occupation is defined as a property occupied by more than one household and divided into separate letting units which are not self-contained.

Conversion of Non-Residential Buildings

8.3.64 As already identified (para. 8.3.11) the conversion and re-use of existing buildings can make a significant contribution in providing new dwelling units. However, there are implications of such development which must be taken into account. Firstly, conversion to residential use can result in the loss of buildings which provide an important stock of employment opportunities. Secondly, while an appropriate re-use is important in securing the retention of buildings, particularly those of architectural or historical value, the effect of the conversion should not have an adverse impact on the character of the building or its surroundings,

especially in Conservation Areas and the countryside. In addition, the location of the building must be taken into account in relation to traffic and trip generation. These and other considerations are reflected in national policy guidance, primarily PPG7, and in Structure Plan Policy ENV11. In rural areas PPG7 advises that the re-use and adaptation of existing buildings has an important role in meeting the need for commercial, industrial, tourism and recreational development. The PPG (Annex G) also advises that, while residential conversions have a minimal impact on the rural economy, conversions for holiday use can contribute more and may reduce pressure to use other houses in the area for holiday use. Policies E-4 (para. 9.3.25), TM-12 (para. 10.3.50) and TM-13 (para. 10.3.54) allow for conversions to business and tourism related uses including holiday accommodation. This approach leads to an emphasis on employment uses rather than on residential; this is carried forward in Structure Plan Policy ENV11 which requires that, in rural areas, priority should be given to provision for employment needs. While the focus for activity will remain on towns and villages, some uses will be appropriate outside main settlements and can make an important contribution to the rural economy.

8.3.65 After taking into account the advice in PPG7, relevant Structure Plan policies and the objectives of the Local Plan the following approach to the re-use of buildings has been developed. In towns and villages listed in POLICIES H-5, H-6 and H-7 (paras. 8.3.52 to 8.3.54) the conversion of buildings for residential use will usually be acceptable in principle and will make a significant contribution to the amount of housing provided on previously developed sites. However, the use of existing buildings for employment purposes is also important and the provisions of POLICY E-10 (para. 9.3.72), which seek to retain buildings in industrial or business use where their loss would harm employment opportunities, must also be considered. The suitability of a building for continued employment related use will be assessed, therefore, in considering applications for change of use to residential (paras. 9.3.70 and 71). Outside towns and villages, where the provision of new housing is strictly controlled unless there is a special justification to live at the location, every reasonable attempt should be made, in line with advice in the PPG, to secure business re-use before residential use is considered. The type of use that is appropriate will depend on the location of the site in relation to traffic and trip generation but could include conversion to holiday accommodation. More advice is contained in the Employment section (paras. 9.3.21 to 9.3.24) and the Tourism section (paras. 10.3.48 to 10.3.49). Where a scheme for business use is proposed, for example where a complex of buildings could provide a number of individual workspaces or a larger amount of floorspace, it may be necessary for a dwelling to be provided as part of the scheme. However, the need to live at the location should be justified and the residential element must be both subordinate to the business element and closely linked to it in terms of occupation. In all locations details of how the building is converted, in terms of scale, design and materials used, must meet the requirements of POLICY GD-7 (para. 5.3.20).

8.3.66 **POLICY H-11: THE CONVERSION OF NON-RESIDENTIAL BUILDINGS TO DWELLINGS WILL BE PERMITTED WITHIN TOWNS AND THE VILLAGES LISTED IN POLICIES H-5, H-6 AND H-7.**

OUTSIDE TOWNS AND THE VILLAGES REFERRED TO ABOVE SUCH DEVELOPMENT WILL NOT BE PERMITTED UNLESS THE BUILDING IS:-

(i) OF A FORM, BULK AND GENERAL DESIGN WHICH IS IN KEEPING WITH ITS SURROUNDINGS AND

- (ii) IS A SUBORDINATE PART OF A SCHEME FOR THE RE-USE OF A BUILDING, OR COMPLEX OF BUILDINGS, FOR EMPLOYMENT PURPOSES, OR
 - (iii) REASONABLE AND SUSTAINED ATTEMPTS HAVE BEEN MADE TO SECURE SUITABLE BUSINESS RE-USE.
- WHERE A PROPOSAL MEETS THE REQUIREMENTS OF CRITERION (ii) OF THIS POLICY PLANNING PERMISSION WILL NOT BE GRANTED UNLESS OCCUPANCY OF THE DWELLING IS TIED, THROUGH THE USE OF CONDITIONS OR A PLANNING OBLIGATION, TO COMPLETION OF THE WORKS NECESSARY FOR THE ESTABLISHMENT OF THE ENTERPRISE AND ITS SUBSEQUENT OPERATION.

Note: In order to assess fully that reasonable and sustained attempts to secure employment re-use have been made, the applicant will be required to show, by submitting a statement of the efforts made, that the building, or its location, are suitable or that as a result of marketing the property, normally for a period of at least 12 months, there is no demand in the locality. Employment re-use could include tourism proposals which meet the requirements of Policy TM-12.

Dwellings Over Premises in Town Centres

8.3.67 Vacant or under used space above shops or offices can often be renovated or converted to provide useful housing accommodation with other advantages in terms of additional income for the owner, better security and property maintenance and increased activity, especially relevant in town centres. The 1988 Housing Act allows registered Housing Associations to own part-commercial property, either freehold or on a fixed-term lease. Associations can then renovate the property, using relevant grant aid, and subsequently manage its letting. The 'Living Over the Shop' (LOTS) consultancy provides an information service to promote, and demonstrate the feasibility of, such schemes. Individual LOTS schemes which meet a local housing need are encouraged by both the Housing and Planning Departments of the Council in conjunction with Housing Associations. Whether or not the proposal is achieved through the involvement of a Housing Association, the use or re-use of unused space above town centre premises for residential purposes makes better use of existing buildings to provide housing. Proposals for one dwelling unit can be carried out as permitted development while those that require planning permission will be supported through the following policy, provided relevant requirements of the General Development Guidance policies (Section 5) are met.

8.3.68 **POLICY H-12: THE CONVERSION OF VACANT OR UNDER USED SPACE ABOVE TOWN CENTRE PREMISES TO RESIDENTIAL USE WILL BE PERMITTED.**

Affordable Housing

8.3.69 'Affordable' housing is defined in Circular 13/96 "Planning and Affordable Housing" as encompassing both low-cost market and subsidised housing (irrespective of tenure, ownership – whether exclusive or shared – or financial arrangements) that will be available to people who cannot afford to rent or buy houses generally available on the open market. The overall need for affordable housing in the District is identified in paragraphs 8.3.6 to 8.3.8 and, in line with

advice in PPG3 a target of 1400 affordable dwellings for the Plan period is included in POLICY H-1 (para. 8.3.10).

8.3.70 There is a number of ways in which low cost housing can be provided including the conversion of existing properties into smaller units or houses in multiple occupation (POLICY H-10, para. 8.3.63), the use of empty or underused space above premises in town centres (POLICY H-12, para. 8.3.68) and, on appropriate sites, higher density development. However, low cost housing is not necessarily “affordable” in the Penwith context because of the local disparity between earnings and house prices. The Housing Need Survey in 1996 identified that more than half of those in housing need had a total household income of less than £150 per week, with a further 15% in receipt of £150 to £200 per week and 10% between £200 and £250 per week. Assuming a mortgage of 95%, and a lending multiple of 3, 80% of those in need would be unable to purchase properties costing more than about £40,000. Within these levels the majority of those in need could afford much less – the Survey indicated that more than half the projected need was for rent (at £60 per week or less), 10% of the requirement would be for market housing at between £26,000 and £40,000 with about 20% only able to afford £25,000 or less. While it was estimated that some market housing would become available at or below £40,000 (based on additions to Council Tax records of Band “A” properties) this fell significantly short of the need. In reality very little general market housing is available at £40,000 or less in the District with properties at this price not usually being “affordable” because of their type or state of repair and, therefore, suitability for mortgage. Research based on 2000 Land Registry Data (January to June) indicated a median price for properties in Penwith of £72,000 with the lower quartile figure being £50,000. In comparison, using New Earnings Survey data for Cornwall, together with the 1995 study by the University of Bristol of poverty in West Cornwall, it is estimated that 5.7% of households could afford a mortgage of only £23,868 with 4.3% of households able to afford only £47,736. Revised average “affordability” levels of £38,500 to buy, £57 per week to rent, have been calculated based on 1.5 earners per household. These affordability levels have been incorporated in the projections of need for the period 1999 to 2004 referred to in paragraph 8.3.7. More recent indicators are that average house prices in 2003 had almost doubled and the gap between the mortgage that could be afforded on average earnings and the average house price had accordingly increased, from an estimated £33,500 in 2000 to £89,959 in 2003. Calculations of the levels of affordability will be regularly updated throughout the Plan period as new data becomes available and will be reflected in the Council's Housing Strategy. In conclusion therefore, while low cost market housing is an important element in the overall mix of provision, it is unlikely to meet the need for affordable housing in the area unless it is significantly discounted through shared ownership or other arrangements, and the need for rented accommodation is likely to remain substantial.

8.3.71 A number of key findings about the nature of housing need in the District emerged from the 1996 district wide survey as follows:

- * Nearly 12% of households or their occupants expressed a housing need. This represents up to 3,300 households and up to 6,000 people in the District.
- * Of those households who expressed a housing need, 30% were in immediate need of accommodation.
- * At least 1 in 10 of all those who had indicated a need for alternative accommodation had already moved between the completion of the questionnaire in November 1995 and the commencement of interviews in February 1996. This appears to confirm expectations that those in the greatest need often have to be prepared to be highly mobile.

* Nearly a third of all households in need were concealed within other households and would be emerging – i.e. they were individuals, families or groups who were seeking accommodation separately from the rest of the household.

* Only 26% of all those seeking alternative accommodation were hoping to buy a house and this fell to just 8% of those considered to fall within the narrower definition of being “in need”.

8.3.72 The Survey also identified that households with children formed a significant proportion of those in need across the District but that there was also a need by single person households which varied between locations from approximately 23% in Penzance and St Ives to only 8% in Hayle. The range of findings about the type of households in need translated into recommendations on the type of accommodation to be provided by location, including 22% across the District for disabled or elderly people. The Council's Housing Strategy identifies a number of sources of information on housing needs, including the Special Needs Register, which enables provision to be closely matched to needs in the area through, for example, nomination rights. The assessment of local needs will continue to be developed through joint working in support of the Strategy. Since the Parish Housing Needs Register was established during 2003, it is being used to identify the need in each area and it is the Council's intention to combine the Parish Needs Register and the Common Housing Register into one Homeseekers Register which is continuously updated.

8.3.73 It is proposed, in PPG 3, that where there is a demonstrable lack of affordable housing to meet local needs, the local plans should include a policy seeking affordable housing in suitable housing developments. More detailed advice on this approach is set out in Circular 6/98 “Planning and Affordable Housing” including thresholds for the size of site relevant to the policy. In rural settlements with a population of 3,000 or fewer the threshold is not specified but should be related to assessments of local needs and the available supply of land for housing. St Just and all the main villages in Penwith fall within this population band. In larger settlements a threshold of 25 or more dwellings or a site area of 1 hectare or more is identified; however, the circular allows for the adoption of a lower threshold, provided that this is not below 15 dwellings or 0.5 hectare, in these settlements where exceptional local constraints can be demonstrated. The overall approach to the provision of housing means that the available supply of land for housing in St Just and the villages will be limited to the re-use of existing buildings and small sites. Provision for affordable housing can be made through schemes that meet the requirements of POLICIES H-4, H-5 and H-6 (paras. 8.3.47, 8.3.52 and 8.3.53), or, where justified, by rural exception sites (POLICY H-15, para. 8.3.83). Where there is a need, but not of a scale which is likely to justify a new development scheme, the purchase of existing satisfactory properties is encouraged through the Council's Housing Strategy. However, the rural white paper “Our Countryside: the future”, published in November 2000, identifies that in villages where there is a clear need for affordable housing, local authorities can seek a proportion of affordable housing even on the smallest site and emphasises that, if there is evidence of need and subject to financial viability, there is no reason why they should not seek “to match every new market house with an affordable home”. It is considered appropriate, therefore, in seeking to closely relate provision in rural areas to needs arising from the existing population, to adopt a threshold of 2 or more dwellings. In the towns the circumstances are very similar in that, in order to relate housing provision closely to that required to meet population and household growth, the supply of general housing land will be limited to previously developed sites and small sites within the urban area. While some previously developed sites will be of a size that can accommodate 25 or more dwellings most are likely to be smaller. It is considered relevant, therefore, taking into account the extent of need in the towns for a range

of types of households and the supply of sites coming forward, to adopt a threshold of 15 or more dwellings or 0.5 hectare or more in area.

8.3.74 **POLICY H-13: AN ELEMENT OF AFFORDABLE HOUSING WHICH MEETS THE REQUIREMENTS OF POLICY H-14 WILL BE SOUGHT THROUGH NEGOTIATION IN PROPOSALS FOR:-**

(i) **15 OR MORE DWELLINGS, OR 0.5 HECTARE OR MORE IN AREA,**

(ii) **2 OR MORE DWELLINGS, SUBJECT TO FINANCIAL VIABILITY, IN SETTLEMENTS WITH A POPULATION OF 3,000 OR LESS.**

THE NUMBER AND TYPE OF DWELLINGS SOUGHT IN EACH CASE WILL BE ASSESSED AGAINST THE SUITABILITY OF THE SITE, THE NEED TO CREATE A SUCCESSFUL HOUSING DEVELOPMENT; THE IDENTIFIED NEED FOR SUCH HOUSING AND THE PROVISION PERMITTED OR PROPOSED IN THE LOCALITY.

8.3.75 If the need for affordable housing is to be met, while remaining in line with the Local Plan's objectives, it is necessary to focus on an alternative to the "negotiated element" approach in POLICY H-13. PPG 3 identifies that in rural areas, where there are unlikely to be development sites of a sufficient scale to trigger this approach, special provision through the rural 'exceptions' scheme can be made (para. 8.3.79). However, while this situation exists throughout Penwith, Annex 'A' to PPG 3 limits the scheme to sites within or adjoining villages. In line with the principles of locating most new housing in the main towns (para. 8.3.15) and with meeting the demonstrated need for affordable housing in these towns, the Council actively encourages, through close working links between its planning and housing functions, the development or redevelopment of urban sites for affordable housing as allowed for by POLICY H-3 (para. 8.3.22). In this way a relevant proportion of the total number of dwellings provided should be developed for affordable housing.

8.3.76 Where housing is equally available to those from outside the area there is no guarantee that a 'local need' will be met. It is therefore necessary to ensure, through the use of planning conditions or obligations, that affordable housing to meet an identified local need is available to, and occupied by, those who need it and that it remains available to successive occupiers. It may also be relevant in this respect to consider the withdrawal of permitted development rights relating to extensions and alterations to ensure that the property remains at an 'affordable' value. In shared ownership schemes the Government's restriction on the right to staircase to full ownership, in settlements with a population of less than 3,000, is relevant. Where occupancy criteria are applied to a development of affordable housing, a cascade approach will be adopted. Under this approach the eligibility criteria will initially be restricted to local residents, people employed locally or people with local connections. If the housing remained unallocated after a certain time the criteria would widen to ensure that a suitable occupant is found. The initial locality would normally be the village or parish and subsequently would include neighbouring parishes or the District as a whole. In the main towns of Penzance and Hayle, however, it would initially include the whole District. Supplementary Planning Guidance on affordable housing issues is to be prepared to provide further advice on the interpretation and implementation of the relevant policies.

8.3.77 It is equally important that schemes for affordable housing provide a mix of housing types which meet a clearly identified local need. The Housing Needs

Survey indicates that, while most of the identified need is for two person or family accommodation, there is a clear requirement for single person accommodation as well as for housing designed for elderly or physically disabled people. The Council's Housing Register also provides an indication of the type of accommodation needed.

- 8.3.78 **POLICY H-14: PROPOSALS FOR AFFORDABLE HOUSING WILL BE REQUIRED TO:-**
- (i) **GENUINELY PROVIDE FOR AN IDENTIFIED NEED IN THE LOCALITY OF THE SITE IN TERMS OF THE NUMBER AND TYPE OF DWELLINGS; AND**
 - (ii) **INCLUDE SECURE ARRANGEMENTS, THROUGH THE INVOLVEMENT OF A REGISTERED SOCIAL LANDLORD OR WHERE OTHER AFFORDABLE HOUSING PROVIDERS ARE INVOLVED THROUGH THE USE OF CONDITIONS OR A PLANNING OBLIGATION, TO ENSURE THAT THE DWELLINGS WILL BE RETAINED AS AFFORDABLE HOUSING IN THE LONG TERM.**

Note: In Penzance and Hayle the locality will be the whole District; in St. Ives it will be the parish and the parishes of Towednack and Zennor; elsewhere it will be the relevant settlement.

Rural 'Exception' Sites

- 8.3.79 While affordable housing schemes may come forward in St. Just and villages through other policies in the Plan (Policies H-4 to H-6 paras. 8.3.47 to 8.3.53) there are particular difficulties in securing the provision of appropriate and sufficient affordable housing in rural areas where the achievement of even 50% of new housing on planned sites is inadequate to meet the need identified. However, PPG 3 allows for the release of small sites, which would not normally be granted planning permission, within or adjoining villages where they would be developed for local needs housing. Such proposals will be considered as an exception to normal policies for housing development and it will be essential for the local planning authority to satisfy itself that the housing could not be provided by other means and that arrangements to reserve the housing for local needs, both initially and on subsequent changes of occupant, are adequate. Such an approach is supported by Structure Plan Policy H 12.
- 8.3.80 It will also be important to establish that the housing being provided will meet a genuine need to live in the locality of the site. To meet this requirement potential occupiers of the development should fall within one of the following categories - existing residents needing separate accommodation in the locality; people who have employment in the locality and, as a result, need to live there; and people who have 'long-standing' links with the local community, for example to move back to be near their family. Government advice is very clear that affordable housing should be related to 'a community need' not to an individual's need.
- 8.3.81 While there is no definition of 'a village' in the PPG, in terms of size, a population level of 3,000 or fewer is included in the criteria in paragraph 10 of Circular 6/98 relevant to the provision of affordable housing in rural areas. In Penwith, apart from the towns of Penzance, Newlyn, St Ives and Hayle, all settlements currently fall within this size threshold. Those with an appropriate level of basic community facilities, including safe access to a primary school and a general shop, provide a basis for the sustainable location of housing to meet the community need. The locality of the site will normally be the settlement or parish but could include

adjacent parishes which have no villages with suitable services. In Penzance, St. Ives and Hayle parishes, which contain the main towns as well as villages, the locality of the site relevant to the application of this policy will only include the village. The conversion of rural buildings which are outside towns and villages for affordable housing runs contrary to the overall objective of developing housing in sustainable and accessible locations and is not provided for, therefore, by the policy. However, it may be possible occasionally to meet the objectives of the Plan and Government guidance through the conversions and the circumstances could be treated as 'other material considerations' in assessing the proposal.

8.3.82 While the policy allows for the development of sites as exceptions to the Plan's housing policies, other policies in the Plan relating to the protection of landscape, amenity, nature conservation, archaeological, historic and geological values, the setting and character of villages, the safeguarding of open areas important to the quality of the built environment and other important environmental considerations including accessibility to public transport services and the design and layout of development will still apply. The proposed Supplementary Planning Guidance on affordable housing will provide more detailed guidance on the implementation of the policy.

8.3.83 **POLICY H-15: AS AN EXCEPTION TO OTHER POLICIES IN THE PLAN FOR THE PROVISION OF GENERAL HOUSING, PROPOSALS FOR SMALL SITES, WHICH WOULD NOT OTHERWISE BE GRANTED PLANNING PERMISSION, WILL BE PERMITTED WHERE THEY WOULD GENUINELY PROVIDE AFFORDABLE HOUSING PROVIDED THAT:-**

- (i) **THE SITE IS LOCATED IN, OR ON THE EDGE OF, ST. JUST OR A VILLAGE WHICH HAS A GENERAL SHOP, A PUBLIC TRANSPORT SERVICE AND, WHERE FAMILY DWELLINGS ARE PROPOSED, A PRIMARY SCHOOL WITHIN SAFE AND CONVENIENT WALKING DISTANCE;**
- (ii) **THE NUMBER AND TYPE OF DWELLINGS PROPOSED ARE RELATED TO AN IDENTIFIED NEED IN THE LOCALITY OF THE SITE THAT WOULD NOT OTHERWISE BE MET; AND**
- (iii) **THE OCCUPANCY OF THE DWELLINGS WILL BE SECURED, THROUGH THE USE OF CONDITIONS OR A PLANNING OBLIGATION, TO MEET LOCAL NEEDS IN PERPETUITY.**

Note: In the parishes of Penzance, St. Ives and Hayle the locality will be the relevant village; elsewhere it will include the relevant settlement or parish or an adjacent parish which has no villages meeting criterion (i) of this policy;

Other Special Needs Housing

8.3.84 The requirement for special needs housing is assessed by the Special Needs Accommodation Panel (SNAP) for Cornwall, a group made up of officers from the Health and Social Services Authorities, District Councils and the Probation Service. Local Special Needs Accommodation Groups (SNAGs) work in consultation with the Panel and reflect the particular issues in each District Council area. Priorities are based on the need identified jointly by the members of the Panel and include provision for those with physical and mental health disabilities, vulnerable women and homeless young people, ex-offenders, those with a history of substance abuse and people currently in long term institutional

care which no longer meets their needs. Provision of housing for people with disabilities, therefore, will normally be made according to the requirements indicated by the Panel and local Group but additional provision for individual needs will be considered sympathetically on sites acceptable in the context of the Plan's policies. Specific design requirements, where they are the subject of control, are set out in the Building Regulations. However, the importance of 'lifetime homes' which can be appropriate to differing needs is being recognised increasingly.

- 8.3.85 In considering housing for special needs a number of matters must be taken into account including the type of housing, accommodation arrangements, design and special modifications. In particular, the location should not be on the outskirts of population centres, away from amenities and services. Housing Associations are the main providers of new accommodation for people with special housing needs and proposals will normally come forward following consideration by the Panel of their suitability.

Housing for the elderly

- 8.3.86 The local requirement for housing includes that of elderly people needing smaller or specialised accommodation. Such housing can be provided within both market and affordable provision and specific proposals will be considered in the context of the Plan's housing policies.

Residential Care and Nursing Homes

- 8.3.87 The number of privately run residential and nursing homes increased considerably in the 1990s, mainly through the conversion of existing properties. Many of these properties were previously hotels and guesthouses and concern has been expressed about the loss of holiday accommodation in the District. The Area Health Authority and Social Services Department of the County Council have the responsibility for registering privately run homes and can take into account the demand on health and social care services. However, planning control can relate to the suitability of the premises and site location for the proposed use. Structure Plan Policy H 14 identifies the importance of easy access to services and facilities and of avoiding significant new building in the countryside or loss of hotel accommodation. The Council's policy requires that the consideration of applications takes into account matters such as accessibility without undue reliance on the private car and the location being well related to local facilities and services. Where a proposal involves the change of use of a hotel or guesthouse, the significance of the loss of holiday accommodation will be taken into account as required by POLICY TM-2 (para. 10.3.7).

- 8.3.88 In considering specific schemes for residential care and nursing homes the Local Planning Authority must be satisfied that the development will be suitable for the need identified. Proposals will, therefore, be the subject of consultation, where relevant, with the Special Needs Accommodation Panel or local Group, the Health Authority, Social Services department and Chief Fire Officer. Safe access and parking for community transport vehicles or ambulances will be required and other relevant requirements of the General Development Guidance policies (Section 5) must be met.

- 8.3.89 **POLICY H-16 PROPOSALS FOR RESIDENTIAL CARE AND NURSING HOMES WILL BE PERMITTED PROVIDED THAT:-**
(i) THE SITE IS LOCATED WITHIN A TOWN OR THE PROPOSAL RELATES TO THE CONVERSION OF AN EXISTING PROPERTY IN A VILLAGE LISTED IN POLICIES

- H-5 OR H-6 WHICH IS CONVENIENTLY ACCESSIBLE BY PUBLIC TRANSPORT; AND**
- (ii) THE ACCOMMODATION INCLUDES AN AREA OF PRIVATE OPEN SPACE FOR RESIDENTS' EXCLUSIVE USE WHICH IS ADJACENT AND EASILY ACCESSIBLE.**

WHERE PROPOSALS INVOLVE THE CHANGE OF USE OF A GUESTHOUSE OR HOTEL THEY MUST NOT BE IN CONFLICT WITH POLICY TM-2.

EXTENSIONS TO PROPERTIES OUTSIDE THE TOWNS WILL NOT BE PERMITTED WHERE IT IS LIKELY THAT THERE WOULD BE AN INCREASE IN THE NUMBER OF TRIPS GENERATED.

Gypsy Sites

- 8.3.90 While local authorities have a discretionary duty to provide gypsy sites, no sites have been provided in Penwith. However the County Council recommends that appropriate types of sites are provided within each District in accordance with the need identified. The emerging Housing Act (2004) is likely to require local authorities to carry out a needs assessment relevant to gypsies and travellers.
- 8.3.91 Circular 1/94 "Gypsy Sites and Planning" intends that the planning system recognises the need for accommodation which is consistent with gypsies' lifestyle, and refers to gypsies as "persons of nomadic habit of life, whatever their race or origin." Local Plans are required to include locational or criteria based policies for gypsy site provision to provide guidance in dealing with planning applications, whether from local authorities or private individuals. The Circular accepts that it will not normally be appropriate to make provision for sites in areas where development is severely restricted, for example in the Area of Outstanding Natural Beauty, Sites of Special Scientific Interest and other protected areas.
- 8.3.92 The location of gypsy sites needs to take account of many of the factors relevant to the location of permanent residential development, such as accessibility to local services and facilities; the proximity of a school will be relevant to the location of a permanent site for example. The impact on the countryside will be an important consideration but it is accepted that sites within existing settlements will not usually be appropriate. Sites should therefore be located where they are unobtrusive in the landscape. Structure Plan Policy H 15 identifies that provision should have regard to the number and distribution of gypsies in Cornwall and their differing accommodation requirements, the relationship with local services and the effect on other land uses, landscape, nature conservation or the historic environment.
- 8.3.93 Where relevant the requirements of the General Development Guidance policies (Section 5) must be considered, especially in relation to scale and siting, landscaping, screening, conflict with other interests, access, approach roads and the provision of essential services. While the County Council's approach in recommending the provision of transit and permanent sites across Cornwall is noted, the District Council has not accepted the necessity of making such provision within the Penwith area. As with other kinds of development, therefore, the importance of protecting the character of the District will be weighed against the importance of the development.

- 8.3.94 **POLICY H-17: PROPOSALS FOR THE DEVELOPMENT OF GYPSY SITES WILL BE PERMITTED PROVIDED THAT:-**
- (i) **THE PROVISION IS RELATED TO THE REQUIREMENT IDENTIFIED IN THE DISTRICT BY THE LOCAL AUTHORITIES;**
 - (ii) **THE SITE SHOULD HAVE WELL DEFINED BOUNDARIES AND BE CAPABLE OF BEING EFFECTIVELY SCREENED BY LAND FORM, TREES OR PLANTING;**
 - (iii) **THE USE OF THE SITE WOULD NOT BE LIKELY TO HAVE AN ADVERSE EFFECT ON OTHER LAND USES IN THE VICINITY;**
 - (iv) **PERMANENT SITES HAVE SAFE AND CONVENIENT ACCESS TO SCHOOLS, SHOPS, OTHER COMMUNITY FACILITIES AND EMPLOYMENT OPPORTUNITIES AND**
 - (v) **TRANSIT SITES ARE LOCATED CLOSE TO, AND ACCESSIBLE FROM, THE PRIMARY ROUTE NETWORK.**

PROVISION WILL NOT BE APPROPRIATE IN, OR WHERE THERE WOULD BE AN ADVERSE IMPACT ON, THE AREA OF OUTSTANDING NATURAL BEAUTY, HERITAGE COAST OR OTHER AREAS DESIGNATED AS BEING OF NATIONAL IMPORTANCE FOR THEIR NATURE CONSERVATION, ARCHAEOLOGICAL, HISTORIC AND GEOLOGICAL VALUE.

Design, Layout and Densities

- 8.3.95 The design and layout of residential development are significant factors in achieving sustainable development and a wide range of issues requires consideration in this respect. The style of development and use of materials, energy efficient design, provision for walking and cycling, the avoidance of pollution, landscaping, tree planting and the creation of attractive and safe surroundings for housing are all relevant in reducing the impact of development, conserving local and global resources and improving environmental quality.
- 8.3.96 Supplementary Planning Guidance in the form of the Cornwall Design Guide for Residential Development provides useful advice on design and layout issues. The Guide is prepared by the County Council and emphasises the importance of good design in achieving safe, attractive, convenient and nuisance-free environments for people to live in and providing a clear basis for negotiations between the highway and planning authorities and developers. It includes criteria and ideas on a wide range of issues including design for sustainable development; roads, footpaths and cycleways; landscaping and trees; and security as well as the grouping and design of buildings.
- 8.3.97 Structure Plan Policy ENV 12 and the Cornwall Design Guide emphasise the importance of local distinctiveness in design and the use of materials and these principles are carried forward in POLICIES GD-1 and GD-2 of the Local Plan (paras. 5.3.3 and 5.3.7). It is intended that the District Council will produce its own Design Guide to relate more specifically to issues in Penwith and with the aim of assisting in the achievement of more sustainable design and use of materials.
- 8.3.98 The conservation of energy is a key issue which the Government has asked local authorities to have regard to in preparing development plans. The location of new housing, and the effect on travel patterns, has already been referred to (para. 8.3.15). However, the effect that housing design can have on the efficiency of

energy consumption should also be considered, for example the materials used, the degree of insulation and the inclusion of specific energy saving ideas, such as solar collection, as well as house types and orientation. Many such aspects of design are covered through the Building Regulations but there remains a requirement to focus attention on energy conservation considerations as well as the wider environmental implications of certain aspects of house design such as the use of non-polluting materials from managed and sustainable sources. POLICY GD-2 (para. 5.3.7) includes a requirement for design measures to promote energy efficiency and the proposed Design Guide will provide more detailed guidance on implementation.

- 8.3.99 Making provision for walking and cycling which is safe, convenient and attractive is required in new development by POLICY GD-2 (para. 5.3.7). Footpaths are features that should not only be retained but enhanced within the layout of the site. The importance of safeguarding the enjoyment, practicality and convenience of existing rights of way, and of providing satisfactory footpath networks within areas of development, is required by POLICIES TP-5 and TP-6 (paras. 12.3.33 and 12.3.35). Parking provision will be considered in the context of POLICY TP-12 (para. 12.3.59).
- 8.3.100 Emphasis will be required on tree planting and landscaping as well as the provision of communal amenity space wherever possible. The need to protect existing trees is emphasised in POLICIES CC-12 and TV-4 (paras. 6.3.57 and 7.3.14). New planting should focus on native species which help to integrate development into its surroundings and should encourage the establishment of natural habitats for wildlife. POLICY GD-3 (para. 5.3.9) requires the incorporation of landscaping and planting which reflects the character of the surroundings and, where practicable, supports a variety of species. The District Council has a policy of adoption of communal open space, when requested, provided that the requirements of the Operational Services Department relating to the size and laying out of the site is first obtained and a lump sum payment, based on a 20 year maintenance period, is deposited with the Council.
- 8.3.101 Circular 5/94 "Planning Out Crime" draws attention to the contribution appropriate design, layout and landscaping of new development can make to the prevention of crime and POLICY GD-2 (para. 5.3.7) requires that the design and layout of development should include measures to reduce the risk of crime. Design guidance can be provided by Police Architectural Liaison Officers while police forces promote the "Secured by Design" scheme which includes advice on new housing. The Council has agreed a "Designing out Crime Protocol" with the Devon and Cornwall Constabulary to ensure that crime and disorder issues are fully considered when making planning decisions. POLICY GD-4 (para. 5.3.11) requires that adequate essential services are available and that measures are taken to prevent noise, light, air or water pollution and flooding.
- 8.3.102 The provision of housing specially designed for those who are disabled is referred to in paras. 8.3.84 to 8.3.85. However, the practicalities of providing an accessible environment for those with mobility problems, including wheelchair users, as well as for those with young children in pushchairs, must also be considered in designing housing layouts and is required by POLICY GD-2 (para. 5.3.7).
- 8.3.103 Issues relevant to the design, layout and density of residential development that are not covered by other policies in the Plan are included in the following policy. Low density development often tends to result in higher cost housing which is inappropriate to local needs and does not make the best use of available sites. PPG13 advises that the density of development should be increased at and

around places with good accessibility to public transport and that low density development should be avoided. PPG3 defines developments of less than 30 dwellings per hectare as an inefficient use of land and advises local authorities to encourage development at between 30 and 50 dwellings per hectare. The relevance of higher density development to the provision of 'affordable' housing has been considered (para. 8.3.70) while the Government has called for a greater emphasis on the provision of smaller, lower priced housing which avoids wasteful use of land. Building at higher densities can also be more energy efficient and it may be easier to achieve a development more sympathetic in scale and character to existing traditional housing. The characteristics of sites will vary across the District but higher densities will be sought in town centres and will also often be appropriate on small sites in villages where they would be in keeping with the character of the village. It will remain important to achieve a good standard of design and the provision of both private and public amenity space; the Cornwall Design Guide provides valuable advice on how this can be achieved. Densities will usually be calculated by including the areas of the dwellings together with ancillary uses such as gardens, garages, residents' play or amenity space, parking and access roads within the site.

- 8.3.104 The importance of providing 'affordable' housing which is relevant to identified local needs is emphasised in the Plan but there remains a requirement for general housing development to include provision of smaller and lower cost dwellings, within a range of dwelling types and sizes, and to redress any imbalance in the available housing stock. The number of one or two person households has increased in recent years and proposals for new development should include housing relevant to their needs. A significant proportion of new housing is provided on small sites and the efficient use of such sites in line with the density objectives in PPG3 will be compatible with the provision of dwellings suitable for smaller households. On larger sites (10 or more units in urban areas) and within the overall provision of housing the mix of housing should reflect the composition of households in the area. The more detailed results from the 2001 Census will provide additional guidance in this respect and will be reflected in development briefs and supplementary planning guidance. Monitoring the size of dwellings completed will also provide information on the overall mix to be sought.
- 8.3.105 POLICY R-2 (para. 11.3.16) places emphasis on the provision of children's play space in locations which are appropriate in terms of safe access and visibility and seeks to protect such provision from other uses. Suitable playing space should be provided in any housing development where there are likely to be children. The Cornwall Design Guide identifies that appropriate road design in residential areas can help create a safe and nuisance free environment. The provision of adequate and convenient car parking, the restriction of vehicle speeds and the discouragement of non-access traffic are all important in this respect; specific requirements are the subject of consultation with the Highways Authority while planning policies identify the principles to be followed.
- 8.3.106 **POLICY H-18: THE DESIGN AND LAYOUT OF RESIDENTIAL DEVELOPMENT WILL BE REQUIRED TO:-**
- (i) **MAKE THE MOST EFFICIENT USE OF THE LAND AVAILABLE AND ACHIEVE A DENSITY OF BETWEEN 30 AND 50 DWELLINGS PER HECTARE NET OR, ON SITES WITH GOOD PUBLIC TRANSPORT ACCESSIBILITY, MORE;**
 - (ii) **DISCOURAGE EXTRANEIOUS TRAFFIC FROM USING RESIDENTIAL ACCESS ROADS AND BE COMPATIBLE WITH 20 MPH ZONES; AND**

(iii) PROVIDE FOR DWELLING TYPES AND SIZES THAT ARE APPROPRIATE TO THE MIX OF HOUSEHOLDS IN THE AREA.

GENERAL AMENITY SPACE AND, WHERE FAMILY DWELLINGS ARE PROPOSED, CHILDREN'S PLAY SPACE WILL BE REQUIRED WHERE PROVISION IN TERMS OF GARDEN SPACE OR IN THE IMMEDIATE LOCALITY IS INADEQUATE TO SERVE THE DEVELOPMENT.

Supply of Land for Housing

- 8.3.107 The supply of land at the April 1991 base date, approximately 2,000 dwellings, had increased by April 2000 to almost 3,500 dwellings including 2,200 units completed between 1991 and 2000 and equated to approximately 5.4 years' supply in the context of the Structure and Local Plan requirement. By April 2001 this figure (the survey data referred to at the Local Plan Inquiry) had increased to 3628. Table 1 summarises the various elements of the supply of land for housing during the Local Plan period, including allowances for unidentified small sites. The allowances are based on 50% of the past rate of development on such sites which are defined as those providing up to 10 units in urban areas, up to 5 units in rural areas and for which continuing provision is made in the Plan's policies. The results of the Urban Capacity Study (paragraph 8.3.13) have informed the allowances made which will be regularly assessed as part of the ongoing monitoring of housing provision and the Plan's approach.

TABLE 1/B: SUPPLY OF LAND FOR HOUSING

	Number of Dwellings		
	General Market	Affordable Target	Total
Local Plan Requirement	About 3400	1400	About 4800
Completions 1991-2001:-	1771	664	2435
Allowance for future completions on small sites:-			
Urban (up to 10units)	(476)	(100)	576
Rural (up to 5 units)	(689)	(50)	739
Under Construction April 2001 (not including small sites):-			
Urban (11+ units)	62	-	62
Rural (6+units)	21	-	21
Dwellings with planning permission (not including small sites):-			
Urban (11+ units)	284	66	350
Rural (6+ units)	145	-	145
Proposals:-			
Hayle Harbour	300	100	400
Penwith Street-Cross Street	-	20-30	20-30
St. Erbyns	10	-	10
Newtown Lane-Wharf Road	20	10	30
Queen Street	12	-	12
Alexandra Road/W. Promenade	20	10	30
Chywoone Hill	10	-	10
Madison Terrace	49	21	70
Copper Terrace	25	10	35
Loggans Estate	-	12	12
Alexandra Road-St. Ives	-	10-14	10-14
The Stennack	12	-	12
Target for additional affordable housing schemes on windfall sites (Policy H-3)	-	320	320
	3906	1400	5306

Notes: (1) No allowance has been included for larger "windfall" sites meeting the requirements of Policy H-3.

(2) The distribution between market and affordable within the allowance for small sites is indicative.

8. HOUSING

Summary of POLICIES and PROPOSALS

TOPIC	LOCAL PLAN POLICIES/PROPOSALS	STRUCTURE PLAN POLICIES 1997 (2004)
Level of provision and affordable housing target	H-1	H 1, H 3, SP 1 (Policy 8)
Location of housing		H 2 (Policy 10)
Protecting the built environment	H-2 (TV-1, TV-2, TV-3, TV-6, R-3)	
Development in towns Penzance, Newlyn, St. Ives and Hayle Allocated Sites	H-3 (TV-A, TV-D) H-A, H-B, H-C, H-D, H-E, H-F, H-G, H-H, H-I, H-J	H 2 (Policy 10)
Rural areas St. Just	H-4	
Development in villages	H-5, H-6, H-7	H 9, H 10 (Policies 10 & 26)
Housing outside towns and villages	H-8 (H-10, H-11)	H 11
Replacement or extensions in rural areas	H-9 (GD-1, GD-2, TV-10, TV-12)	
Sub-division of existing dwellings	H-10 (TM-2)	
Conversion of non-residential buildings	H-11 (E-10, TM-12, GD-7)	ENV 11 (Policy 10)
Dwellings over town centre premises	H-12	
Affordable housing Planned sites 'Exception' sites	H-13, H-14, H-15	H 12, H 13 (Policy 9)
Other special needs housing Residential care and nursing homes	H-16 (TM-2)	H 14
Gypsy sites	H-17	H 15
Design, layout and densities	H-18, (GD-1, GD-2, GD-3, GD-4, CC-12, TV-4, R-2, TP-6, TP-7)	H 3, ENV 12 (Policies 16, 21, 25 & 26)

Section 9

Employment

9. EMPLOYMENT

9.1 INTRODUCTION

- 9.1.1 The creation of more and better paid job opportunities is given high priority in the Local Plan both to alleviate existing levels of unemployment and accommodate the estimated increase in the workforce during the period to 2011. However, the Government makes it clear that economic growth and a high quality environment have to be pursued together and one of its key aims is to encourage continued economic development in a way which is compatible with its stated environmental objectives.
- 9.1.2 The disadvantages of the area's economy have been reflected by various designations which attract financial assistance from both the UK Government and the European Commission. Cornwall and the Isles of Scilly qualifies for assistance through the European 'Objective One' designation. The Objective One Structural Fund is targeted at areas where prosperity as measured by GDP per capita, is 75% or less than the European average. In July 1999, Cornwall and Isles of Scilly were designated as an Objective One area under the new structural fund regulations. This covers the period of 2000 – 2006 and in total a figure of around £314 million will be available to achieve economic, physical and social regeneration.
- 9.1.3 The District Council has a specific power, through the Local Government and Housing Act, 1989, to promote the economic development of its area and has adopted policies in support of a range of initiatives. An Economic Development Statement is produced to identify the measures the Council intends to pursue in promoting the economy of the District. The Council provides an information service on site availability for developers and local businesses and has an important co-ordinating role with other agencies in encouraging economic development. As the Local Planning Authority the District Council is responsible, through the Local Plan process and in determining planning applications, for the identification and assessment of sites and opportunities for employment growth.
- 9.1.4 Penwith's location at the far end of a long narrow county, which is itself at the far end of the South West Region of England, has made it difficult to attract or sustain new industries. The high level of unemployment has been a serious problem in Cornwall and levels in Penwith are consistently even higher. In April 1991 unemployment rates in Penwith were 16.6% (Penzance and St. Ives Travel to Work Area). While this figure had reduced to 4.2% by 2001 (Census 2001). Penzance was still higher than that for Cornwall and above the UK average of 3.4%. There is also a marked seasonality in unemployment levels with a difference of over 3% between January and July rates in 2001.
- 9.1.5 Employment in the District is concentrated in the provision of services. Since 1981 employment in the service sector has increased, whilst manufacturing, fishing and construction have continued to decline. The service industry provides about 19% of employed positions in the Penwith District based on the 2001 Census. This compares with 8.3% in manufacturing industries, 5.4% in agriculture, forestry and fishing and 8.6% in construction, mining, energy and water supply.
- 9.1.6 The local economy is also characterised by low average earnings. When compared with other counties in Great Britain, Cornwall consistently comes near or at the bottom in terms of average gross weekly earnings. The 2000 average gross weekly earnings for men were 25% below the British average and female

earnings were 16% below the national average. The gap between local and national rates for men has tended to widen in recent years but there has been some improvement for women. The average weekly earnings for all workers in Cornwall excluding overtime were £334.20 compared with £444.30 in England (New Earnings Survey, 2001). Office for National Statistics (ONS) estimates for Local Authority districts in 2002 place Penwith at a lower earnings level than other districts in Cornwall.

9.2 POLICY BACKGROUND

9.2.1 Planning Policy Guidance "Industrial and Commercial Development and Small Firms" (PPG 4) and PPG 7 "The Countryside – Environmental Quality and Economic and Social Development" (PPS 7 'Sustainable Development in Rural Areas' has been published for consultation) are the most obvious sources of planning policy advice from Central Government on employment issues but guidance on a range of matters including town centres, retailing and tourism is also relevant. PPG 12 "Development Plans" (and emerging PPS12 "Local Development Frameworks") sets the scene on the content of plans; local plans are required to be in general conformity with policies in structure plans relating to industrial, business, retail and other employment generating development. In particular, PPG 12 makes it clear that the Government intends that development and growth should be sustainable and will continue to develop policies which are consistent with this principle.

9.2.2 In PPG 4 "Industrial, Commercial Development and Small Firms" increased emphasis is placed on the need for development plans to take account of both the locational demands of business and wider environmental objectives and provides guidance on a range of issues. These include the location of new development so as to avoid additional congestion and reduce the length and number of trips, especially by private vehicles, the approach to a mixture of uses in rural and residential areas, the re-use of vacant land in urban areas and the provision, by developers, of factories or other premises suitable for use by small firms.

9.2.3 PPG 7 "The Countryside – Environmental Quality and Economic and Social Development" carries forward the Government's policies for the countryside which are set out in the White Paper "Rural England: A Nation Committed to a Living Countryside". The White paper stated six principles for the future of the countryside:-

- * the pursuit of sustainable development;
- * shared responsibility for the countryside as a national asset, which serves people who live and work there as well as visitors;
- * dialogue to help reconcile competing priorities;
- * distinctiveness, approaching rural policies in a way which is flexible and responds to the character of the countryside;
- * economic and social diversity and
- * sound information as the basis for effective policies.

Development plans are seen as the means by which development to sustain economic activity in rural areas can be promoted while protecting the countryside. Economic development issues covered by the guidance include land use change and diversification, the protection of the best agricultural land and agricultural development, rural businesses, tourism, sport and recreation and the re-use and adaptation of rural buildings. Both PPG 4 and PPG 7 include advice on Environmental Assessment. The emerging Planning Policy Statement number 7

"Sustainable Development in Rural Areas" reflects the Government's objectives for rural areas including:

- * to raise the quality of life and the environment in rural areas;
- * to promote more sustainable patterns of development;
- * promoting the development of the English regions by improving their economic performance so that all are able to reach their full potential;
- * to promote sustainable, diverse and adaptable agriculture sectors.

9.2.4 The Regional Planning Guidance (RPG 10) identifies that there is a need to encourage new business and enterprise throughout the area in order to revitalise and diversify the region's economy and that plans should ensure that sufficient provision is made for land for employment related development, in terms of both quantity and quality. Emphasis is placed on the distribution of economic development in the major urban areas of the region but also on the need for plans to recognise the potential of small towns to provide employment for their own population and for surrounding rural areas. Other matters referred to include employment development of an appropriate scale, and which meets local needs, in rural areas, farm diversification and the relevance of transport policies in considering the location of development.

9.2.5 The Structure Plan carries forward policies on the issues identified above. In particular there are policies on the provision of new industrial land in each District, the location of land for industry, the retention of industrial sites and buildings for industrial purposes, provision for light industry and offices in urban areas, accommodation for employment uses including the re-use of existing buildings in rural areas, industrial development essential to agriculture or the rural economy, higher education and associated science park development, the use of waterside sites for maritime industries and development related to the fishing industry. The emerging Structure Plan, due for publication later this year, also details that a range and choice of marketable and quality sites for employment should be made available based on assessments of likely demand from existing and new firms. (Policy 12, 2004)

9.2.6 The District Council's aims are:-

- * to support existing businesses and industries in all sectors and to encourage their growth;
- * to encourage developments which provide wider and better paid job opportunities;
- * to carefully relate the scale and type of development to the environment and character of the District;
- * to attract investment to the area; and
- * to increase the level of prosperity through partnership with those in the private and other public sectors.

Existing businesses include those in agriculture, fishing, manufacturing, retailing, other services and tourism and these aims are relevant to all aspects of the economy. Considerable emphasis is placed on the Council working together with a wide range of organisations in developing the local economy. These include the European Commission (EC), Government Departments, the South West of England Regional Development Agency (SWERDA), the Department for Environment, Food and Rural Affairs (DEFRA), Cornwall Enterprise, the County Council and local bodies such as the West Cornwall Enterprise Trust, Parish and Town Councils and Chambers of Commerce. Through partnership, particularly

with SWERDA, and the assistance of both national and European grants, new industrial sites have been acquired and serviced and workspace provided.

- 9.2.7 In addition to the Council's own statement for the Penwith area the Authority is involved, with other agencies, in the formulation of strategies for wider based areas and for the implementation of specific development programmes. The Council, mainly through its Regeneration, Tourism and Leisure Service, seeks to focus attention on the opportunities and potential of the area, for example, through the preparation and adoption of a strategy for the Creative Industries sector, and through the encouragement of IT based businesses which are not disadvantaged by the distance from major commercial centres. The Community Plan, Penwith 'A Vision for the Future' (2003) supports the need to strengthen the local economy. Objective E2 looks to improve the capacity of local business in Penwith and Objective E5 aims to increase the number of local jobs. The Council's Economic Development Statement reflects and complements these documents and others in seeking a co-ordinated approach to the promotion of economic development in Penwith.

9.3 **POLICIES AND PROPOSALS**

Sustainable Approach

- 9.3.1 The special character of Penwith, in terms of its environment and its location, presents both opportunities and constraints for economic development. In many respects the generation of growth in the local economy rests on changing the image of the District as purely a beautiful place to live or visit on holiday and the perception that inaccessibility is a problem. These factors clearly have economic advantages, in terms of tourism marketing for example, but it must also be demonstrated that there are opportunities for economic development which are compatible with the protection of the District's landscape, heritage, wildlife and culture as well as the environment in the broadest terms. This can be achieved but needs a clear recognition of the need for development to make a sustainable contribution to the local economy and to provide genuine and better paid employment opportunities of a scale which is appropriate to the District. Emphasis is also required on the use and retention of suitable sites and buildings for employment generating uses, rather than for additional housing development which does not meet need in the area. In terms of 'peripherality', improvement of air, road and rail journey times, and a revolution in the development of telecommunications, allow for a different view to be taken in many areas of business towards communications at local, UK and international levels.
- 9.3.2 This section seeks to facilitate employment initiatives that will strengthen and broaden the local economy, while at the same time meet environmental objectives relating to the protection of the character and special values of Penwith. Policies and proposals relate industrial land provision closely to the estimated level of job creation requiring new sites and carry forward those objectives that relate to the efficient use of land and existing buildings, reduction in the need to travel and reliance on use of the private car, maximising service provision and maintaining and improving the role of towns and villages as centres of commercial activity. The aim of this approach is to meet social and economic, as well as environmental, requirements.
- 9.3.3 The planning system plays an important role in integrating environmental and economic objectives and planning authorities have to ensure that development plans contain clear land use policies for different types of industrial and commercial development as well as positive policies to provide for the needs of

small businesses. They should aim to ensure that there is sufficient land available which is capable of development and ensure the area is well served by infrastructure with a variety of sites available to meet differing needs. It is also important to retain suitable industrial premises for that use and to utilise previously developed sites where practicable.

9.3.4 The extent to which planning policies can address specific local employment issues must be fully considered but in some respects is limited. For example, the issue of low average earnings cannot be specifically addressed except by a policy approach which will generally encourage the development of a broader based economy with a wide range of training and employment opportunities. Planning policy can, however, influence the provision of additional employment when the economic 'climate' is right, for example by allowing for the expansion of existing firms and the start up and relocation of new businesses. The availability of suitable sites or premises is a key element in encouraging such development.

9.3.5 The Structure Plan's underlying objective is to achieve sustainable development (Policy SP 1, 1997 & Policy 1, 2004) and it emphasises that regard should be paid to the economic and social well-being of local communities as well as the environmental implications of development. The Plan's approach to policies for urban and rural employment, industry and commerce is based on a reduction in the January 1991 level of unemployment in Cornwall, close to 20,000 people, and the forecast increase in the economically active population. Within Penwith a total requirement of 3,550 new jobs, between 1991 and 2011 is identified. However, the Plan identifies that, as in the past, job growth is not likely to keep pace with increases in the economically active population, let alone make substantial inroads into underlying unemployment. It is anticipated that most of the increase in jobs will be provided within the service sector in wholesale, retail, banking and business services, professional services and health and education. Of the total job requirement in Penwith it is estimated that just over 2,000 jobs could be provided without requiring the provision of additional industrial land with new serviced sites being needed for 1,420 jobs.

9.3.6 The strategy in the Local Plan for employment related development can be summarised as follows:-

- * to allow for development that can be well integrated with the scale and special character of the District and meet the requirements of the Cornwall Structure Plan;
- * to focus development on locations which are accessible to the majority of the District's population without undue reliance on the private car and
- * to place emphasis on retaining or providing sites which will enable local businesses to expand or new ones to become established.

POLICY E-1 follows from this strategy and provides the 'key' approach to industrial and business development by requiring that development should make a positive and sustainable contribution to the local economy. Matters to be taken into account in determining that a proposal would make such a contribution will include whether effective use is made of the site, in terms of the layout of development and employment likely to be generated on or off site, the provision of premises to cater for various types of business, for example in a range of sizes, and the effects of the development on the character and economy of the District.

9.3.7 **POLICY E-1: INDUSTRIAL AND OTHER BUSINESS DEVELOPMENT WILL BE PERMITTED WHERE IT WOULD MAKE A POSITIVE AND SUSTAINABLE CONTRIBUTION TO THE LOCAL ECONOMY IN TERMS OF :-**

- (i) GENERATION OF ADDITIONAL EMPLOYMENT OPPORTUNITIES OR AN IMPROVEMENT IN EFFICIENT OPERATION OF AN EXISTING LOCAL FIRM;
 - (ii) SAFEGUARDING NATURAL RESOURCES AND THE QUALITY OF THE BUILT ENVIRONMENT;
 - (iii) THE SCALE OF THE DEVELOPMENT BEING RELEVANT TO THE EMPLOYMENT NEEDS OF THE LOCALITY;
 - (iv) BEING ACCESSIBLE, WITHOUT UNDUE RELIANCE ON USE OF THE PRIVATE CAR, TO THE POTENTIAL WORKFORCE AND
 - (v) MAKING EFFICIENT USE OF LAND AND BUILDINGS.
- THE MAJOR EMPLOYMENT NEEDS OF THE DISTRICT SHOULD BE MET BY AVAILABLE INDUSTRIAL LAND AND THE SITES PROPOSED IN THE LOCAL PLAN.

Spatial Strategy

9.3.8 Employment opportunities are centred on the towns of Penzance, Newlyn, St. Ives and Hayle where the majority of the population live, where services are provided and where road, rail and sea links are available. The Structure Plan emphasises that industrial, commercial or business development should be located mainly within or well integrated with the existing built up areas and should minimise the need to travel and encourage access by alternative means to the private car. It is identified that travel demand should be reduced by making full and effective use of land in urban areas, locating major trip generators in areas well served by transport and giving priority to redevelopment sites in the vicinity of major public transport nodes. Other locational considerations referred to include the need to minimise adverse impact on the landscape, agricultural, nature conservation or historic values, the use of derelict or previously developed sites and take account of accessibility to the primary route network and working ports or railway sidings. (Policies SP2 and E2, 1997 & Policies 1, 2, 3 & 12, 2004). The approach to employment generation will continue to focus on the urban centres which are easily accessible to services, customers and the local workforce and meet the need to reduce unnecessary travelling and reliance on the use of private transport. Vacant land and existing premises, especially in urban areas, represent a valuable resource which should be utilised for industrial or other business uses subject to appropriate safeguards (POLICY E-2, para. 9.3.13 and POLICY E-10, para. 9.3.72). In rural areas, smaller scale development appropriate to the social, economic and environmental needs of the location will be important in supporting the rural economy and will be focused on St Just and the principal villages. The re-use of existing buildings in the countryside will also be given full consideration.

9.3.9 In addition to the focus of commercial activity on the town centres there are serviced industrial estates on the edge of all the main towns which accommodate a range of manufacturing and service sector businesses including the local distribution of goods. These sites have an important role to play, both in providing employment opportunities close to the biggest population centres and in avoiding traffic congestion and conflict between uses within the towns. The retention of existing industrial land for industrial uses is extremely important in maintaining a supply of sites without adding to the requirement for new land (POLICY E-10, para. 9.3.72). However, as identified in the Plan Strategy there are no opportunities to provide suitable additional serviced industrial land within the urban areas. St Ives and Newlyn are densely developed. The industrial estates serving Penzance are already located outside the towns on sites adjacent to the main approach road as a result of a lack of suitable sites within the built up area. In Hayle derelict industrial areas in the harbour area are proposed for

redevelopment but it is considered essential that, while the existing level of industrial and storage facilities should be retained, and business opportunities improved a mixture of uses, including residential, be allowed for in order to encourage regeneration (PROPOSAL TV-D, para. 7.3.119)

- 9.3.10 It is important to consider whether derelict or other previously developed land could be used for the provision of additional serviced land. However, while there is a considerable amount of derelict land recorded in the District most of it is naturally regenerating and has not been identified as justifying reclamation, other than mineshaft capping. In addition it is not generally located close to the main centres or necessary service networks which would result in high cost of servicing and, in most cases, reliance on the private car and intrusion in the landscape. Available previously developed sites, with the exception of Hayle harbour which has already been referred to, are unsuitable for industrial estate development because of their size and location. It should also be recognised that where sites are equally suitable for housing, the difficulties of bringing forward industrial development would be exacerbated by site costs.
- 9.3.11 Ideally sites should be provided, if not within, on the edges of the main towns, particularly Penzance. However, Penzance, Newlyn, St. Ives and Hayle are all significantly constrained by land of high agricultural and landscape quality. It is recognised in the Structure Plan that the environmental assets and resources of Penwith perhaps influence development patterns more than in any other district in Cornwall and that there are particular difficulties in finding environmentally acceptable industrial sites close to Penzance. The implications of developing additional serviced land on the edges of towns must be balanced, therefore, against alternative locations which offer similar or improved, accessibility benefits. POLICY ST-1 (para. 3.3.8) identifies the St Erth Station area as being a location for the provision of serviced industrial land.
- 9.3.12 The General Development Guidance policies, in Section 5, set out the requirements to be met by all kinds of development. In particular POLICY GD-1 (para. 5.3.3) requires development to be integrated with its surroundings and its scale, siting and design to be in keeping with the character of the District, while POLICIES GD-2, GD-3, GD-4 and GD-5 (paras. 5.3.7, 5.3.9, 5.3.11 and 5.3.13) relate to design and layout, landscaping, access and parking, the provision of essential services and safeguards to prevent noise, light, air and water pollution. The effect of a proposal on the character of the area, especially in Conservation Areas, and compatibility with surrounding uses, particularly in residential areas, will be important considerations. Where proposals involve previously developed sites the requirements of POLICY TV-15 (para. 7.3.42) must be considered.
- 9.3.13 **POLICY E-2: PROPOSALS FOR INDUSTRIAL AND BUSINESS DEVELOPMENT, AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER, 1987 (AS AMENDED), WILL BE PERMITTED IN OR ON THE EDGE OF THE TOWNS OF PENZANCE, NEWLYN, ST. IVES, HAYLE AND ST. JUST.**
- IN ALL CASES THE PROPOSAL MUST BE COMPATIBLE WITH SURROUNDING USES AND THE CHARACTER OF THE AREA.**

Use of Vacant Land and Premises in Towns

- 9.3.14 The continued use of existing industrial sites and premises in urban areas is an important consideration, particularly in relation to avoiding unnecessary development on 'greenfield' sites on the edge of towns, and is provided for by

POLICY E-10 (para. 9.3.72). The conversion of existing buildings for industrial and business uses is also important and POLICY E-4 (para. 9.3.25) relates to this issue. Wherever possible, encouragement will be given to bringing vacant industrial sites and premises within towns back into industrial or business uses. Such development can contribute to town centre regeneration as well as to the enhancement of Conservation Areas and the townscape generally, providing both an economic and environmental benefit. In turn, funding for environmental initiatives may assist in bringing sites into use. PPG 4 places emphasis on the re-use of urban land and the identification of alternative uses, including industrial and commercial, in development plans.

- 9.3.15 The redevelopment of vacant and derelict sites in the town centre and harbour areas of Penzance and Hayle has been referred to in paragraph 9.3.9. In Hayle, PROPOSAL TV-D (para. 7.3.119) supports a mixture of uses in the South Quay, North Quay and East Quay areas, including port facilities, industrial and commercial as well as housing. The proposal specifically requires that provision is made for maintaining the existing level of industrial and storage facilities. In addition to these specific sites, other opportunities for the re-use of vacant sites and premises within the towns will be encouraged wherever practicable.

The Rural Economy

- 9.3.16 While development in the main towns, or on serviced industrial estates, will provide the majority of opportunities for employment, appropriate development in rural areas can also make an important contribution to the economy of the District. With employment in agriculture and other traditional rural activities continuing to decline there is a need to consider ways of strengthening and diversifying the rural economy. In line with relevant strategies there is a need for environmentally sustainable development, partnership and co-operative action, maintaining the distinctiveness of Cornwall, in terms of its culture and a thriving countryside, strengthening rural communities and locally based regeneration. Maximum benefit is sought from projects in terms of social, economic and environmental considerations. The development of technology in computing and telecommunications provides new opportunities which can be equally relevant to the rural areas as to businesses in towns, through working from home or in 'telecottages' which are centres where specialist facilities are provided for the shared use of small businesses and individuals. As well as providing the facilities, a telecentre can provide employment for those providing a service, such as word processing for example. Opportunities arising from new technology should be considered as well as indigenous or other locally based activities. While working from home is not likely to require planning permission, unless the scale of the activity is such that it changes the character of the dwelling, the development of telecentres can be encouraged through the construction or conversion of appropriate buildings as accepted by the policies for development outside, or in, towns and villages.

Development in Villages

- 9.3.17 It is identified in PPG 7 (PPS 7 'Sustainable Development in Rural Areas' is currently in consultation and will supersede PPG7) that the main focus of new development should be on existing towns and villages and other areas allocated in development plans, in order to promote sustainable development, and that plans should encourage employment opportunities suitable in scale to rural centres and also address the employment needs of the locality. The Structure Plan also emphasises, through Policy E 9 (Policy 12 & 26, 2004), that in rural areas accommodation for employment uses should be well integrated with a village or be provided by the re-use of appropriate existing buildings. The policy

also requires that the scale of development is appropriate to the character and employment needs of the locality. Other considerations are the availability of public transport and the need to discourage commuting from outside the area. It is important that decisions on development in rural areas should, wherever possible, give the greatest amount of people the opportunity to access facilities by public transport, cycling or walking. These considerations are important in Penwith where travelling to the main towns from the rural areas may be easier, and serve more than one purpose, than travelling to villages within the rural areas.

9.3.18 The suitability of villages in Penwith for industrial or business development should be related to their suitability for residential development and take account of employment needs. As a result, it is considered that only those villages with a range of facilities, including good public transport links to the main towns, or which provide other services to a locality away from the towns, are suitable for developments of more than one business unit on a particular site; relevant villages are listed in POLICY H-5 (para. 8.3.52). In other villages, listed in POLICY H-6 (para. 8.3.53), smaller scale development could be acceptable while in order to protect the special character and setting of the villages listed in POLICY H-7 (para. 8.3.54) industrial uses will only be acceptable where they can be accommodated by the conversion of suitable buildings. In all the villages listed, the re-use of existing buildings can provide industrial and business premises of a scale suitable to the village and is allowed for through POLICY E-4 (para 9.3.25). Where the construction of a new building is acceptable in principle, the development should be of a scale that is suitable for a village location taking into account the employment needs of the locality, the need to discourage travel from outside the area and accessibility to public transport. Larger scale development is only allowed for where it is essential to the needs of agriculture, forestry or associated industries (POLICY E-7, para. 9.3.35). The inclusion of a village in a policy accepting the development of industrial units does not imply that suitable sites will become available or that all proposals will be acceptable. The relevant requirements of the General Development Guidance policies (Section 5) and those in the Towns and Villages section (Section 7) must be met in every case, particularly in relation to scale and siting, access, landscaping, the avoidance of pollution and protection of the character and setting of the village.

9.3.19 **POLICY E-3: PROPOSALS FOR INDUSTRIAL AND BUSINESS DEVELOPMENT, AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER, 1987 (AS AMENDED), WILL BE PERMITTED IN OR ON THE EDGE OF THE VILLAGES LISTED IN POLICIES H-5 AND H-6 PROVIDED THAT, WHERE THE PROPOSAL IS FOR THE CONSTRUCTION OF A NEW BUILDING, IT IS OF A SCALE SUITABLE TO THE LOCALITY.**

NEW UNITS THAT ARE GREATER IN FLOORSPACE WILL BE PERMITTED PROVIDED THAT THEY ARE ESSENTIAL TO AGRICULTURE, FORESTRY OR ASSOCIATED INDUSTRIES AND THE OPERATIONAL NEEDS OF THE DEVELOPMENT REQUIRE SUCH A LOCATION.

PROPOSALS FOR THE CONSTRUCTION OF MORE THAN ONE UNIT ON A SITE WILL ONLY BE PERMITTED IN THE VILLAGES LISTED IN POLICY H-5.

IN THE VILLAGES LISTED IN POLICY H-7 SUCH DEVELOPMENT WILL NOT BE PERMITTED UNLESS IT CAN

BE ACCOMMODATED BY THE CONVERSION OF SUITABLE EXISTING BUILDINGS.

IN ALL CASES THE PROPOSAL MUST BE COMPATIBLE WITH SURROUNDING USES AND THE CHARACTER OF THE AREA.

Development Outside Towns and Villages

- 9.3.20 Outside the towns and villages identified in POLICIES H-5, H-6 and H-7 (paras. 8.3.52 to 8.3.54) development will generally be limited to that which has an essential reason for such a location. Development related to agriculture is considered in paragraphs 9.3.26 to 9.3.35 while proposals for recreation or tourism related projects in the countryside fall within the scope of policies in the Recreation and Tourism sections of the Plan (Sections 10 and 11). The conversion and re-use of existing buildings outside towns and villages is considered in the following paragraphs and POLICY E-4 (para. 9.3.25).

Re-Use of Existing Buildings

- 9.3.21 The importance of re-using existing buildings in towns has been identified (para. 9.3.14) and, as emphasised in PPG 7 (and emerging PPS 7), the re-use and adaptation of existing rural buildings also have an important role to play in meeting the need for business and industrial development as well as for tourism and recreation. While the use of existing buildings in towns and villages is in line with the overall approach to the location of industrial and business development, PPG 7 identifies a number of criteria to be met in assessing the suitability of rural buildings, including modern buildings, for re-use which relate to their form and construction, the environmental or other effects of the use proposed and any impact on town or village vitality resulting from a dispersal of economic activity.
- 9.3.22 Subject to the provisions of POLICY E-10 (para. 9.3.72), which seeks to retain the stock of employment premises in the locality, existing buildings in towns and villages may be equally suitable for a range of new uses, including residential and tourism related. However, PPG 7 advises that local planning authorities should consider the needs of their areas for business and residential conversions and, especially where the creation of local employment is a priority, may include policies in development plans that do not allow residential re-use of buildings in rural areas unless reasonable attempts to secure business re-use have been made or the residential use is a sub-ordinate part of a scheme for business use. This emphasis on employment uses rather than on residential is carried forward in Structure Plan Policy ENV11(Policy 26, 2004) and in POLICY H-11 in the Local Plan (para. 8.3.66).
- 9.3.23 A number of factors will need to be taken into account in assessing the suitability of buildings outside towns and villages for employment related use. For development to be sustainable it should be closely related to the rural economy, for example farm diversification or activities related to other rural industries. Businesses should preferably provide jobs or services for people already living or working in the locality rather than attracting activity away from urban or village centres. If the re-use of a building is associated with farm diversification a planning obligation may be sought to tie the building to the land to discourage subsequent fragmentation of the agricultural unit. The location of the site in relation to nearby communities, access to public transport and the capacity of approach roads will also be relevant in terms of traffic and trip generation. In more remote locations, conversion to holiday accommodation may be a more appropriate employment related use (POLICY TM-12, para. 10.3.50).

9.3.24 All proposals that are acceptable in principle must meet the requirements of the General Development Guidance policies in Section 5, in particular POLICY GD-7 (para. 5.3.20) which relates specifically to the suitability of proposals for conversion and the effect of a change of use on the building and its surroundings. The wider effect of the proposal on the landscape, including alterations to provide safe access, must be considered and in line with POLICY GD-5 (para. 5.3.13) the type of traffic likely to be generated must be accommodated safely without the need for access alterations that would have a significant adverse effect on the character or amenity of the area. Where proposals are acceptable in principle within the AONB the requirements of POLICY CC-3 (para. 6.3.13) must be met and in Conservation Areas the relevant policies in the Towns and Villages section (Section 7) will apply. In order to limit trip generation and the impact of traffic on rural roads, storage and distribution uses (Class B8 in the Town and Country Planning Use Classes Order) will not be acceptable outside towns and villages unless the building is easily accessible from the main road network.

9.3.25 **POLICY E-4: THE CONVERSION OF EXISTING BUILDINGS FOR THE INDUSTRIAL AND BUSINESS USES DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER 1987 (AS AMENDED) WILL BE PERMITTED WITHIN TOWNS AND THE VILLAGES LISTED IN POLICIES H-5, H-6 AND H-7 PROVIDED THAT THE PROPOSAL DOES NOT HAVE AN ADVERSE IMPACT ON THE CHARACTER OF THE BUILDING OR ITS SURROUNDINGS.**

OUTSIDE TOWNS AND THE VILLAGES REFERRED TO ABOVE SUCH DEVELOPMENT WILL ONLY BE ACCEPTABLE WHERE THE BUILDING IS OF A FORM, BULK AND GENERAL DESIGN WHICH IS IN KEEPING WITH ITS SURROUNDINGS AND, WHERE USES IN CLASS B8 ARE PROPOSED, IT IS EASILY ACCESSIBLE FROM THE PRIMARY AND COUNTY ROUTE NETWORK.

Agriculture

9.3.26 Although employment in agriculture is declining and there are many pressures facing the industry it remains an important part of the economy within the District. While support for primary agriculture remains a key theme, financial support for increasing or maintaining production is falling in response to surpluses in some agricultural commodities and assistance is being directed at alternative objectives, particularly those related to the protection of the environment. For example, the Environmentally Sensitive Area (ESA) designation is intended to encourage farmers to continue, or re-employ, traditional farming methods and other sources of support are shifting towards an agri-environmental basis. The ESA is considered in more detail in the Coast and Countryside section (para. 6.3.28) together with other sources of assistance and issues resulting from the impact of farming in the landscape.

Protection of Agricultural Land

9.3.27 The District contains land of significantly high agricultural quality, much of which borders Penzance, Newlyn, Hayle, St. Ives and a number of the major villages. As a result conflict often arises between development pressures and the need to protect agricultural land as a non-renewable resource. Policy E 7 in the Structure Plan seeks to safeguard the efficiency of farming from development while Policy ENV 8 offers a considerable degree of protection to the best and most versatile agricultural land (Policy 3 & 11, 2004). While both the UK Government and the

EC have taken substantial measures to restrict over production, including the 'set aside' of land, the need to protect the best and most versatile land as a natural resource for future generations, remains and is embodied in PPG 7 (emerging PPS 7) and other planning policy guidance. The importance of this resource is also recognised in the objectives and policies of the Local Plan.

9.3.28 The extent of the highest grades of land in Penwith, and their location close to the main centres of population, requires the inclusion of a policy in the Local Plan to identify the circumstances in which the use of such land could be accepted. Initially the importance of the development and the availability of alternative sites must be considered, this process should include development opportunities in built up areas and land in lower agricultural grades if it exists and land that is not of environmental value recognised by statutory designation. In addition, advice in PPG 7 states that, once agricultural land is developed, even for 'soft' uses such as golf courses, its return to best quality agricultural use is seldom practicable. Land graded 1, 2 and 3a is defined as the best and most versatile in PPG 7 (and emerging PPS 7) and it is to such land that the policy relates.

9.3.29 **POLICY E-5: DEVELOPMENT WHICH WOULD RESULT IN THE IRREVERSIBLE LOSS OF AGRICULTURAL LAND GRADED 1, 2 AND 3A IN THE DEPARTMENT FOR ENVIRONMENT, FOOD AND RURAL AFFAIRS CLASSIFICATION WILL NOT BE PERMITTED UNLESS THERE IS NO PRACTICABLE ALTERNATIVE AND THE IMPORTANCE OF THE DEVELOPMENT OUTWEIGHS THE NEED TO PROTECT THE BEST AND MOST VERSATILE LAND.**

IF AGRICULTURAL LAND NEEDS TO BE DEVELOPED, AND THERE IS A CHOICE BETWEEN SITES IN DIFFERENT GRADES (AGRICULTURAL LAND CLASSIFICATION GRADES 1-5), LAND OF THE LOWEST GRADE AVAILABLE SHOULD BE USED UNLESS OTHER SUSTAINABLE CONSIDERATIONS OUTWEIGH THE AGRICULTURAL LAND QUALITY CONSIDERATIONS.

Farm Diversification

9.3.30 Diversification into farming related and other activities can be an important element in improving the viability of individual farms and achieving a wider rural economic base. Policies in the Local Plan accept a range of development which can contribute to farm diversification. The conversion of existing buildings for small scale industrial uses in rural areas, is considered in paragraphs 9.3.21 to 9.3.25. The provision of holiday accommodation, including camping barns, the development of tourism or recreational facilities, including equestrian establishments, and the provision of stable accommodation are referred to in the Tourism and Recreation sections (Sections 10 and 11). In addition the development of renewable energy sources could provide commercial opportunities in parts of the District (POLICIES CS-9 and CS-10, paras. 13.3.44 and 13.3.46). These include coppice woodland and other energy crops which are potential sources of 'biomass fuel' and could be relevant to both agricultural diversification, and 'set aside', considerations.

9.3.31 Agricultural and forestry permitted development rights allow for farming and forestry needs to be met but not for farm diversification projects and PPG 7 (and emerging PPS 7) emphasises that they should not be used to circumvent normal planning policies relating to development in the countryside. Policy E 8 in the Structure Plan seeks to relate the scale and nature of farm diversification

schemes to the rural areas, utilising existing buildings and avoiding harmful effects on the countryside or the farm business. In order to make an ongoing contribution to the viability of individual farms and retain control over the scale of development diversification activities should remain ancillary to, and part of, the farm business rather than becoming a separate commercial enterprise that might be in conflict both with the running of the farm and with locational planning policies. Proposals will not be acceptable where they are in major conflict with other policies in the plan. However, there may be scope for development which would not generally be permitted outside towns and villages but could be appropriate as part of an existing farm business. Conditions will be used, or a Planning Obligation under Section 106 of the Town and Country Planning Act 1990 sought, to ensure that it remains part of the farming unit. The impact of such development on the character of the countryside will be reduced if existing farm buildings are re-used but, where new buildings are necessary, they should be closely integrated with those existing.

- 9.3.32 **POLICY E-6: PROPOSALS FOR FARM DIVERSIFICATION PROJECTS, OTHER THAN THOSE PERMITTED BY THE POLICIES RELATING TO EMPLOYMENT, TOURISM, RECREATION AND COMMUNITY SERVICES, WILL BE PERMITTED WHERE:-**
- (i) THEY WILL MAKE A CONTINUING CONTRIBUTION TO THE ECONOMIC VIABILITY OF AN EXISTING FARM UNIT AND**
 - (ii) THEY ARE BASED IN THE FARM COMPLEX AND, WHERE PRACTICABLE, UTILISE EXISTING SUITABLE BUILDINGS.**
- PLANNING PERMISSION WILL NOT BE GRANTED UNLESS OPERATION OF THE DEVELOPMENT AS PART OF THE FARM BUSINESS IS SECURED THROUGH THE USE OF CONDITIONS OR A PLANNING OBLIGATION.**

Note: The farm complex is considered to be the immediate boundary of the existing buildings.

Development Essential to Agriculture and the Rural Economy

- 9.3.33 The Cornish economy has suffered from a lack of local value adding processes with raw materials being processed elsewhere before final consumption. This applies particularly to locally grown products and the potential for adding value has been identified and specific projects supported. Provision for such development can normally be made through other policies in this section relating to industrial and business development. However, there may be circumstances where packing and processing activities will need to be located close to the point of production and a town, village or industrial estate location may not be practicable.
- 9.3.34 The Structure Plan allows for industrial or commercial development in the countryside where it is essential to agriculture or the rural economy, there are no significant adverse effects on landscape, nature conservation, historic or agricultural values and there are functional reasons for the location (Policy E 10, 1997 & Policy 11, 2004). The Local Plan approach seeks to provide for development essential to agriculture, forestry or associated industries in or on the edge of villages, as accepted by POLICY E-3 (para. 9.3.19), however, where a location outside a town or village is required by the development its impact on the countryside, and in terms of trip generation, should be minimised. Policies in the General Development Guidance, Coast and Countryside and Towns and Villages sections (Section 5, 6 and 7) will also be relevant in this respect, depending on the precise location of the proposal. In the western part of the District in

particular, the impact of any proposals on the Area of Outstanding Natural Beauty will be an important consideration through POLICY CC-3 (para. 6.3.13).

9.3.35 **POLICY E-7: PROPOSALS FOR DEVELOPMENT WHICH IS ESSENTIAL TO AGRICULTURE, FORESTRY OR ASSOCIATED INDUSTRIES WILL BE PERMITTED IN OR ON THE EDGE OF VILLAGES, WHERE THE REQUIREMENTS OF POLICY E-3 ARE MET, OR OUTSIDE TOWNS OR VILLAGES, WHERE THE OPERATIONAL NEEDS OF THE DEVELOPMENT REQUIRE SUCH A LOCATION.**

OUTSIDE TOWNS AND THE VILLAGES LISTED IN POLICIES H-5 AND H-6 SUCH PROPOSALS MUST:-

- (i) BE SITED, WHERE PRACTICABLE, IN OR ADJACENT TO AN EXISTING COMPLEX;**
- (ii) BE CAPABLE OF BEING EFFECTIVELY SCREENED BY LAND FORM, TREES AND PLANTING AND**
- (iii) WHERE THE DEVELOPMENT WOULD BE LIKELY TO ATTRACT EMPLOYEES FROM OUTSIDE THE IMMEDIATE LOCALITY, BE ON, OR WITHIN CONVENIENT WALKING DISTANCE OF, A PUBLIC TRANSPORT ROUTE PROVIDING ACCESS FOR WORK.**

PLANNING PERMISSION WILL NOT BE GRANTED UNLESS THE NATURE OF THE ACTIVITY UNDERTAKEN IS LIMITED, THROUGH THE USE OF CONDITIONS OR A PLANNING OBLIGATION, TO THAT WHICH WOULD MEET THE NEEDS OF AGRICULTURE, FORESTRY OR ASSOCIATED INDUSTRIES.

Fishing

9.3.36 Fishing remains an important part of the local economy and is centred on the harbour and market at Newlyn, with activity at a lower level in other harbours in the District including Hayle where there is an emphasis on shellfish. Other activities directly associated with the industry include packing, some processing, engineering services and supplies. Significant improvements have been carried out to the harbour, market and other facilities at Newlyn in recent years and it is considered important to give general support to further development sustaining the industry subject to appropriate safeguards in relation to noise, water or air pollution, the provision of essential services, including safe access, the character of harbours and their surroundings and the protection of the countryside. Structure Plan Policy MAR 5 (Policy 4, 2004) supports the provision of new facilities in fishing ports and seeks to prevent development unrelated to fishing prejudicing the ability of ports to accommodate the industry. The General Development Guidance policies in Section 5 encompass the issues referred to above and POLICIES TV-6 and TV-11 (paras. 7.3.19 and 7.3.30) are particularly relevant to proposals which would have an adverse effect on Conservation Areas.

9.3.37 **POLICY E-8: PROPOSALS FOR DEVELOPMENT DIRECTLY RELATED TO THE FISHING INDUSTRY WILL BE PERMITTED IN AREAS OF ESTABLISHED FISHING ACTIVITY.**

Sites in Newlyn Harbour Area

9.3.38 Policy MAR 4 (Policy 4, 2004) in the Structure Plan seeks to protect waterside sites within the developed coast for activities requiring such a location with priority being given to maritime industries or, where sites are not suitable for such uses, to leisure activities. Policy MAR 6 (Policy 4, 2004) places emphasis on the

particular needs of firms in the maritime sector. In Hayle policies in the Towns and Villages section (Section 7) encourage redevelopment of the harbour area; paragraph 7.3.109 draws attention to the fishing industry which is based mainly on South Quay and PROPOSAL TV - D (para. 7.3.119) requires that proposals make provision for improved port facilities which could benefit fishing as well as other harbour related activities. In Newlyn, major regeneration proposals are emerging through a partnership approach involving the Harbour Commissioners, County, District and Town Councils, SWERDA and local community groups and there is a strong emphasis on the fishing industry, improved harbour facilities and associated business and employment opportunities. The immediate operational hinterland is closely constrained by existing development and it is essential that industrial buildings or land within or adjacent to the harbour should be safeguarded for activities associated with its efficient functioning particularly in relation to fishing. Other uses, especially housing for which there is already a significant supply of land, will not be acceptable on such sites.

- 9.3.39 **POLICY E-9: IN NEWLYN THE CHANGE OF USE OF INDUSTRIAL SITES IN THE HARBOUR AREA FOR DEVELOPMENT UNRELATED TO THE FISHING INDUSTRY WILL NOT BE PERMITTED WHERE THEY WOULD CONFLICT WITH MAINTENANCE OF THE FISHING INDUSTRY OR OTHER MARITIME ACTIVITIES.**

Mining and Quarrying

- 9.3.40 The County Council is the Minerals Planning Authority and the Structure Plan provides broad policy guidelines for mineral developments while detailed policies are contained in the Cornwall Minerals Local Plan, prepared by the County Council and adopted in 1998. Reserves of metalliferous minerals, china clay and hard rock will generally be safeguarded from development that would prejudice mineral working or associated operations. The main emphasis of policies in the Structure Plan is to enable a continuing supply of minerals while minimising adverse effects on the environment. Proposals within the Area of Outstanding Natural Beauty, in particular, will be subject to the most rigorous examination.

Use of Vacant Sites

- 9.3.41 There are sites in Penwith where mining or quarrying has taken place in the recent past but has now significantly reduced or ceased. When considering any new use for disused quarry or mine sites, full consideration must be shown for the current geological, ecological and heritage value of the site. Consultation and comprehensive site surveys should be undertaken before proposals proceed. Many sites are SSSIs or County Wildlife Sites and/or have valuable industrial archaeological interest and POLICIES CC-7, CC-8 and CC-16 (paras. 6.3.35, 6.3.43 and 6.3.81) will apply. Geevor Mine, at Pendeen has been developed as a mining related heritage centre (POLICY TM-11, para. 10.3.45) while the site of Penlee Quarry at Newlyn, including a waterside frontage, is currently not in use. The quarry represents an important element of Cornwall's aggregates landbank and is well situated for ship-borne export. Alternative uses on this site or in close proximity could potentially conflict with the Cornwall Minerals Local Plan. However, while it must be emphasised that there is a continuing valid planning permission for mineral extraction on this site it is relevant to consider the development of alternative uses in both the short and long term. Significant work has already been carried out to remove derelict buildings and structures alongside the coast road at Penlee. Opportunities to improve the amenity of this coastal site, including the use of the Cornwall coastal path which follows the coast road, should also be pursued and the quarry's possible value in geological terms must be considered since it is a SSSI.

- 9.3.42 The Government's approach and the Council's strategy towards Land Reclamation are relevant to any proposals for former mining or quarrying sites and are referred to in paragraph 6.3.90 to 6.3.95. POLICY CC-18 (para. 6.3.95) provides support for reclamation schemes subject to certain requirements. In the case of the Penlee site it is considered that its potential for employment generation should be realised as far as possible. The greatest constraint on development of the site is the unsuitability of the approach road through Newlyn, or Mousehole, to cater for heavy lorries or a significant increase in traffic. It is, however, well suited to development which could use sea transport as an alternative. Industrial uses could therefore be accepted provided the traffic generated could be satisfactorily accommodated. The lower beach level may have some potential as a waterside site for industrial use requiring such a location, including those associated with the fishing industry. Policy MAR 4 (Policy 4, 2004) in the Structure Plan gives priority to the retention of waterside sites for maritime industries unless they are no longer suitable for such uses.
- 9.3.43 Development for leisure and commercial, recreational and tourism related uses could be considered subject to the requirements of POLICIES TV-16 and R-1 (paras. 7.3.47 and 11.3.4), which require that major facilities should be located in the main towns where they are of maximum benefit to the community, and POLICIES TM-3 and TM-10 (paras. 10.3.12 and 10.3.41) which relate to accommodation and other development supporting the tourism industry. Subject to the provisions of Structure Plan Policy MAR 4 (Policy 4, 2004), POLICY R-8 (para. 11.3.50) provides for water related recreation although, in line with POLICY TV-16 (para. 7.3.47), major commercial developments such as marinas should be located in the main towns where they contribute to the attraction, regeneration and vitality of such centres.
- 9.3.44 Proposals for any type of development must meet the relevant requirements of the General Development Guidance policies (Section 5). Proposals for alternative development on sites within the AONB, such as the Castle an Dinas Quarry which has a continuing valid permission, or other sensitive areas must be considered in the context of policies for the protection of such areas and are unlikely to be suitable for industrial or commercial development unless directly related to the rural economy.

Tourism

- 9.3.45 Tourism is an important element in the local economy and its effect is shown directly, in the high percentage of employment in the hotels and catering sector, and indirectly, in other sectors such as retailing and other services. However, the nature of the industry is also reflected in the seasonable variations in unemployment, damage to sensitive environments and congestion and pressure on services in summer months. The natural features of the area are the main reasons which draw visitors to Penwith and as such are termed the 'primary' attractions. Policies throughout the Local Plan seek to protect the special qualities and character of the landscape, especially within the AONB.
- 9.3.46 The future of tourism is highly dependent on its basic resource, the landscape, beaches, wildlife, culture and character of the area. As a result the industry needs to support the protection of this resource if it is to sustain its role in the local economy. The District Council aims to maintain, and if possible improve, opportunities for employment connected with tourism and to protect the quality of the environment and special character of Penwith. The Structure Plan includes general guidance (Policies TOUR 1 to TOUR 4, 1997 & Policy 13, 2004) and the Tourism section (Section 10) considers the environmental and land use issues related to the industry in detail.

Retailing and Other Services

- 9.3.47 Surveys carried out in the town centres show that there has been a substantial increase in the overall number of retail and service outlets in use in recent years. The issues relating to shopping and other town centre uses are considered in detail in the Towns and Villages section (Section 7). Policies focus on the viability and vitality of town centres and generally give priority to the location of shopping where it is of most benefit in maintaining existing town centres. The vitality of town centres is likely to contribute directly to opportunities for employment both in retailing and in other uses such as the provision of financial and professional services. In addition, there is a close relationship between 'town centre' uses and other employment generating development including offices, studios and light industrial where these are appropriate to the location. Administrative services, particularly those in or associated with local and central government, are important in employment terms with local authorities and Government departments being among the largest local employers. The importance of the main towns as centres of employment in a range of uses is emphasised in paragraphs 9.3.8 to 9.3.9.

Transportation and Infrastructure

- 9.3.48 Penzance and other harbours, the heliport, Land's End Airport, road and rail services, water and power supply and telecommunications are significant in employment terms, especially when associated activities such as the cleaning and maintenance of railway stock, 'buses and road haulage vehicles are taken into account. The centralisation of services can have the effect of reducing employment opportunities within the District. The Council seeks the continued operation and improvement of transport services and other infrastructure which provide employment both directly and through strengthening the local economy. The importance of Penzance harbour in terms of transportation, primarily in relation to the Isles of Scilly services, and other aspects of the economy is emphasised in the Towns and Villages section (Section 7) and in the Transportation section (Section 12) which considers a range of transport issues. The provision of other infrastructure is considered in the Community Services section (Section 13).

Manufacturing and Service Industries

- 9.3.49 While employment in manufacturing has been decreasing, it remains an important element in seeking to achieve a broader based local economy. The Council's approach has been, mainly, to provide serviced industrial estates in suitable locations on the edge of the main towns. The provision of serviced land is considered in paragraphs 9.3.51 to 9.3.68. Other relevant policies include POLICIES E-1, E-2, E-3 and E-4 (paras. 9.3.7, 9.3.13, 9.3.19 and 9.3.25) which relate to industrial and business development in towns and villages. In view of the difficulties associated with identifying new industrial sites, emphasis is placed on meeting the requirements of locally based businesses rather than seeking to attract larger scale enterprises into the area. It is also important to try and retain existing industrial sites and premises for such uses, especially where they are in or close to the main towns and are therefore easily accessible to potential employees (Structure Plan Policy E 3, 1997 and Policy 12, 2004) and POLICY E-10 (para. 9.3.72).

Higher Education, Information Technology and Creative Industries

- 9.3.50 A range of new and increasing opportunities for business development and employment is being created in Cornwall around higher education, the use of

information technology, arts and media. The Structure Plan identifies the relationship between higher education, research and high technology activities and opportunities to improve the local economy and Policy E 6 (Policy 12, 2004) supports provision for higher education and associated science park development. Improved provision for higher education is also extremely important in terms of providing an alternative to out migration by young people in search of suitable courses and careers. The Combined Universities in Cornwall (CUC) project, supported by Objective One, provides a firm focus for such development in all parts of the County, including Penwith. The substantial increase in the use of information technology has enabled the development of business and employment opportunities in the area both directly and indirectly. This trend is reflected in the significantly higher rate of take up of broadband within Cornwall compared to that in the South West of England which itself is higher than in other regions. Strong art, media and culture influences are also supporting the development of a vibrant creative sector and the Council has adopted a specific strategy to support such opportunities. Individual businesses may be very small and more suited to the re-use of existing buildings, including those in the countryside, than other sectors.

Provision of Serviced Industrial Land

Amount of Land to be Provided

- 9.3.51 Land developed specifically for industrial use will only account for a proportion of the total number of jobs intended to be created during the Plan period (para. 9.3.5) but nevertheless remains an important element in the employment strategies of both the Structure and Local Plans. The level of provision approved in the Structure Plan (1997) is for about 30 hectares of land in Penwith over the period 1991 to 2011. (Policy E 1). The provision of land in the Local Plan is required to be in general conformity with the Structure Plan while at the same time being relevant to the needs and characteristics of the District. In determining the amount of land to be provided in each District the Structure Plan has taken into account the particular difficulties in finding environmentally acceptable sites and proposed provision in Penwith is lower as a result. The emerging Structure Plan (2004) does not specify the amount of land to be allocated in the District for industrial, business and commercial uses.
- 9.3.52 The amount of serviced land to be provided for industrial use has been assessed in relation to the 1997 Structure Plan and has been updated to 2003, the most recent survey data available at the time the Plan was adopted. It takes into account the following:-
- * 11.63 hectares of land provided between 1991 and 2003, including 3.39 hectares specifically for two vegetable packing facilities;
 - * 5.83 hectares of land with planning permission or being developed as at April 2003 and
 - * 1.7 hectares of land lost from industrial use.

A net total of nearly 16 hectares can be identified under these headings leaving approximately 14 hectares of additional land to be provided during the remainder of the Local Plan period. In the past the provision of serviced industrial land has been carried out primarily by the District and County Councils utilising grants from Dti, RDA and EC sources. On each of the main estates, workshops or larger factory units for let and for sale have been constructed by English Partnerships, on behalf of the Dti or RDA. However, much of the land developed since 1991, or currently available with planning permission, has been brought forward by private developers with, in some cases, relevant Government or European grant aid.

- 9.3.53 Planning authorities are required to ensure that development plans contain land use policies for different types of industrial and commercial development including specific provision for the types of industry that, although necessary, may be detrimental to amenity or a potential source of pollution (PPG 4). Uses such as scrap yards or waste transfer are examples of those which are difficult to accommodate and may not be appropriate on an industrial estate or 'business park'. PPG 4 further advises that in allocating land for industry and commerce planning authorities should be realistic in their assessment of the needs of business and should aim to ensure that there is sufficient land available which is readily capable of development and includes a choice of sites to meet differing needs, facilitate competition between developers and stimulate economic activity. It is within the context of this advice that the Local Plan strategy for the provision of industrial land has been formulated.
- 9.3.54 The April 2003 supply of industrial land with unimplemented planning permission amounted to 5.61 hectares in several different locations. Only one of these locations, the Business Park at Marsh Lane, Hayle, has a significant area suitable for a number of different users. While approximately 4.44 hectares remains available at Marsh Lane, the other plots are located at Consols and Penbeagle, St Ives and Chywoone Rural Workshops at St Just. The plots range in size from 0.02 hectare to 0.87 hectare.
- 9.3.55 The allocation, acquisition and servicing of land for industrial estate development can often take a considerable length of time, and represents a significant investment of resources, whether public or private developers are involved. A clear indication of where future development can take place is essential, in advance of the immediate need, so that financial and other resources can be effectively programmed. The Local Plan strategy for the provision of serviced land, therefore, sets out to achieve the following, within the overall context of policies for the location of land for industry (para. 9.3.56):-
- * the identification of at least one industrial estate location, beyond that currently available;
 - * provision for industrial uses not appropriate to the town centres or other sites within towns;
 - * provision for both larger scale and small workshop developments;
 - * provision for uses not likely to be compatible with other business uses on industrial estates and
 - * the retention of serviced industrial estates and other key sites, as well as small industrial sites and individual premises, for industrial and business uses.

Location of Land for Industry

- 9.3.56 The spatial strategy relevant to the location of industrial land is set out in paragraphs 9.3.8 to 9.3.13 and identifies that the environmental impact of developing additional serviced land on the edges of towns must be balanced against alternative locations that are equally, or more, accessible. This is the context within which the suitability of specific sites has been considered.
- 9.3.57 A number of possible sites have been assessed close to the main towns and within the main transport corridor through the District. Assessment was carried out against the following criteria – trip generation, transport modes, impact on landscape, nature conservation, historic environment and built environment, use of agricultural land, use of derelict or other previously developed land, access to the primary route network, access to the railway, access to port facilities, use of existing infrastructure, availability of services, policy conflict re alternative uses of

the site, traffic safety, suitability in terms of appearance/ attractiveness, likely cost of servicing/ resources available and likely availability. Sites on the edge of, or close to, Penzance were included in the appraisal but were considered to be unacceptable because of their encroachment into open countryside, which in most cases would not be contained and would result in significant visual impact, or adverse impact on designated open areas – identified in POLICY TV-2 (para. 7.3.10). Such areas have received strong local support.

- 9.3.58 Other factors were the use of high grade agricultural land or the likely costs of bringing the site forward for development. It was not considered that these factors were outweighed by the benefits of the location in terms of accessibility. Only one site, on land to the east of Penzance which is surplus to railway requirements, is not subject to these objections but it is not of sufficient size to provide for an estate type development and is considered to be of more value in a transport related use. It is safeguarded for such use, therefore in POLICY TP-3 (para. 12.3.19) in line with TRAN2 in the Structure Plan (Policy 27 & 28, 2004). Sites were considered in St. Ives which could provide for the needs of the town but which are not well located to serve the District as a whole. In addition, significant difficulties in providing surface water drainage were identified which precluded their allocation.
- 9.3.59 In Hayle only the areas to the east and west of the town have good access to the trunk road via the existing roundabouts at Marsh Lane and the former St Erth Creamery. The development of sites in other locations would result in additional traffic movement through the town centre and residential areas. There is industrial land available for development to the east of the town which is the only significant site for future development in the District. To the west of the town, land immediately on the edge of the built up area is prominent in the setting of the estuary and is bisected by the main railway line while the floodplain of the Hayle river is designated as an SSSI.
- 9.3.60 However, a site to the west of the river was considered as part of the appraisal. This area provides a location that is accessible by both rail and principal 'bus routes from Penzance and St. Ives as well as from Hayle. In addition the location has potential for using existing sidings at St. Erth Station for goods transport, as well as the trunk road network, and could take advantage of improved port facilities at Hayle if they become available through redevelopment proposals. It is also considered that, although the site is not well integrated with the built up area of the town, in landscape terms its impact would be less than the sites assessed on the edge of Penzance because of the proximity of, and limits imposed by, existing development.

Allocation of Additional Land for Industrial Use

- 9.3.61 An area of approximately 5.9 hectares (14.6 acres) to the east of the former St. Erth Creamery is contained by the main railway line to the south, the St. Ives branch line to the west and the trunk road to the north. Access can be provided, utilising the existing bridge over the river and railway, from Grigg's Hill provided alterations to provide a satisfactory priority junction layout are carried out and the existing access track alongside the river is improved. In view of the proximity of the watercourse, and the SSSI to the north east, appropriate surface water drainage and interception measures will be required. The site will not be suitable for developments involving hazardous substances and satisfactory arrangements for the prevention of flooding as required by POLICY GD-4 (para. 5.3.11) will also be necessary. No objections are raised to the principle of development by South West Water. While the area is visible from the trunk road, the impact of its development could be softened by effective tree planting and landscaping. It is

important that development of the site maximises the transport opportunities provided by the nearby railway station and sidings. A pedestrian route from the Station can be provided through the St. Erth Industrial Estate, by agreement with the developers, and by way of the existing pavement alongside the A30 to cross the branchline, to link in to the site layout at its north western corner. Land adjacent to the sidings on the northern side of the mainline is safeguarded through POLICY TP-3 (para. 12.3.19) for future integrated transport use. These sidings have been used for the movement of scrap metals and provide the opportunity to promote rail freight. The proposed site is well placed to take advantage of this opportunity. In addition it may be feasible to provide new sidings within or adjacent to the site and development of the site should not prejudice this possibility. In order to maximise the use of alternative modes of travel to the site other than the private car, the Council will require developers, or users, of the site to implement and monitor Green Transport Plans which will include

- (i) restrictions on parking allocation;
- (ii) targets for non-car modes of transport; and
- (iii) enhancement of sustainable transport networks to the site.

A comprehensive design brief should be prepared for the site prior to development. This proposal involves the use of agricultural land graded 2 and 3a in the DEFRA classification which POLICY E-5 (para. 9.3.29) seeks to protect unless outweighed by the importance of the development. However, it is considered that reservation of the site for development of an industrial estate is an essential part of the strategy for generating, and supporting, employment in the District.

- 9.3.62 **PROPOSAL E-A: AN AREA TO THE EAST OF THE FORMER CREAMERY AT ST. EARTH (5.9 HECTARES) IS PROPOSED FOR INDUSTRIAL AND BUSINESS USES AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER, 1987 (AS AMENDED).**

DEVELOPMENT OF THIS SITE MUST MAKE PROVISION FOR:-

- (i) THE IMPROVEMENT OF THE EXISTING ACCESS TRACK AND ITS JUNCTION WITH THE B3301;**
- (ii) MEASURES FOR THE COLLECTION AND DISPOSAL OF SURFACE WATER WHICH WILL ENSURE THE PROTECTION OF THE HAYLE ESTUARY AND CARRACK GLADDEN S.S.S.I.;**
- (iii) THE RETENTION OF EXISTING BOUNDARY TREES AS PART OF A COMPREHENSIVE LANDSCAPING AND TREE PLANTING SCHEME; AND**
- (iv) SUSTAINABLE TRANSPORT ACCESS FOR PEOPLE AND GOODS SECURED BY THE AGREEMENT OF A GREEN TRANSPORT PLAN, PROVIDING THE MEANS TO ACHIEVE A SATISFACTORY PROPORTION OF TRIPS BY NON-CAR MODES, AND SAFE AND ATTRACTIVE PEDESTRIAN ACCESS BETWEEN THE STATION AND THE SITE.**

IN ADDITION, THE SITE LAYOUT MUST NOT PREJUDICE THE OPPORTUNITY FOR FUTURE RAIL FREIGHT ACCESS.

PLANNING PROPOSALS WILL BE REQUIRED TO ACCORD WITH THE PRINCIPLES OF THE DEVELOPMENT BRIEF.

- 9.3.63 Two sites to the south of St. Erth Station are contained between the railway line and the access road serving the refuse transfer station and Start Plantation

sewage treatment works. Areas around the sites are wooded and will provide effective screening; however it will be important to retain trees on the edges of, and between, the sites. The area to the south of the access road is designated as a County Wildlife Site and POLICY CC-8 (para. 6.3.43) requires that there is no significant adverse impact from development. There are no objections in principle by South West Water. The existing access road will require improvement and safe pedestrian access should be provided between the station and the sites, either directly or by providing a pavement on the eastern side of the Station Approach road. These sites would be suitable for smaller scale workshop development or, given their non-estate location, could be appropriate for uses which are difficult to accommodate alongside other business uses. In addition the existing railway sidings adjacent to the eastern site offer the possibility in the future of direct access to the railway for freight transport. A Traffic Impact Assessment has been carried out to determine the likely effect of development on the junction between Station Approach and the A30 Trunk road and the results have been discussed with the relevant Highways Authorities. The smaller of the two sites could proceed in the short term provided its use is linked to use of the sidings; however, indications from Railtrack are that use of these sidings is unlikely to be feasible in less than two to five years. Development of the larger of the two sites should be phased to allow for the effects of PROPOSAL E-A (para. 9.3.62) and development of the smaller site to be assessed in terms of traffic flows through the junction. Such an assessment may lead to a requirement for improvements to the junction to be carried out before development can proceed. Development of these sites is unlikely to come forward, therefore, until later in the Plan period and will depend on the Highway Authorities being satisfied that the junction can accommodate the traffic generated in a satisfactory way. In addition, in order to limit the likely incidence of heavy goods vehicle movements to and from the site, the floorspace of individual units will be restricted to 250 square metres. The 4 metre height restriction on the approach road from the station will also serve as a limitation on the use of particularly large vehicles. These sites are shown as grade 2 in the DEFRA classification but their allocation for industrial use is considered necessary in supporting the local economy and taking advantage of the opportunity for integrated transport facilities.

9.3.64 **PROPOSAL E-B: AN AREA TO THE SOUTH OF THE RAILWAY LINE AT ST. EARTH STATION (1.43 HECTARES) IS PROPOSED FOR INDUSTRIAL AND BUSINESS USES AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USES CLASSES) ORDER, 1987 (AS AMENDED).**

DEVELOPMENT MUST BE PHASED TO FOLLOW IMPLEMENTATION OF PROPOSALS E-C AND E-A TO THE EXTENT THAT THE IMPACT OF ADDITIONAL TRAFFIC CAN BE ASSESSED TO ENSURE THAT THERE IS NO DETRIMENTAL EFFECT ON THE A.30 JUNCTION.

PROPOSALS FOR DEVELOPMENT OF THE SITE MUST MAKE PROVISION FOR:-

- (i) THE RETENTION OF EXISTING BOUNDARY AND HEDGEROW TREES AS PART OF A COMPREHENSIVE LANDSCAPING AND TREE PLANTING SCHEME;**
- (ii) SAFE PEDESTRIAN ACCESS BETWEEN THE STATION AND THE SITE; AND**
- (iii) THE FLOORSPACE OF INDUSTRIAL UNITS TO BE LIMITED TO 250 SQUARE METRES.**

9.3.65 **PROPOSAL E-C: AN AREA TO THE SOUTH OF THE RAILWAY LINE AT ST. EARTH STATION (0.42 HECTARE) IS PROPOSED FOR INDUSTRIAL OR BUSINESS USES.**

PROPOSALS FOR DEVELOPMENT OF THE SITE MUST MAKE PROVISION FOR:-

- (i) THE RETENTION OF EXISTING BOUNDARY TREES AS PART OF A COMPREHENSIVE LANDSCAPING AND TREE PLANTING SCHEME;**
- (ii) SAFE PEDESTRIAN ACCESS BETWEEN THE STATION AND THE SITE; AND**
- (iii) USE OF THE ADJACENT SIDINGS FOR THE LOADING AND UNLOADING OF MATERIALS.**

9.3.66 An additional area of land to the north of the Start Plantation sewage works was identified as surplus to the operational requirements of South West Water. It is bounded by the railway line to the north, a screening bund to the south and the County Environmental Services depot to the west and is served by the same access road as PROPOSALS E-B and E-C (paras. 9.3.64 and 9.3.65). In view of the proximity of the watercourse, and the SSSI to the north east, appropriate surface water drainage and interception measures will be required. In addition, satisfactory arrangements for the prevention of flooding, as required by POLICY GD-4 (para. 5.3.11), will be necessary. The bund between the site and the treatment plant, should be retained. If the agricultural and service access to the east of the site can be improved it could link to the access road serving PROPOSAL E-A (para. 9.3.62). Use of the existing access road to the west will result in an increase in traffic using the junction between Station Approach and the A30 trunk road. However, it has been agreed with the relevant Highways Authorities that development of the site should be phased to follow implementation of PROPOSALS E-A, E-B and E-C (paras. 9.3.62, 9.3.64 and 9.3.65) subject to the implications for the junction being assessed and improvement of the junction being provided if necessary. The site is suitable for smaller scale development and the floorspace of individual units will be restricted to limit the likelihood of heavy vehicle movements. While the land is grade 2 in the agricultural classification its allocation for industrial use is considered justified in supporting the local economy.

9.3.67 **PROPOSAL E-D: AN AREA TO THE NORTH OF THE SEWAGE TREATMENT WORKS AT ST EARTH (1.46 HECTARES) IS PROPOSED FOR INDUSTRIAL AND BUSINESS USES AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER, 1987 (AS AMENDED).**

UNLESS AN ALTERNATIVE MEANS OF ACCESS CAN BE PROVIDED TO THE EAST, DEVELOPMENT MUST BE PHASED TO FOLLOW IMPLEMENTATION OF PROPOSALS E-C, E-A AND E-B TO THE EXTENT THAT THE IMPACT OF ADDITIONAL TRAFFIC CAN BE ASSESSED TO ENSURE THAT THERE IS NO DETRIMENTAL EFFECT ON THE A.30 JUNCTION.

THE FLOORSPACE OF INDIVIDUAL UNITS MUST NOT EXCEED 250 SQUARE METRES.

Retention of Existing Industrial Sites and Premises

9.3.68 The provision of serviced industrial estates represents a significant investment of resources and is an essential element in providing a broader economic base and

opportunities for growth. The safeguarding of existing estates for the specific purposes for which they were approved is important in maintaining a supply of serviced industrial land without adding to the requirement for new greenfield sites. Existing industrial premises and non-estate sites are also a valuable resource in terms of supporting the economy of the District. Policy E 3 (Policy 12, 2004) in the Structure Plan seeks to retain industrial land and buildings to accommodate industrial uses wherever they make an important contribution to the stock of employment sites and premises in the County.

- 9.3.69 In Penwith, the difficulty of identifying acceptable new sites, particularly close to the main towns, makes the retention of existing sites and premises an important consideration. In determining between competing uses for a site its suitability for continued industrial use in terms of compatibility with surrounding uses, its location in terms of accessibility to the workforce and the contribution made to local employment or other essential needs by an alternative use will be fully considered. Industrial estates are normally suitable for the full ranges of uses defined in Classes B1, B2 and B8 of the Town and Country Planning (Use Classes) Order 1987, which include business, general industry and storage or distribution, unless the proximity of dwellings justifies a restriction to uses in Class B1 which can be carried out without being detrimental to residential amenity. As a result, the Local Plan approach places emphasis on the retention of sites on estates. Businesses which are predominately retail in nature, and deal directly with the general public, will not be acceptable and will be considered in the context of the approach to shopping developments outlined in paragraphs 7.3.48 to 7.3.61.
- 9.3.70 Non-estate sites and buildings will often be located within towns and villages and are well located, therefore, for continued industrial or business use. Many uses fall within Class B1 of the Use Classes Order which are defined as those which can be carried out in a residential area without detriment to the amenity of the area. Class B1 uses are likely to be compatible, therefore, with surrounding uses including housing. Certain types of premises can provide a very specific resource, for example the number of studios and workshops occupied by those engaged in the arts which is particularly relevant in St. Ives.
- 9.3.71 The main pressure leading to the loss of individual premises is conversion to residential use and, in general terms, it would be difficult to argue that residential use within a town or village would be inappropriate. However, where the requirement for housing can be met by other forms of development, and the stock of workshop premises is an important economic resource, it is considered that an emphasis on resisting their loss is justified. The contribution made by a particular site or building to the stock of employment premises will be assessed in each case taking into account its suitability for continued industrial or business use or for specialised uses important to the local economy.
- 9.3.72 **POLICY E-10: ON THE EXISTING INDUSTRIAL ESTATES LISTED BELOW, AND ON THE SITES PROPOSED IN THE PLAN, THE CHANGE OF USE OF LAND OR BUILDINGS, TO A USE OTHER THAN BUSINESS, GENERAL INDUSTRY OR STORAGE AND DISTRIBUTION, AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER, 1987 (AS AMENDED), WILL NOT BE PERMITTED.**
- JELBERT WAY, PENZANCE
PONIOWAY, LONG ROCK
PONIOWAY, LONG ROCK
CUXHAVEN WAY, LONG ROCK**

**LONG ROCK BUSINESS PARK
STABLE HOBBA, NEWLYN
ROSPEATH LANE, CROWLAS
PENBEAGLE, ST. IVES
CONSOLS, ST. IVES
GUILDFORD ROAD, HAYLE
HAYLE BUSINESS PARK, MARSH LANE, HAYLE
TREWELLARD, PENDEEN**

IN ADDITION THE CHANGE OF USE OF BUILDINGS IN INDUSTRIAL OR BUSINESS USE, WHICH MAKE A CONTRIBUTION TO THE STOCK OF EMPLOYMENT PREMISES IN THE LOCALITY, TO USES OTHER THAN THOSE DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USES CLASSES) ORDER, 1987 (AS AMENDED) WILL NOT BE PERMITTED WHERE THAT WOULD HARM BUSINESS AND EMPLOYMENT OPPORTUNITIES IN THE AREA.

- 9.3.73 While POLICY E-10 relates to the retention of employment premises in general terms, and allows for the suitability of individual sites to be assessed, a number of specific sites have been identified which are suitable for continued industrial use and make an important contribution either within their locality or within the District as a whole. There is a continuing high demand for suitable workspace and existing sites and premises provide a valuable alternative to properties on serviced estates or to new sites. There would be difficulty in replacing them, particularly those that are located within the built up area. It is considered therefore, that their value in employment use outweighs that in any other use and their loss would harm business and employment opportunities in the area. As a result the following proposals reserve these sites for continued industrial or business use. Most of the sites are in the Penzance area, some on the edge of the town and their local importance is emphasised by the difficulty of identifying new sites in this area. Proposals for development or redevelopment of these sites must take into account the requirements of relevant policies in the General Development Guidance section (Section 5), particularly POLICIES GD-2 and GD-3 (paras. 5.3.7 and 5.3.9) which relate to design and layout, landscaping and planting. POLICY E-11 (para. 9.3.90) will also be important in ensuring compatibility with surrounding uses.
- 9.3.74 A site adjacent to the Penzance distributor road is currently used as a liquid propane gas storage depot. The existing access is from Chy an Dour Coombe and access direct to the distributor road would not be acceptable. If the site became available for redevelopment it would be suitable for the provision of small workshop units and the design and use of materials should take account of the requirements in POLICIES GD-1 and GD-2 (paras. 5.3.3 and 5.3.7). Such a scheme could result in an overall improvement in the appearance of the site, as well as a useful contribution to locally available workspace.
- 9.3.75 **PROPOSAL E-E: AN AREA AT THE WESTERN END OF CHY AN DOUR COOMBE (0.2 HECTARE) IS RESERVED FOR INDUSTRIAL AND BUSINESS USES AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USES CLASSES) ORDER, 1987 (AS AMENDED).**
- 9.3.76 The site of a former quarry in Chy an Dour Coombe is currently used for the storage and distribution of coal. Such a site is well suited to accommodating uses which are inappropriate on industrial estates. If the present use ceases, or

is relocated, the site should be retained for industrial or storage development and, while the development of additional workspace could be acceptable, the site is most suited to uses which have specialised requirements and which are difficult to provide for on other sites.

9.3.77 **PROPOSAL E-F: AN AREA IN CHY AN DOUR COOMBE (0.24 HECTARE) IS RESERVED FOR INDUSTRIAL AND BUSINESS ACTIVITIES WHICH, BECAUSE OF THEIR APPEARANCE OR AN UNAVOIDABLE LEVEL OF NOISE, DUST, FUMES, VIBRATION OR SMELL, ARE DIFFICULT TO ACCOMMODATE ALONGSIDE OTHER BUSINESSES.**

9.3.78 A similar site at the eastern end of Chy an Dour Coombe was previously used as a coal yard but is currently in use for vehicle and bodywork repairs. It provides a useful site on the edge of the town for workspace and opportunities to improve the appearance of the site will be pursued if they arise.

9.3.79 **PROPOSAL E-G: AN AREA AT THE EASTERN END OF CHY AN DOUR COOMBE (0.19 HECTARE) IS RESERVED FOR INDUSTRIAL AND BUSINESS USES AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USES CLASSES) ORDER, 1987 (AS AMENDED).**

9.3.80 Another former quarry to the west of Gulval could also accommodate uses unsuited to industrial estate or 'in town' locations if the present use, as a contractor's depot, ceases. While previous uses on the site have generated a degree of traffic movement, POLICY GD-5 (para. 5.3.13), which relates to access and the capacity of the approach roads, will be relevant in assessing the appropriateness of proposals requiring planning permission.

9.3.81 **PROPOSAL E-H: AN AREA TO THE WEST OF GULVAL (0.11 HECTARE) WILL BE RESERVED FOR INDUSTRIAL AND BUSINESS ACTIVITIES WHICH, BECAUSE OF THEIR APPEARANCE OR AN UNAVOIDABLE LEVEL OF NOISE, DUST, FUMES, VIBRATION OR SMELL, ARE DIFFICULT TO ACCOMMODATE ALONGSIDE OTHER BUSINESSES.**

9.3.82 An area of land adjacent to Rospeath Lane Industrial Estate has been granted planning permission previously for industrial use and access is available from the existing estate layout. POLICY GD-2 (para. 5.3.7) which relates to landscaping and planting will be specifically relevant in protecting the amenity of adjacent residential development on the western boundary. South West Water advise that water supply and sewerage can be provided.

9.3.83 **PROPOSAL E-I: AN AREA ADJACENT TO THE ROSPEATH LANE INDUSTRIAL ESTATE (0.32 HECTARE) IS RESERVED FOR INDUSTRIAL AND BUSINESS USES AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER, 1987 (AS AMENDED).**
(prev. E-H)

9.3.84 A site at Ludgvan Leaze is occupied by a number of buildings in a mixture of industrial and commercial uses. Planning permission has previously been granted for partial redevelopment to provide small workshop units but has expired. The site is outside a town or village but is easily accessible from the trunk road and a principal bus route. While a range of industrial and business uses would be acceptable within the site any redevelopment proposals on the southern part of the site should be compatible with adjacent dwellings, in line with

POLICY E-11 (para. 9.3.90) and, to meet the requirements of POLICY GD-1 (para. 5.3.3), only small scale development is likely to be acceptable with appropriate landscaping and screening on the northern and eastern boundaries.

- 9.3.85 **PROPOSAL E-J: AN AREA AT LUDGVAN LEAZE (0.57 HECTARE) IS PROPOSED FOR INDUSTRIAL AND BUSINESS USES AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER, 1987 (AS AMENDED).**

PROPOSALS FOR THE DEVELOPMENT OF THIS SITE MUST BE OF A FORM, BULK AND GENERAL DESIGN WHICH LIMITS THEIR IMPACT ON THE SURROUNDING LANDSCAPE.

- 9.3.86 The site of the former Creamery, adjacent to St. Erth station, occupies a key location within the District, adjacent to both the A.30 Trunk road and the railway and accessible from each of the main towns by rail and 'bus services. Policy TRAN 2 in the Structure Plan requires that development proposals should not prejudice the use of the railway for passenger and goods transport including the restoration of currently disused lines and ancillary land where transport use remains feasible. Since the site has such an important relationship with the railway line the potential for future links should be safeguarded within future development or redevelopment proposals.

- 9.3.87 **PROPOSAL E-K: AN AREA COMPRISING THE CREAMERY SITE AT ST. EARTH (2.68 HECTARES) IS RESERVED FOR INDUSTRIAL AND BUSINESS USES AS DEFINED IN CLASSES B1, B2 AND B8 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER, 1987 (AS AMENDED).**

PROPOSALS FOR THE REDEVELOPMENT OF THIS SITE MUST NOT PREJUDICE THE POSSIBLE FUTURE USE OF THE RAILWAY FOR THE TRANSPORTATION OF GOODS AND PASSENGERS.

Design, Layout and Control over Development

- 9.3.88 All proposals coming forward for industrial and business development, whether on the sites proposed in the plan or on other sites, must meet the relevant requirements of the General Development Guidance policies in Section 5. These relate to issues such as the provision of adequate services, the avoidance of noise, light, air or water pollution, access for disabled people, energy efficiency and crime prevention measures in addition to appropriate scale and siting, landscaping, parking and access arrangements, design, layout and the use of materials. Surface water drainage can be difficult to resolve for industrial development and must be paid particular attention, together with appropriate measures for the prevention of pollution. Policy ENV 12 of the Structure Plan is also an important consideration in terms of respecting local distinctiveness (Policy 2, 2004).

- 9.3.89 In addition to meeting these general requirements proposals for industrial and business developments should be compatible with surrounding uses. While the General Development Guidance policies require issues such as landscaping and planting and noise, light, air or water pollution to be addressed the following policy provides a greater emphasis on controlling the effect of industrial development, which is particularly relevant in view of the deletion of the Special Industrial Groups from the Use Classes Order. The conditions to be imposed will take into

account the location of the site and its proximity to other uses; uses may be limited to Class B1 for example, where the site is in or very close to, a residential area. The visual appearance of industrial estates is also an important consideration in reducing impact on the environment and from the perspective of encouraging business development in Penwith since the small number of principal estates has to provide for a wide range of industrial and business uses. In line with the Plan's approach to the retention of industrial sites, including those newly granted permission for industrial and business uses, retail sales will only be permitted where they are ancillary to the main business operation and directly related to the goods manufactured.

- 9.3.90 **POLICY E-11: PROPOSALS FOR INDUSTRIAL OR BUSINESS DEVELOPMENT WILL BE PERMITTED WHERE:-**
- (i) NUISANCE FROM NOISE, FUMES, DUST, VIBRATION OR SMELL IS MINIMISED AND SPECIFIC ACTIVITIES ARE COMPATIBLE WITH SURROUNDING USES;**
 - (ii) OUTSIDE STORAGE AREAS ARE DEFINED AND EFFECTIVELY SCREENED; AND**
 - (iii) OUTSIDE TOWN CENTRES ANY RETAIL SALES ARE ANCILLARY TO THE MAIN BUSINESS OPERATION AND DIRECTLY RELATED TO THE GOODS MANUFACTURED ON THE PREMISES.**

Table 2: Supply of Land for Industrial and Business Uses, Penwith Local Plan (April 2003)

	Amount of Land (ha)
Developed 1991-2003:	11.63 ha.
Being Developed (April 2003):	0.22 ha.
Land with Planning Permission (April 2003):	5.61 ha.
	17.46 ha.
Significant Losses of Land from Industrial Use (1991-2003)	1.70 ha.
	15.46 ha. net.
Additional land proposed in the Local Plan	
Adjacent to former Creamery, St. Erth Station (PROPOSAL E-A)	5.9 ha.
South of the railway line, St. Erth Station (PROPOSAL E-B)	1.43 ha.
(PROPOSAL E-C)	0.42 ha.
North of Sewage treatment works St. Erth (PROPOSAL E-D)	1.46 ha.
	9.21 ha.
Total Provision (net):	24.67 ha.

Source: Penwith District Council.

- Notes: i) Structure Plan Requirement, 1991-2011 = 30 ha.
ii) PROPOSALS E-E to E-K relate to the retention of existing sites.
iii) The information in Table 2 has been updated to April 2003, the most recent survey data available when the Plan was adopted. The development and use of sites is monitored on an annual basis and the results are publicly available.

9. EMPLOYMENT

Summary of POLICIES and PROPOSALS

TOPIC	LOCAL PLAN POLICIES/PROPOSALS	STRUCTURE PLAN POLICIES 1997 (2004)
Sustainable approach	E-1	SP 1 (Policy 1)
Spatial Strategy	(ST-1)	
Development in towns Use of land and premises	E-2 (GD-1 to 5) E-4, E-10	SP 2, E 2, E 4 (Policies 14, 16 & 25)
The rural economy Development in villages Development outside towns and villages	E-3, E-4 E-4, E-6, E-7 (CC-1, CC-3)	E 9 (Policy 11) E 10 (Policy 26)
Re-Use of existing buildings	E-4, (GD-7)	ENV 11 (Policy 3)
Agriculture Protection of agricultural land Farm diversification Essential related development	E-5 E-6 E-7, E-3	E 7, ENV 8 (Policy 11) E 8 E 10 (Policy 3)
Fishing Newlyn Harbour area	E-8 E-9	MAR 5 (Policy 4) MAR 4, MAR 6 (Policy 2)
Mining and quarrying		MQ 1 to MQ 5 (Policy 5)
Tourism	(TM-1 to TM-13)	TOUR1 to TOUR4 (Policy13)
Retailing and other services	(TV-16 to TV-20)	SHOP 1 to SHOP 3 (Policy 14)
Manufacturing and service industries	E-1, E-2, E-3, E-4, E-10	E 1, E 2, E 3, E 4, E 9, ENV 11 (Policy 12)
Higher education		E 6
Provision of serviced land Amount of land to be provided Location of land for industry Allocation of additional land	E-1 E-A, E-B, E-C	E 1, E 2, SP 2 (Policy 12)
Retention of existing industrial sites/premises	E-10, E-E, E-F, E-G, E-H, E-I, E-J, E-K	E 3 (Policy 12)
Design, layout and control over development	E-11, (GD-1, GD-2 GD- 3, GD-4, GD-5)	ENV 12 (Policies 1, 12, 25 & 26)

Section 10

Tourism

10. TOURISM

10.1 INTRODUCTION

- 10.1.1 Penwith is an important holiday destination within the British Isles. Some visitors are attracted by the wealth and diversity of the area's interests in terms of its landscape, archaeology, ecology, culture and artistic traditions. Others are attracted to the more hedonistic and recreational activities associated with the sun, sea and beaches. Such qualities have forged a strong identity attracting visitors since the advent of the Great Western Railway.
- 10.1.2 An estimated 741,000 people visited Penwith in 2001. Activity on such a scale makes a substantial contribution to the District in terms of injecting money into the local economy and creating job opportunities. Tourism can help sustain other sectors of the local economy and support services and facilities which might otherwise be considered marginal.
- 10.1.3 However, in terms of tourism generated employment there is a much higher proportion of seasonal and part-time jobs and lower wages than in other job sectors. In addition the sheer scale of activity places a strain on local resources and services, such as health facilities, water supplies and the road network, and the industry can bring pressure for intrusive and inappropriate development, including accommodation and visitor attractions, which has important implications for such a fragile environment as Penwith.

10.2 POLICY BACKGROUND

- 10.2.1 In PPG 21 "Tourism" emphasis is placed on achieving a balance between the economic benefits of tourism and the need to sustain the physical resources on which it so depends. The Regional Planning Guidance closely reflects this approach, stressing the relationship between promoting tourism and the achievement of quality, whilst recognising the physical and environmental capacity of different areas to accommodate the pressures.
- 10.2.2 The Structure Plan acknowledges that the foundation of the holiday industry in Cornwall is the rich and mainly unspoilt character and diversity of its coast, countryside, built environment and culture. This character and diversity must be maintained and enhanced as the underlying resource of the tourism industry.
- 10.2.3 The Structure Plan no longer identifies areas where increased tourist accommodation is unacceptable (the former Tourism Pressure Areas) but seeks to provide a more general framework within which proposals can be assessed. There is an overarching aim of improving and adapting the quality and range of existing accommodation, with increased weight being given to the environmental impact of the development itself (Policies TOUR 1 and 2, 1997 & Policy 13, 2004).
- 10.2.4 Within this context it is considered that the natural physical features of Penwith, together with its culture and heritage, form the main reason for attracting visitors and as such could be termed the 'primary' attractions. Other attractions, more commercially orientated, are provided mainly for visitors and could be termed 'secondary', tending to serve those already in the area or as a draw for day visitors. Such facilities are nonetheless important since they can form an integral part of the holiday and are of particular importance in times of poor weather. It is considered necessary to make this distinction since it is paramount that the strong identity of Penwith, its fundamental resource, is not devalued by the

proliferation of secondary attractions. The Plan will provide the framework in which tourism potential can be realised without compromising Penwith's character and qualities.

10.3 **POLICIES AND PROPOSALS**

10.3.1 The growing awareness of environmental issues and the recognition that tourism should be viewed within the broader environmental context are now well established and reflected in national and regional guidance. This approach is in turn reflected in the objectives of the Plan which seek to encourage tourism development based on, but not harming, the natural attractions and cultural heritage of the District. Within this framework there is a need to locate development in the main centres of population to maximise accessibility which in turn will help maintain their vitality and viability and reduce reliance on the use of the private car, thereby integrating the environmental as well as the economic objectives of the Plan.

Safeguarding the Primary Environmental Resource

10.3.2 The Council fully acknowledges the fundamental importance of Penwith's environmental resource and this is already reflected corporately in its strategies relating to tourism and economic development. The District Tourism Strategy is not based solely on a marketing approach but aims to achieve a balance between maximising the economic benefits of tourism whilst ensuring the maintenance of a high quality environment and helping sustain the local community and its culture. Its underlying principle is the pursuit of quality rather than quantity. This approach to tourism is complemented by the Council's Economic Development Statement which acknowledges the importance of tourism to the local economy, with a commitment to maintain and improve opportunities for tourism related employment as well as protect the quality and character of Penwith.

10.3.3 The prime concern is to safeguard Penwith's environmental resources in line with POLICY CC-1 (para 6.3.3). Proposals for tourism related development will therefore need to respect those values. Any development that is considered acceptable must be located where there is minimal impact on those interests, including any adverse effects from increased numbers of visitors and traffic. POLICY GD-1 (para 5.3.3) is the key policy to be considered in terms of general development guidance.

10.3.4 **POLICY TM-1: PROPOSALS FOR DEVELOPMENT RELATED TO TOURISM WILL BE EXPECTED TO RESPECT THE PRIMARY ENVIRONMENTAL RESOURCE OF THE INDUSTRY BY UTILISING LOCATIONS WHICH HAVE A MINIMAL IMPACT ON THE COAST OR COUNTRYSIDE AND AVOIDING ANY ADVERSE EFFECT OF INCREASED PRESSURE FROM THE NUMBER OF VISITORS AND TRAFFIC.**

Holiday Accommodation

Protection of the Resource

10.3.5 A broad range of holiday accommodation, from quality hotels to basic camping facilities, caters for the many tourists visiting Penwith. This stock represents a vital element of the area's tourism infrastructure which underpins and sustains the industry. There is a fundamental need, therefore, not only to retain the level and choice of holiday accommodation as a resource, but provide opportunities to achieve improvements to that stock.

- 10.3.6 Since the 1980s there has been a steady loss of holiday accommodation, particularly in the hotel and guest house sector, to other uses such as housing and care homes. This process has occurred either through change of use or removal of holiday occupancy conditions. The effects of this particular trend are reflected in Policy TOUR 4 of the Structure Plan, which seeks to protect hotel areas that contribute significantly to the character and amenity of tourist areas from change to uses other than tourist accommodation. Although that trend may be part of adapting to changing conditions in the tourism industry it is important that a continuing loss does not undermine the basic tourism infrastructure.
- 10.3.7 **POLICY TM-2: PROPOSALS FOR DEVELOPMENT WHICH WOULD RESULT IN THE LOSS OF HOLIDAY ACCOMMODATION WILL ONLY BE PERMITTED WHERE THEY WOULD NOT HAVE AN ADVERSE IMPACT ON THE TOURISM INDUSTRY IN TERMS OF:-**
- (i) **THE AMOUNT AND TYPE OF ACCOMMODATION LOST; OR**
- (ii) **THE REDUCTION OF PROVISION IN THE TOWNS OF PENZANCE, ST IVES AND HAYLE.**

Hotels and Other Purpose Built Accommodation

- 10.3.8 Hotel accommodation is considered to be of particular importance to the local economy in terms of income and employment generation. Although it is not expected that there will be much demand for new hotels it is considered that such development should only be located in the towns and main villages, in line with Policy TOUR 2 (Policy 13, 2004) of the Structure Plan. Large new hotels should be located in the main towns of Penzance, St. Ives and Hayle where there is good access to the main road and public transport networks. This is in line with the general locational strategy of the Plan.
- 10.3.9 The extension of existing accommodation will also be acceptable provided that there is no adverse impact on the original building and its wider setting. Opportunities may also arise for the conversion of larger properties to hotels and guest houses, both in settlements and in the countryside, and such proposals will be assessed in the light of POLICY TM-12 (para. 10.3.50).
- 10.3.10 New build self-catering accommodation such as chalets and holiday flats will also be acceptable in principle in the towns and main villages. Such development has a similar impact to residential use and should be located close to services and facilities. In order to retain such accommodation for holiday use only, and sustain the likely economic benefits, proposals for this type of development will be subject to occupancy conditions within the context of POLICY TM-6 (para. 10.3.28).
- 10.3.11 In all cases the impact of such a proposal will have to be carefully assessed in terms of the policies relating to scale, design and effect on the setting, amenity and character of the town or village contained in the General Development Guidance and Towns and Villages sections (Sections 5 and 7). In the case of Hayle, however, development proposals will need to be considered in the light of POLICY TM-5 (para. 10.3.23) which sets out to safeguard the fragile coastal dune system.
- 10.3.12 **POLICY TM-3: PROPOSALS FOR HOTELS OR OTHER NEW BUILD HOLIDAY ACCOMMODATION WILL BE PERMITTED IN OR ON THE EDGE OF TOWNS. IN THE VILLAGES LISTED IN POLICY H-5, SUCH PROPOSALS WILL BE PERMITTED PROVIDED THAT IT IS FOR**

A SMALL SITE UP TO 0.15 HA IN SIZE, WHICH DOES NOT FORM PART OF A LARGER UNDEVELOPED AREA.

LARGE NEW HOTELS MUST BE LOCATED IN OR ADJACENT TO PENZANCE, ST. IVES AND HAYLE.

THE EXTENSION OF ACCOMMODATION WILL BE PERMITTED PROVIDED THAT THE PROPOSAL WOULD NOT HAVE AN ADVERSE EFFECT ON THE SCALE, CHARACTER OR APPEARANCE OF THE ORIGINAL BUILDING, OR ITS SURROUNDINGS, OR HAVE AN INCREASED VISUAL IMPACT ON THE OPEN COUNTRYSIDE.

Caravans and Camping

- 10.3.13 Caravan and camping sites can inflict serious visual harm on the landscape and in order to safeguard the character and qualities of the District new development must be strictly controlled. In assessing proposals for new or extensions to existing sites for caravans and tents the main concern, therefore, will be to assess their effect on the landscape. Any additional provision is more likely to be integrated within the setting of a town or village rather than the open countryside, an approach in line with the Structure Plan (Policy TOUR 2, 1997 & Policy 13, 2004). Where schemes are considered acceptable in principle attention will be paid to siting, layout and effective landscaping to minimise any adverse impact on the character of the landscape. In the Area of Outstanding Natural Beauty and Heritage Coast there are likely to be few opportunities because of the sensitivity of the landscape. In the case of the Towans area of Hayle, the provision of additional units is precluded by POLICY TM-5 (para. 10.3.23) in order to help safeguard the fragile dune system.
- 10.3.14 In relation to touring units (touring caravans, tents and motorised units) provision in Penwith has exceeded demand since the period of growth in the later 1970s and early 1980s. Although local variations in supply and demand do occur throughout the District, with demand highest in the St. Ives area, Penwith generally has sufficient spare capacity with a choice of sites to allow reasonable freedom to explore. There is also limited scope for additional provision of touring units granted to certain exempted organisations under the Caravan Sites and Control of Development Act, although these rights have been restricted by the imposition of Article 4 Directions in the west of the District because of its high quality landscape.
- 10.3.15 An important consideration in assessing proposals for additional touring caravans will be access and in particular the adequacy of the road network leading to the site, which must be suitable for the type of vehicles used (POLICY GD-5, para. 5.3.13).
- 10.3.16 Static caravans can have a marked visual impact on the landscape, particularly those sites set out in regimented patterns in open countryside and on the coastline. This impact is compounded, moreover, in that they are present on an all year round basis. As a consequence static caravans are less likely to be acceptable than touring units. Opportunities may arise providing scope for replacing static caravans with touring units which could achieve environmental gains in landscape terms.
- 10.3.17 Where ancillary facilities such as a toilet or shower block are proposed emphasis will be placed on utilising existing buildings of a form, bulk and general design in keeping with their surroundings. Where a new building is required it must be in or

adjacent to a settlement or an existing complex of buildings in order that its visual impact in the landscape is limited. It is also important that the setting and character of towns and villages is protected in line with POLICY TV-1 (para. 7.3.5). Conditions will also be imposed on additional accommodation to ensure that occupancy will be restricted to holiday use only (POLICY TM-6, para. 10.3.28). Development should also take into account the provision of adequate sewage disposal and address, where relevant, the risk of flooding (POLICY GD-4, para. 5.3.11 and POLICY CS-4, para. 13.3.19).

10.3.18 **POLICY TM-4: ADDITIONAL PROVISION FOR CARAVANS AND TENTS, THROUGH THE DEVELOPMENT OF NEW SITES OR THE EXTENSION OR INTENSIFICATION OF EXISTING SITES, WILL BE PERMITTED IN OR ON THE EDGE OF TOWNS AND THE VILLAGES LISTED IN POLICIES H-5 AND H-6.**

IN OTHER LOCATIONS PROPOSALS WILL NOT BE PERMITTED WHERE:-

- (i) THERE WOULD BE HARM TO THE CHARACTER OF THE COUNTRYSIDE AND ITS NATURAL RESOURCES; AND**
- (ii) THE SITE IS NOT CAPABLE OF BEING EFFECTIVELY SCREENED BY LANDFORM, TREES OR PLANTING.**

IN ADDITION, WHERE PRACTICABLE, ANCILLARY FACILITIES MUST BE ACCOMMODATED IN EXISTING BUILDINGS WHICH ARE OF A FORM, BULK AND GENERAL DESIGN IN KEEPING WITH THEIR SURROUNDINGS AND PLANTING MUST UTILISE NATIVE SPECIES.

WHERE A NEW BUILDING IS A FUNCTIONAL REQUIREMENT OF THE PROPOSAL IT MUST BE IN OR ADJACENT TO A SETTLEMENT OR AN EXISTING COMPLEX.

THE INCREASED EFFECT OF STATIC OR OTHER YEAR ROUND STATIONED UNITS WILL BE A SIGNIFICANT FACTOR IN ASSESSING THE IMPACT ON THE CHARACTER OF THE LANDSCAPE. THE LAYOUT OF SUCH UNITS WILL BE REQUIRED TO AVOID A RIGID PATTERN WHICH IS NOT IN KEEPING WITH THEIR SURROUNDINGS.

Towans Coastal Area

10.3.19 The coastal area between the Hayle River and the Red River consists of an extensive beach of some 5km, backed by a sand dune system of high ecological value. The environmental importance of the dunes is reflected by numerous designations including Site of Special Scientific Interest (SSSI), County Wildlife Site (CWS), Area of Great Landscape Value (AGLV) and Area of Great Historic Value (AGHV). The dunes are also identified as a key habitat of its type in "Action for Biodiversity in the South West" produced by a partnership of nature conservation bodies, the South West Regional Planning Conference and the Environment Agency.

10.3.20 The area suffers from various problems and pressures including serious erosion caused by the combined effects of the wind, sea and human activity. The scale of human activity is reflected by the fact that the dune system contains nearly one third of Penwith's total tourist accommodation capacity of chalets, static caravans

and touring units. Recreational use is further boosted by its popularity with local residents.

- 10.3.21 Sand dune systems are particularly vulnerable to human activity. Movement wears away the thin grass exposing loose sand which is further eroded by wind and rain. The problems associated with visitor activity and the fragility of the dune system have already resulted in some restoration and management schemes.
- 10.3.22 In order to help safeguard this fragile dune system it is important that the protective environmental policies of the Plan, set out in the Coast and Countryside section (Section 6), are not undermined by allowing for an increase in holiday accommodation within the Towans area. Any proposed scheme to upgrade or improve existing holiday accommodation within the Towans area will need to be sensitive and sympathetic to the surrounding environment. Policy TOUR 1 of the Structure Plan emphasises the need to improve the quality of the accommodation base, but acknowledges that changes to different types of holiday accommodation on existing sites may have an unacceptable impact on the environment.
- 10.3.23 **POLICY TM-5: WITHIN THE TOWANS AREA, BETWEEN HAYLE AND GWITHIAN, THE PROVISION OF NEW, OR THE EXTENSION OR INTENSIFICATION OF EXISTING, HOLIDAY ACCOMMODATION SITES WILL NOT BE PERMITTED.**

Occupation of Holiday Accommodation

- 10.3.24 In recent years there has been a growing demand to extend the period of occupancy for certain types of holiday accommodation, particularly chalets and holiday flats. An occupancy period of eight months each year used to be generally accepted but now there is a demand to extend this period to ten and even twelve months. PPG 21 advises that where a building is constructed to a standard and design that is physically suitable for permanent occupation its use on an all year round basis would normally be acceptable but a condition imposed restricting the accommodation solely for holiday use would be justified.
- 10.3.25 The importance of retaining a level and choice of holiday accommodation as part of the District's tourism resource has already been acknowledged. The loss of tourism accommodation will therefore be resisted (POLICY TM-2, para. 10.3.7). In the past seasonal occupancy conditions imposed on holiday accommodation have been lifted on appeal, resulting in permanent residential use. It is important that such a change in use is not allowed to happen not only because it can, in effect, permit housing in locations which would otherwise be unacceptable but also erode the stock of holiday accommodation.
- 10.3.26 In addition to restricting occupation to holiday use there are also circumstances justifying imposing a seasonal condition which would only allow occupation of a specified period during each year. Such circumstances would include where holiday units are not of a standard suitable for occupation on an all year round basis, and where a site is located within or close to a fragile ecological environment which requires a reasonable period of recovery and stabilisation during the winter months.
- 10.3.27 Over the years, improvements have been made to the design and standard of static and touring caravans. Such advances make it practicable to extend the length of the holiday season. In the case of touring units the seasonal use of sites tends to be self-regulatory because of climatic conditions outside the main

holiday period. However, seasonal occupancy would nevertheless ensure a temporary visual gain in landscape terms.

10.3.28 **POLICY TM-6: WHERE PROPOSALS FOR HOLIDAY ACCOMMODATION ARE PERMITTED CONDITIONS WILL BE IMPOSED TO ENSURE THAT OCCUPANCY WILL BE LIMITED TO HOLIDAY USE ONLY.**

AN EXTENDED SEASONAL OCCUPANCY FOR EXISTING HOLIDAY ACCOMMODATION OR NEW PROPOSALS WILL BE PERMITTED EXCEPT WHERE:-

- (i) THE CONSTRUCTION OR DESIGN OF THE ACCOMMODATION IS UNSUITABLE FOR ALL YEAR ROUND OCCUPATION OR**
- (ii) PROTECTION OF AN AREA'S FRAGILE HABITAT CANNOT BE ACHIEVED THROUGH MITIGATING MEASURES AND AN ANNUAL PERIOD OF RECOVERY AND STABILISATION IS REQUIRED.**

ON TOURING SITES A SEASONAL PERIOD OF USE WILL BE IMPOSED UNLESS THERE WOULD BE NO HARM TO THE CHARACTER OR AMENITY OF THE COUNTRYSIDE. WHERE THE APPROACH ROADS CANNOT ACCOMMODATE SAFELY THE FULL RANGE OF TOURING UNITS, THE TYPE OF UNIT WILL BE LIMITED.

Note: Touring units comprise touring caravans, motorised vans and tents.

Upgrading Holiday Sites

10.3.29 Policy TOUR 1 (Policy 13, 2004) of the Structure Plan emphasises the need to improve the quality of the accommodation base, but acknowledges that changes to different types of holiday accommodation on existing sites may have an unacceptable impact on the environment. The Council also recognises the importance of having a good quality accommodation base. Improvements to the standard of accommodation and the facilities provided can help encourage off-season tourism, thereby making more effective use of existing spare capacity and spreading economic benefits over a longer period.

10.3.30 Considerable potential exists to improve sites in terms of type and quality of accommodation, facilities, layout and landscaping, but improved facilities should be related to serving the needs of the site itself. Many holiday sites are located outside the main towns and villages and the provision of facilities attracting additional visitors is likely to encourage the use of the private car. Appropriate planting schemes can help soften the environmental impact of holiday sites within the local landscape and provide more attractive features within sites themselves. In some instances the only practical way of reducing the impact of an existing site may be to increase the overall site area to achieve an improvement in the layout and more effective screening and landscaping. Any improvements to sites, however, should not have an adverse impact on the wider landscape. And its natural resources.

10.3.31 **POLICY TM-7: PROPOSALS TO IMPROVE EXISTING HOLIDAY SITES, IN TERMS OF TYPE OF ACCOMMODATION, FACILITIES, LAYOUT AND LANDSCAPING WILL BE PERMITTED PROVIDED THAT:-**

- (i) **IMPROVED FACILITIES ARE INTENDED TO SERVE VISITORS STAYING ON THE SITE; AND**
- (ii) **THERE WOULD BE NO HARM TO THE CHARACTER OF THE COUNTRYSIDE AND ITS NATURAL RESOURCES.**

Note: Proposals for additional units of accommodation, or for facilities which are of a scale to serve a larger population than that staying on the site, will be assessed against the policies relevant to the use proposed.

Gwithian Towans

- 10.3.32 Gwithian Towans chalet site is unique within Penwith, having evolved as a traditional holiday encampment used mainly as a holiday retreat for local people. The site is still considered to be primarily a holiday site and, although a small number of units are in permanent occupation, it is not a location where further permanent residential use would be acceptable. Although the site has seen some changes over the years it still retains its distinctive character and charm. The majority of chalets are of single storey design, constructed of and faced primarily with timber and typically have pitched roofs and verandas.
- 10.3.33 In view of the site's special character it is considered important to retain those elements which create its distinctiveness. Any replacement chalets should avoid mass produced standardised units in favour of individually designed chalets which harmonise with the existing character in terms of materials and design. Chalets should remain single storey units with dark coloured pitched roofs and timber should continue to predominate externally. Extensions and other structures such as garages should also be of a suitable design which respects the character of the site. In cases where a condition relating to holiday occupancy can be imposed POLICY TM-6 (para. 10.3.28) will apply. The provision of additional holiday units, however, is precluded by POLICY TM-5 (para. 10.3.23).
- 10.3.34 **POLICY TM-8: WITHIN GWITHIAN TOWANS PROPOSALS FOR REPLACEMENT CHALETS, EXTENSIONS OR OTHER STRUCTURES WILL BE PERMITTED WHERE THEY ARE CONSTRUCTED OF, OR FACED IN, TIMBER WITH DARK COLOURED PITCHED ROOFS. STANDARDISED UNITS WILL NOT BE ACCEPTABLE AND AN INDIVIDUALITY OF DESIGN IN KEEPING WITH THE OVERALL CHARACTER OF THE SITE WILL BE REQUIRED. UNLESS ORIGINALLY CONSTRUCTED DIFFERENTLY ALL REPLACEMENT CHALETS MUST BE OF SINGLE STOREY DESIGN.**

Riviere Towans

- 10.3.35 Riviere Towans Chalet Camp bears some comparison with Gwithian Towans although it has not retained quite the same distinctive overall character. The units vary in size, appearance, and materials, ranging from small timber chalets to modern buildings. There is also a general lack of private curtilages, amenity space, ancillary domestic buildings and adequate parking facilities. Despite the erosion of character over the years it is nevertheless considered that any replacement chalets should still be in keeping with the overall character of the site, single storey and not mass produced standard units. In cases where a condition relating to holiday occupancy can be imposed POLICY TM-6 (para. 10.3.28) will apply. The provision of further holiday units, however, is precluded by POLICY TM-5 (para. 10.3.23).

- 10.3.36 **POLICY TM-9: WITHIN RIVIERE TOWANS CHALET SITE PROPOSALS FOR REPLACEMENT CHALETS, EXTENSIONS, OR OTHER STRUCTURES WILL BE PERMITTED WHERE THEY ARE OF A SINGLE STOREY DESIGN WHICH IS IN KEEPING WITH THE OVERALL CHARACTER OF THE SITE.**

Development of Tourism Facilities and Attractions

- 10.3.37 Pressures for the provision and improvement of tourism facilities are increasing to at least retain if not increase the District's share of the market. In line with the objectives of the Plan it is considered that the industry should evolve in ways that depend on, and help sustain, the character and quality of the area. Visitor facilities and attractions should therefore respect the scale and character of the place in which they are sited. This general approach is also followed in the Structure Plan with emphasis being placed on locating new attractions and facilities in or adjoining towns and villages. Accessibility by public transport will be an important factor, particularly in respect of major proposals (Policy TOUR 3, 1997 & Policy 1, 2004). In the countryside any such facility will normally only be permitted where it is based on some local heritage feature or rural activity.
- 10.3.38 In view of the outstanding environmental quality of Penwith a clear approach is required which sets out to ensure that proposals respect their locational context whilst not stifling suitable development. In this way the character and quality of the District can be effectively protected. Such an approach is complementary to the Council's Tourism Strategy.
- 10.3.39 Proposals for new visitor attractions and facilities should generally be located in or on the edge of towns and the main villages. Major attractions must be located in Penzance, St. Ives and Hayle where accessibility, particularly by public transport, between and within the urban areas is most easily achieved and the volume of traffic and visitor numbers can be more successfully accommodated within the local context. This locational distribution is also reflected in POLICY TV-16 (para. 7.3.47) relating to major commercial developments. Within the Area of Outstanding Natural Beauty (AONB) and the Heritage Coast, areas which reflect most strongly the identity of Penwith, it is considered essential that the development of further facilities is limited to those of a small scale which interpret the area's heritage in ways that draw upon the beauty, culture, history and wildlife of the area.
- 10.3.40 The following policy, together with POLICY TM-12 (para. 10.3.50) (conversions), provide a structural context for the development of visitor attractions that accepts the principal of purpose built attractions in or on the edge of towns and the main villages (POLICY TM-10) and the conversion of existing buildings both within the towns and villages and outside settlements subject to safeguards (POLICY TM-12, para 10.3.50). Within the Area of Outstanding Natural Beauty and Heritage Coast new build attractions are acceptable in or on the edge of towns and main villages and through conversions within or outside villages subject, in all cases, to the attraction being related to the interpretation of the heritage of the area. The provisions of POLICY E-6 (para. 9.3.32) will also be relevant in considering proposals for farm diversification projects.
- 10.3.41 **POLICY TM-10: PROPOSALS FOR VISITOR ATTRACTIONS WILL BE PERMITTED IN OR ON THE EDGE OF TOWNS AND THE VILLAGES LISTED IN POLICY H-5. MAJOR ATTRACTIONS MUST BE LOCATED IN PENZANCE, ST. IVES AND HAYLE.**

SUCH DEVELOPMENT MUST NOT HAVE AN ADVERSE IMPACT ON THE CHARACTER OF THE SURROUNDING AREA IN TERMS OF THE VOLUME OF TRAFFIC AND VISITORS LIKELY TO BE GENERATED.

WHERE SUCH SETTLEMENTS FALL WITHIN THE AREA OF OUTSTANDING NATURAL BEAUTY AND HERITAGE COAST ONLY ATTRACTIONS WHICH PROVIDE FOR THE INTERPRETATION OF THE AREA'S HERITAGE WILL BE PERMITTED.

Geevor Mine

- 10.3.42 The closure of Geevor Tin Mine, and its subsequent purchase by the County Council, provided an outstanding opportunity to develop a mining heritage centre. The site contains a significant number of visible and concealed structures, many of which are of historical value and central to an understanding of the mine's evolution. Geevor lies within the AONB and Heritage Coast where the development of such a major attraction would not normally have been acceptable. However, Geevor has developed into an important attraction and interpretation centre, demonstrating the area's mining heritage and providing a 'gateway' to the proposed Cornish Mining World Heritage Site. Nevertheless the project must continue to respect its sensitive location with careful control exercised over the scale and type of activities permitted.
- 10.3.43 While certain ancillary activities, such as catering, may be appropriate the expansion of the site for activities unrelated to its mining heritage will not be acceptable. Any development should be accommodated in existing buildings within the main complex at Victory Shaft or, to a lesser extent, at Wethered Shaft which is the gateway to the site. External alterations should be kept to a minimum in order to retain as much of the operational 'feel' of the mine as possible. New buildings will not be acceptable, even in these locations. In addition the area around Wethered Shaft is within an Open Area Related to Settlements (POLICY TV-2, para. 7.3.10) where built development that would affect its open nature will not be acceptable. Schemes for reclamation or improvement of derelict areas, or necessary safety measures, must be undertaken sensitively in a manner that does not involve the 'sanitisation' of the site but retains an environment relevant to a working mine.
- 10.3.44 The policy area defined on the Proposals Map includes the site of the mine and extends westwards to encompass the predominantly traditional buildings grouped around Engine and Skip Shafts at Levant, owned by the National Trust. The proximity of Levant, with its recently restored winding engine and house, offers the opportunity to create a link with Geevor, via the coastal footpath, and to provide additional mining interest.
- 10.3.45 **POLICY TM-11: DEVELOPMENT OF THE VISITOR CENTRE AT GEEVOR MINE MUST BE BASED ON ITS MINING HERITAGE. PROPOSALS WILL BE PERMITTED PROVIDED THAT:-**
- (i) VISITOR FACILITIES, INCLUDING ANCILLARY DEVELOPMENTS, ARE LOCATED IN THE EXISTING BUILDINGS AT WETHERED AND VICTORY SHAFTS;**
 - (ii) THEY ONLY INVOLVE MINIMAL EXTERNAL ALTERATIONS TO THE BUILDINGS AND OTHER STRUCTURES AND**
 - (iii) ACTIVITIES ON THE REMAINDER OF THE SITE RESPECT ITS HISTORICAL SIGNIFICANCE AND ARE LIMITED TO**

**INTERPRETATION OR ESSENTIAL WORKS RELATED TO
RECLAMATION, STABILISATION AND SAFETY.
ADDITIONAL FACILITIES OR ATTRACTIONS, NOT DIRECTLY
RELATED TO THE MINING HISTORY OF GEEVOR OR THE
DISTRICT, WILL NOT BE PERMITTED ON ANY PART OF THE
SITE.**

Resort Towns

- 10.3.46 Penwith contains two main resort towns, St. Ives and Penzance, where there is a wide range of accommodation and facilities for the visitor. Both towns have an attractive atmosphere, which should be maintained and improved, and offer good bases from which to venture into the adjacent hinterland of coast and countryside. The Council wishes to see these resorts maintain their importance as visitor centres and encourage improvements to meet the reasonable needs of visitors, though it remains important to achieve a balance between what is provided and the overall character of the place itself. POLICIES TM-3 and TM-10 (paras. 10.3.12 and 10.3.41) in particular provide opportunities for accommodation and visitor facilities within these resorts.

Farm Tourism

- 10.3.47 The overall approach to the provision of holiday attractions is summarised in paragraph 10.3.40. Farmers are increasingly seeking to diversify their activities by creating opportunities for tourism initiatives. Such proposals are supported in principle by the Structure Plan (Policy E 8) subject to their environmental impact in the countryside. Although the Plan provides opportunities for suitable initiatives which contribute to the economic viability of farms (POLICIES E-6, TM-12, and TM-13, paras. 9.3.32, 10.3.50 and 10.3.54) it is important that any proposals should not have an adverse impact on the quality and character of the landscape. Such proposals will be assessed within the context of other plan policies. If the re-use of a building is associated with farm diversification, a planning obligation will be sought to tie the building to the land to discourage subsequent fragmentation of the agricultural unit.

Conversions

- 10.3.48 The conversion and re-use of existing buildings can help meet the needs of tourism in terms of both accommodation and visitor attractions and is supported by Policies TOUR 1 and ENV 11 of the Structure Plan (Policy 3 & 13, 2004) . PPG7 advises that whilst residential conversions have a minimal impact on the rural economy, conversions for holiday use can contribute more and may reduce the pressure to use other houses in the area for holiday use. Within towns and villages such conversions will generally be acceptable provided that the proposal does not have an adverse impact on the character of the building or its surroundings. In the countryside the building must be in keeping with its surroundings and, in this respect, the reference in PPG7 to form, bulk and general design is considered to be the most relevant criterion in determining the suitability of buildings for re-use. In practice this means taking account of the size and overall character of the building, and its relationship with the surrounding landscape. In addition there should be no adverse environmental impact in terms of trips generated or reliance on the use of the private car. In all cases proposals must satisfy the requirements of POLICY GD-7 (para. 5.3.20). The conversion of a building to a camping barn is specifically addressed by POLICY TM-13 (para. 10.3.54). Conversions to residential or other employment uses are covered by POLICIES H-11 (para. 8.3.66) and E-4 (para. 9.3.25).

10.3.49 Within the Area of Outstanding Natural Beauty and Heritage Coast only attractions which reflect the area's heritage will be acceptable in order to maintain the special character and quality of these areas.

10.3.50 **POLICY TM-12: THE CONVERSION OF EXISTING BUILDINGS TO VISITOR ATTRACTIONS OR HOLIDAY ACCOMMODATION WILL BE PERMITTED WITHIN TOWNS AND THE VILLAGES LISTED IN POLICIES H-5, H-6 AND H-7 PROVIDED THAT THE PROPOSAL DOES NOT HAVE AN ADVERSE IMPACT ON THE CHARACTER OF THE BUILDING OR ITS SURROUNDINGS.**

OUTSIDE TOWNS AND THE VILLAGES REFERRED TO ABOVE SUCH DEVELOPMENT WILL BE PERMITTED PROVIDED THAT:-

- (i) THE BUILDING IS OF A FORM, BULK AND GENERAL DESIGN WHICH IS IN KEEPING WITH ITS SURROUNDINGS AND**
- (ii) THERE WOULD BE NO ADVERSE ENVIRONMENTAL IMPACT IN TERMS OF THE NUMBER OF TRIPS GENERATED OR RELIANCE ON USE OF THE PRIVATE CAR.**

IN ALL CASES SUCH DEVELOPMENT MUST NOT HAVE AN ADVERSE IMPACT ON THE CHARACTER OF THE SURROUNDING AREA IN TERMS OF THE VOLUME OF TRAFFIC AND VISITORS LIKELY TO BE GENERATED.

WITHIN THE AREA OF OUTSTANDING NATURAL BEAUTY AND THE HERITAGE COAST ONLY ATTRACTIONS WHICH PROVIDE FOR THE INTERPRETATION OF THE AREA'S HERITAGE WILL BE PERMITTED.

Bunkhouse and Camping Barns

10.3.51 The provision of bunkhouse and camping barns providing a network of basic, inexpensive overnight accommodation for walkers, cyclists and others enjoying the coast and countryside is becoming more widespread. The use of buildings for this purpose can give farmers an opportunity to supplement their income in return for relatively low investment, and is in line with Structure Plan Policies TOUR 1 and ENV 11(Policy 3 & 13, 2004) .

10.3.52 The main distinction between bunkhouse and camping barns is the level of facilities offered. A typical bunkhouse would contain basic sleeping, eating, washing and toilet facilities. The level of facilities provided, including access and parking provision, is likely to create an impact similar to other conversions to self-catering holiday accommodation and proposals will accordingly be considered under POLICIES TM-12 and GD-7 (paras. 10.3.50 and 5.3.20). This type of conversion is not considered suitable for buildings in more isolated locations, where their use as a camping barn may be more appropriate.

10.3.53 Camping barns offer more spartan accommodation, providing basic overnight shelter. Sympathetic conversions and their relatively low level of use can mean they are more likely to be acceptable in areas where other types of holiday accommodation would not be permitted. It is essential, however, that any such conversion is well located in relation to the public rights of way network, particularly the South West Coast Path National Trail. Since camping barns are

not intended for car borne visitors vehicular access is neither a prerequisite or even desirable. In order to reduce any potential impact on the environment to a minimum barns should be capable of conversion without external alteration or extension and any utility services should be underground and works of repair or renovation should be in keeping with the existing structure.

10.3.54 **POLICY TM-13: WHERE A PROPOSAL FOR THE CONVERSION OF AN EXISTING BUILDING DOES NOT MEET THE ACCESS REQUIREMENTS OF POLICY GD-5 ITS USE AS A CAMPING BARN, WHICH PROVIDES BASIC ACCOMMODATION RELATED TO INFORMAL RECREATIONAL USES OF THE COAST OR COUNTRYSIDE, WILL BE PERMITTED PROVIDED THAT:-**

- (i) ITS FORM, BULK AND GENERAL DESIGN ARE IN KEEPING WITH ITS SURROUNDINGS;**
- (ii) THE LOCATION IS WELL RELATED TO THE EXISTING RIGHTS OF WAY SYSTEM; AND**
- (iii) NO NEW VEHICULAR ACCESS OR PARKING IS CREATED.**

WHERE THE PROPOSAL IS FOR AN ISOLATED BUILDING IN THE OPEN COUNTRYSIDE THERE MUST BE NO MATERIAL EXTERNAL ALTERATIONS AND ANY UTILITY SERVICES TO BE PROVIDED MUST BE UNDERGROUND.

10. TOURISM

Summary of POLICIES and PROPOSALS

TOPIC	LOCAL PLAN POLICIES/PROPOSALS	STRUCTURE PLAN POLICIES 1997 (2004)
The primary environmental resource	TM-1 (CC-1)	(Policy 1)
Holiday accommodation		TOUR 1, TOUR 2 (Policies 11 & 13)
Protection of the resource	TM-2	TOUR 4
Hotels/purpose built accommodation	TM-3, TM-5, TM-6, TM-12	TOUR 2
Caravans and camping	TM-4, TM-5, TM-6 (GD-5)	TOUR 2
Towans coastal area	TM-5	
Occupation	TM-2, TM-6	
Upgrading sites	TM-7	TOUR 1
Gwithian Towans	TM-5, TM-6, TM-8	
Riviere Towans	TM-5, TM-6, TM-9	
Tourism facilities and attractions		
Geevor Mine	TM-10, (TV-16) TM-11, (TV -2)	TOUR 3 (Policy 13) TOUR 4
Resort towns	TM-3, TM-10	TOUR 4 (Policy 13)
Farm tourism	TM-12, TM-13, (E-6)	E 8
Conversions		
Accommodation/attractions	TM-12 (GD-7)	TOUR 1, ENV 11
Bunkhouse and camping barns	TM-13 (GD-7)	TOUR 1, ENV 11 (Policy 13)

Section 11

Recreation

11. RECREATION

11.1 INTRODUCTION

11.1.1 Recreation covers a whole range of sports, activities and interests. Participation may be active or passive, formally organised or undertaken independently but whatever form it takes recreation makes an important contribution to the quality of life.

11.1.2 Penwith has been identified as being deficient in basic sports and recreational facilities but this is perhaps balanced to some extent by the benefits and opportunities provided by the area's diverse physical and cultural resources. Inevitably in an area so popular with tourists there is also a significant overlap in the provision and use of facilities and other recreational resources between residents and visitors to Penwith.

11.2 POLICY BACKGROUND

11.2.1 Government policy encourages the provision and promotion of a wide range of opportunities for participation in both organised sport and informal recreation. In recognising both the importance of recreation for the community and the need for adequate provision, Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation (PPG 17) acknowledges the need to have regard for current levels of provision and deficiencies and to resist pressures for the development of open space, particularly within an urban context, which conflicts with the wider community interest. The Regional Planning Guidance (RPG 10) also acknowledges the importance of recreation, stressing the special natural assets which provide opportunities and potential for residents and visitors.

11.2.2 The Structure Plan recognises countywide deficiencies in provision, particularly in respect of specialist facilities. Emphasis is placed on the importance of towns for major developments where accessibility by a choice of transport is of particular relevance. Additional emphasis is placed on appropriate facilities serving local communities. The Plan also seeks to protect the coast and countryside from development which could prejudice the enjoyment of their unspoilt character or other recreational value. The emerging Structure Plan (2004) due for publication later this year suggests that the quality of, and opportunity for recreation should be enhanced by improvements to existing resources and through appropriate new provision. Development should be located in sustainable locations, and any major development should be in, or well related to, towns.

11.2.3 Various other bodies also have responsibilities and interests in recreational provision. Sport England advises on community sporting and recreational needs at the Regional, County and District level. In 2000 Cornwall and the Isles of Scilly was designated as one of the first Sport Action Zones (SAZ) in recognition of the area's social and economic disadvantages and its weak sports development infrastructure. The aims of the Sport Action Zone are: to help develop communities through sport and active recreation; to assist with the strategic development of sport and recreation; and to help develop the local economy through support for sports tourism. The Countryside Agency and English Nature share a particular interest in recreation and aim to encourage greater access and use of the coast and countryside, provided that environmental interests are safeguarded.

11.2.4 The Council's Sport and Recreation Strategy aims to identify existing sports and recreation facilities, together with any deficiencies in provision, and provide a

framework for future provision, co-ordination and funding of schemes. The document sets out priorities for strategic facilities, closely reflecting those identified by the Sport England, in relation to community sports halls and indoor swimming pools. Other recommendations relate to outdoor sports provision, children's play space and a wide range of individual activities. A Skateboarding Strategy has also been adopted by the Council in response to growing demand across the District.

11.3 POLICIES AND PROPOSALS

11.3.1 The policies and proposals in this section reflect the objectives of the Plan in helping to meet the recreational and sporting needs of the District's residents and visitors. There is a strong emphasis on provision in the main centres of population in order to maximise accessibility and help reduce the need to travel, particularly by private car, thereby contributing to their vitality. In the villages there is an emphasis on their role as local centres of community activity. In view of acknowledged deficiencies in provision it also becomes increasingly important to safeguard and make effective use of existing resources. This approach integrates the social and economic needs of the Plan with the obligation to retain the character, value and qualities of the District, particularly the coast and countryside.

Sports and Recreational Facilities

Location and Distribution of Facilities

11.3.2 The distribution pattern of population together with public transport and road networks are important considerations in providing new and improved facilities in terms of ease of access for potential users. The majority of the population lives in the main towns of Penzance, St. Ives and Hayle with the remainder dispersed widely in smaller towns and villages throughout the District. In seeking to reduce the need to travel, especially by private car, it is considered appropriate that larger scale facilities are located in the main towns where they would be more readily accessible to a greater proportion of the population. This reflects the Structure Plan's locational strategy for major leisure and recreation facilities as expressed in Policy SR 1 (Policy 13, 2004) and complements POLICY TV-16 (para. 7.3.47) which seeks to locate major commercial developments in those towns. In emerging PPS6: Planning for Town Centres a clear emphasis is placed on adopting a sequential approach when selecting appropriate sites for allocation. One third of the District's population lives in Penzance Parish and the town itself is the most accessible centre from all parts of Penwith, particularly in terms of the public transport network.

11.3.3 The need for additional and improved facilities is not, however, solely confined to the main towns. There is need for smaller scale provision in other settlements and proposals will be acceptable where they relate to the needs of the community and are in keeping with the character and amenity of their surroundings. Although the proximity of the countryside presents other recreational opportunities it cannot replace the need for community buildings, safe play areas, sports pitches and other facilities.

11.3.4 **POLICY R-1: THE PROVISION OF NEW OR IMPROVED RECREATIONAL AND SPORTS FACILITIES WILL BE PERMITTED IN OR ON THE EDGE OF TOWNS AND THE VILLAGES LISTED IN POLICIES H-5, H-6 AND H-7 PROVIDED THAT:-**

- (i) **THE PROPOSAL IS IN KEEPING WITH THE CHARACTER AND AMENITY OF ITS SURROUNDINGS AND**
- (ii) **IN VILLAGES THE SCALE OF THE FACILITY IS RELATED TO THE NEEDS OF THE LOCALITY.**

MAJOR DEVELOPMENTS TO SERVE THE WHOLE DISTRICT MUST BE LOCATED IN PENZANCE, FOLLOWING THE SEQUENTIAL APPROACH TO SITE SELECTION AS SET OUT IN POLICY TV-16.

Deficiencies in Provision

11.3.5 Some deficiencies in provision had already been documented prior to the Sport and Recreation Strategy. The SWCSR in its 1994 report "Community Sports Facilities" identified the need for improved provision for swimming and a multi-purpose sports hall in Penzance to serve the District. A multi-purpose sports hall has been built in Penzance and a new leisure centre is under construction, due for completion in August 2005. The Sport and Recreation Strategy has identified further deficiencies in provision including smaller community sports halls and open space provision, including children's play areas. The Community Plan, Penwith 'A Vision for the Future' (2003) also supports the need to address the deficiencies in provision in the Leisure and Natural Environment section.

11.3.6 The identification of deficiencies in provision strongly serves to reinforce the need not only to safeguard existing sports and recreational facilities but to maximise their levels of use. In accordance with PPG17 Local Authorities are required to undertake an audit of sport, leisure and recreational facilities to assess levels of need and deficiencies within the area. In making the best use of limited resources the concept of dual use assumes particular significance, an approach supported not only by the District Council but also by the County Council, Local Education Authority, and Sport England. Dual use of existing facilities in schools and colleges already takes place but it is important that where improved or additional facilities are proposed provision for dual use is fully taken into account at an early stage. In this respect the Council has directly contributed financially to schemes in order to provide a higher standard of facility and achieve wider community use.

Swimming Pools

11.3.7 Public provision in Penwith has been very limited and, until recently, the District's provision consisted of an indoor heated pool at St. Clare and the open air Jubilee Pool in Penzance and another smaller open air pool at Hayle. Limited private facilities exist, mainly associated with hotel and other holiday accommodation. The Sport and Recreation Strategy identified the need for a new community pool at St. Ives and upgraded facilities in Penzance. On the 21st October 2001 the St Ives Leisure Centre opened at Trenwith; the project was jointly funded by Sport England Lottery Fund, the District Council, St Ives Town Council and many other local contributors.

Sports Halls

11.3.8 Schools and colleges provide an important range of facilities especially where dual use with the community is exercised, whilst many towns and villages have community halls and club premises catering for such activities as badminton, indoor bowls and squash. Other facilities are accommodated in church and chapel halls and village institutes, although many are limited in space and restricted in their use. Such local facilities nevertheless have an important

community role to play in that they are easily accessible to local residents without undue reliance on private or public transport.

11.3.9 There was an identified shortfall of provision within Penwith and it was recommended that further provision should include a multi-purpose sports hall at Penzance and additional Small Community Recreation Centres at St. Ives, Hayle, St. Just and Goldsithney, which together would make up a minimum provision for Penwith.

11.3.10 A site has been developed containing a multi-purpose sports hall at St. Clare, Penzance as part of the Penwith College complex, accommodating a range of activities including climbing. In addition, a sports hall and indoor tennis centre have been built at Mount's Bay School and a community sports hall at Cape Cornwall School, St. Just. Elsewhere consents have also been granted for community sports halls at Hayle Community School and St. Ives School. These much needed facilities have emerged more recently, outside the plan process, and will serve both school and the wider local community. The following proposal relates to a site identified in Penzance for a new leisure centre, which will provide a new pool, sports hall and associated facilities as part of a major PFI project planned for completion in August 2005.

11.3.11 **PROPOSAL R-A: LAND AT ST. CLARE, PENZANCE (1.55 HECTARES) IS RESERVED FOR A SPORTS HALL AND SWIMMING POOL.**

11.3.12 Outdoor Sports Provision

The National Playing Fields Association (NPFA) recommends a minimum standard of 1.6 hectares per 1,000 population for outdoor sports provision, which includes such facilities as pitches, courts, greens and training areas. Facilities within the educational sector available for public use count towards this total. The Council has identified that the greatest shortfall is in the St. Ives area and a site has been allocated adjacent to the Rugby Club for sports pitches. Elsewhere there is no serious under-provision and a programme of modest improvements undertaken within the context of the Sport and Recreation Strategy should help to achieve an acceptable level of provision throughout the District.

11.3.13 **PROPOSAL R-B: LAND ADJACENT TO THE R.F.C. GROUND AT ST. IVES (2.4 HECTARES) IS RESERVED FOR OUTDOOR SPORTS PROVISION.**

Children's Play Space

11.3.14 The NPFA recommends a minimum standard of 0.8 hectare per 1,000 population for children's play space, which includes such facilities as equipped playgrounds and informal space within residential areas. In relation to new housing POLICY H-18 (para. 8.3.106) makes provision for suitable play space in assessing proposals for family dwellings. It is also important that where play space has been included in existing or proposed housing development these sites even if not implemented should not be permitted to be lost to other uses.

11.3.15 When considering provision for children it should be recognised that their needs vary. Younger children generally require equipped playgrounds that are well integrated with housing whereas older children are more likely to use informal areas suitable, for example, for ball games. There is also a greater need for emphasis on aspects of safety and supervision for younger age groups.

11.3.16 **POLICY R-2: THE PROVISION OF CHILDREN'S PLAY SPACE TO SERVE RESIDENTIAL DEVELOPMENT WILL BE PERMITTED IN LOCATIONS WHICH ARE APPROPRIATE IN TERMS OF SAFE ACCESS AND VISIBILITY. WHERE SUCH PROVISION HAS BEEN INCLUDED WITHIN EXISTING OR PROPOSED HOUSING AREAS THE DEVELOPMENT OF SUCH SITES FOR OTHER USES WILL NOT BE PERMITTED.**

11.3.17 Throughout the District there is currently a shortfall in provision of children's play space and in order to address these existing deficiencies effort will be directed where suitable opportunities for provision have already been identified. Sites have therefore been allocated at Newlyn Coombe, Love Lane (Penzance) and Heamoor. Elsewhere, where deficiencies have also been identified, opportunities will continue to be sought to help achieve an acceptable level of provision throughout the District.

11.3.18 **PROPOSAL R-C: THE FOLLOWING AREAS ARE RESERVED FOR CHILDREN'S PLAY SPACE:
LAND AT THE COOMBE, NEWLYN (0.7 HECTARE).
LAND AT LOVE LANE, PENZANCE (1.4 HECTARES).
FORMER J & I SCHOOL PLAYING FIELD, HEAMoor, (0.2 HECTARE).**

Safeguarding Recreation and Amenity Areas

11.3.19 Outdoor recreational areas, whether they are playing fields, specialist facilities or parks and gardens, not only provide for a wide range of formal and informal activities, but can also be as important for their amenity value as open space within towns and villages and are recognised as such in the Structure Plan (Policy SR 4) and by POLICY TV-3 (para. 7.3.12). The need to safeguard such a resource assumes even greater importance where deficiencies in existing provision are identified. There will be a presumption, therefore, against the loss of such areas unless a suitable alternative can be found or enhanced facilities would result from developing a small part of the site.

11.3.20 **POLICY R-3: PROPOSALS FOR DEVELOPMENT WHICH WOULD RESULT IN THE LOSS OF EXISTING OR PROPOSED OPEN AREAS IN FORMAL OR INFORMAL RECREATIONAL USE WILL NOT BE PERMITTED UNLESS:-**

- (i) **ENHANCED SPORTS AND RECREATIONAL FACILITIES WOULD RESULT FROM THE DEVELOPMENT OF A SMALL PART OF THE SITE; OR**
- (ii) **EQUIVALENT ALTERNATIVE PROVISION WHICH WOULD BE ACCESSIBLE, CONVENIENT AND ATTRACTIVE CAN BE SECURED THROUGH THE USE OF A PLANNING OBLIGATION.**

Areas of Recreational Importance

11.3.21 Within the urban areas of Penzance, St. Ives, Hayle and St. Just there are significant tracts of open areas which have a major emphasis on recreational use as well as making an important contribution within the built environment in terms of visual amenity. These areas are not necessarily exclusively related to recreational use and not solely confined to the public sector but they represent an important focus of recreational provision. A wide range of sporting and recreational activities are catered for, both formal and informal, including golf,

cricket, football, rugby and water sports and there are opportunities to provide additional and improve existing facilities for recreational use. Indeed, specific provision for additional recreational facilities is made in PROPOSALS R-B and R-C (paras. 11.3.13 and 11.3.18) within these areas of recreational importance.

- 11.3.22 **POLICY R-4: PROPOSALS FOR DEVELOPMENT WILL NOT BE PERMITTED WHERE IT WOULD HARM THE RECREATIONAL VALUE OF THE FOLLOWING AREAS:-**
ST. CLARE - PRINCESS MAY RECREATION GROUND, PENZANCE.
LOVE LANE - MENNAYE FIELDS, PENZANCE.
THE COOMBE, NEWLYN.
TREGENNA - STEEPLE WOODS - KNILL'S MONUMENT, ST. IVES
COPPERHOUSE POOL - RECREATION GROUND, HAYLE.
CAPE CORNWALL SCHOOL - BOSWEDDEN PLACE, ST. JUST.

Developments in the Countryside

- 11.3.23 Demand for commercial recreational development in the countryside has increased in recent years, a trend reflecting changes in European agricultural policy, which has led to pressures from farmers and landowners seeking to broaden their interests by finding alternative uses for their land. Development catering for activities such as golf, riding and motor sports can have a significant impact on the countryside in terms of landscape character, amenity and other environmental interests. The countryside is an important resource in itself, enjoyed by residents and visitors alike, and its character, qualities and features must be safeguarded. This will be particularly important within the Area of Outstanding Natural Beauty (AONB) and Heritage Coast where the conservation of natural beauty is a primary objective.
- 11.3.24 Although the provision of golf facilities in Cornwall is generally good it has been identified that there are limited opportunities for 'pay as you play' to cater for beginners and casual players. This, however, could be achieved by increased access to existing facilities rather than the provision of additional sites. Policy SR 2 of the Structure Plan contains a presumption against the development of golf courses or centres in the AONB and where there is a significant adverse impact on environmental interests. If any significant associated development, such as housing or holiday accommodation, is put forward as part of the package, such proposals are unlikely to be acceptable in the countryside and will be considered on their own merits against other plan policies.
- 11.3.25 Although the creation of a golf course may appear to have limited effects on agricultural land, such operations as earthmoving, contouring and the removal of top soil can have a significant adverse impact on any subsequent return to agriculture. For this reason POLICY E-5 (para. 9.3.29) precludes the development of golf facilities on the best and most versatile agricultural land. In the case of driving ranges it is considered more suitable for their location to be within or on the urban fringe where they will be most accessible to centres of population. Moreover, in such locations floodlighting is more likely to be assimilated within the urban context.
- 11.3.26 Increased popularity of equestrian activities has led to the growth of commercial facilities such as riding schools, hire facilities and trekking centres. Such facilities can also have a significant visual impact on the countryside through site levelling, use of alien materials such as ranch-like fencing and the construction of large covered areas. Rights of way are particularly important in facilitating access to

the countryside (para. 11.3.36) and often provide essential links between towns and villages and the open areas around them. It is essential that, when applications for development are received that might affect them, including equestrian related applications, the enjoyment, practicality and convenience of their continued use, or of any diversion should be carefully considered.

- 11.3.27 Since some recreational activities will, by their very nature, require a rural location it is important to provide sufficient safeguards to protect the character and amenity of the countryside and rights of way network. Development should be located and designed so that environmental impact is minimised. Screening and planting are likely to be important factors with existing landscape features retained (POLICY GD-3, para. 5.3.9). Where planting is required native species should be used. Any ancillary facilities, such as a clubhouse, should generally utilise existing buildings, but where a new building is considered necessary it must be located in or adjacent to a settlement or an existing complex to minimise environmental impact. Favourable consideration will be given to proposals for farm diversification involving the use of existing buildings for ancillary facilities for sport and recreational activities. It is also considered important to consider the effects of illuminating outdoor facilities in the open countryside. Whilst such lighting is not precluded altogether, it would be restricted where it would actually result in light pollution or adversely affect the character of the countryside.
- 11.3.28 Where the scale of development is such to attract a significant number of users, its location should be accessible, in terms of the public transport network, to the main centres of population and not reliant on the use of the private car.

11.3.29 **POLICY R-5: PROPOSALS FOR RECREATIONAL FACILITIES WHICH INVOLVE THE USE OF LAND IN THE COUNTRYSIDE WILL BE PERMITTED PROVIDED THAT:-**

- (i) **THERE WOULD BE NO SIGNIFICANT ADVERSE IMPACT ON THE CHARACTER OF THE LANDSCAPE;**
- (ii) **THERE IS NO CONFLICT WITH POLICY E-5 EITHER IN TERMS OF THE CHANGE OF USE OF LAND OR THE EFFECT OF ANY ENGINEERING OPERATIONS;**
- (iii) **THE SITE IS CAPABLE OF BEING EFFECTIVELY SCREENED BY LANDFORM, TREES OR PLANTING AND**
- (iv) **THERE WOULD BE NO ADVERSE ENVIRONMENTAL IMPACT IN TERMS OF THE NUMBER OF TRIPS GENERATED OR RELIANCE ON USE OF THE PRIVATE CAR.**

IN ADDITION, WHERE PRACTICABLE, ANCILLARY FACILITIES MUST BE ACCOMMODATED IN EXISTING BUILDINGS WHICH ARE OF A FORM, BULK AND GENERAL DESIGN IN KEEPING WITH THEIR SURROUNDINGS AND PLANTING SCHEMES MUST UTILISE NATIVE SPECIES.

WHERE A NEW BUILDING IS A FUNCTIONAL REQUIREMENT OF THE PROPOSAL IT MUST BE IN OR ADJACENT TO A SETTLEMENT OR AN EXISTING COMPLEX.

THE LIGHTING OF OUTDOOR FACILITIES IN OPEN COUNTRYSIDE WILL NOT BE PERMITTED WHERE IT WOULD RESULT IN LIGHT POLLUTION OR ADVERSELY AFFECT THE CHARACTER OF THE COUNTRYSIDE.

Informal Recreation in the Countryside

- 11.3.30 Penwith's coast and countryside is a recreational resource in its own right, providing a wealth of opportunities for leisure pursuits. Informal activities such as walking, cycling, country drives, riding, swimming and sunbathing as well as interests related to the area's landscape, archaeology, flora, fauna, culture and heritage are enjoyed by residents and visitors alike. Enjoyment of the coast and countryside in this way makes an important contribution to the general quality of life.
- 11.3.31 Encouraging greater access and use of the coast and countryside for recreation is supported by such national bodies as the Countryside Agency, Sport England, English Nature, the Environment Agency and the Department for Environment, Food and Rural Affairs. This approach is also endorsed by the Structure Plan which in Policy SR 3 seeks to safeguard the amenity of areas important for the public enjoyment of the coast and countryside. The common purpose is to improve and extend opportunities for enjoyment and understanding of the coast and countryside. Participation and enjoyment of recreational activities must not, however, be at the expense of diminishing the qualities and character of the countryside.

The need for Managing the Recreational Resource

- 11.3.32 Whilst it is essential to recognise the importance of a sense of freedom and the satisfaction of discovery as part of people's experience and enjoyment, pressures and conflicts do arise and some form of action or management may be required to achieve a suitable balance between protecting the countryside and the pursuit of recreational activities.
- 11.3.33 Conflict can lead to damage and erosion to vegetation and paths through intensity of use, pressure from congestion, disturbance to wildlife, damage and vandalism to archaeological sites, artefacts and other physical and natural features, noise, pollution, accidental fires and litter. In such a popular tourism area as Penwith such problems can become acute. The sheer scale of visitors using parts of the coast, for example, can threaten the intrinsic character of an area. This can be of particular concern in safeguarding the mainly unspoilt nature of the Area of Outstanding Natural Beauty and the Heritage Coast. A high quality environment is necessary to sustain the future of Penwith's tourism as well as an obligation to present and future generations.
- 11.3.34 The Council has undertaken various initiatives to increase recreational opportunities in the countryside. The "Stepping Stones" scheme promotes a series of countryside walks associated with local bus routes and, as part of the European Community's LEADER project, the Council has produced leaflets for selected areas for distribution through village post offices and shops which include maps of circular walks and information on features of interest. A reclamation scheme at Giew Mine, Cripplesease, now provides facilities for parking, picnics and interpretation and the Council has designated a Local Nature Reserve at Steeple Woods, St. Ives which will include interpretation of features of both ecological and archaeological interest (para. 6.3.42). Gwithian Green has now also been designated as a Local Nature Reserve.
- 11.3.35 The Department for Environment, Food and Rural Affairs, administers the Countryside Stewardship and the Environmentally Sensitive Area initiatives (more detail can be found in Chapter 6 Coast and Countryside). Within these initiatives access management and promotion can not only be undertaken but can be

closely matched to the specific environmental problems and requirements of each particular scheme.

Rights of Way Network

- 11.3.36 The Public Rights of Way network in Penwith is extensive and includes the South West Coastal Path, as well as the Tinnars' Way, Cornish Way and St. Michael's Way. The network is the responsibility of the County Council and provides the most important means of exploring the heart of the countryside. It was the aim of the County Council to have all public rights of way open and properly sign posted by the year 2005. The Countryside Commission's Parish Paths Partnership is one of a number of measures originally set-up to achieve this target. Since this date there have been continuous reviews taking place in the form of 'The Parish Path Review'. In practice this involves a periodic update of the Definitive Map and a statement reflecting changes that have taken place since the last review. In addition the County Council is preparing Parish Maps, indicating the public path network for display on local noticeboards, and is developing, with the assistance of riding groups, a selection of circular horse rides on bridleways, byways and quiet roads to help riders stay off busy and dangerous roads. POLICY TP-6 (para. 12.3.35) requires that proposals for development should not adversely affect existing rights of way and allows for improvements to the system.

Footpath at Chy an Dour

- 11.3.37 An access route linking the path has recently been provided on the seaward side of Penzance Railway Station with the South West Coast Path National Trail at Eastern Green, permitting walkers to avoid the busy A30 at Chy an Dour, was identified in earlier versions of the Plan and has now been provided.

Provision of Countryside Facilities

- 11.3.38 The Council will continue to make provision for and encourage small scale facilities and services which add to the understanding and enjoyment of the countryside (POLICY CC-2, para. 6.3.5). An important factor is the need to co-ordinate facilities, services and interpretation, particularly in relation to public rights of way and the public transport networks as well as parking facilities and the availability of accommodation. Some additional parking provision may be acceptable to alleviate uncontrolled parking in the countryside under POLICY TP-13 (para. 12.3.62). Emphasis will remain, however, on the quiet informal enjoyment of rural areas since it is acknowledged that comparative tranquillity is, and should remain, one of the main attractions of the countryside. Any improvements to access and the provision of facilities should not, however, have an adverse impact on the countryside in terms of landscape, amenity or other environmental interests.
- 11.3.39 The role of information is a key element, providing facts about places and points of interest as well as the care and understanding of the countryside. It is also important as a reminder that much of the countryside is a working environment and that the countryside should be respected as well as enjoyed.
- 11.3.40 **POLICY R-6: PROPOSALS WHICH WOULD FACILITATE AND ENHANCE INFORMAL RECREATIONAL ACTIVITIES AND ACCESS RELATED TO THE ENJOYMENT AND INTERPRETATION OF THE COUNTRYSIDE WILL BE PERMITTED WHERE THEY WOULD:-**

- (i) **BE INTEGRATED WITH THE PUBLIC RIGHTS OF WAY SYSTEM OR PUBLIC TRANSPORT NETWORK;**
- (ii) **NOT ADVERSELY AFFECT THE CHARACTER OF THE AREA AND**
- (iii) **NOT BE LIKELY TO HAVE AN ADVERSE EFFECT ON OTHER LAND USES IN THE VICINITY.**

Stables

11.3.41 The popularity of horse riding on an informal basis has led to increased demand for grazing land and stable accommodation. It is important that stables are sited in suitable locations and are of a satisfactory standard of design and materials. This will be of particular importance in the sensitive landscapes of the Area of Outstanding Natural Beauty and Heritage Coast. Where proposals are for new buildings they should be located in or adjacent to a settlement or, in the countryside, an existing complex. Conversions of existing buildings will be acceptable in the countryside where they are of a form, bulk and general design in keeping with their surroundings. Planting may be required to limit the visual impact in the landscape and provide shelter for the animals.

11.3.42 **POLICY R-7: PROPOSALS FOR STABLE ACCOMMODATION WILL BE PERMITTED PROVIDED THAT:-**

- (i) **THEY ARE LOCATED IN OR ADJACENT TO A SETTLEMENT OR EXISTING COMPLEX; OR**
- (ii) **THEY UTILISE EXISTING BUILDINGS WHICH ARE OF A FORM, BULK AND GENERAL DESIGN IN KEEPING WITH THEIR SURROUNDINGS.**

WHERE PLANTING IS REQUIRED TO PROVIDE SCREENING AND SHELTER NATIVE SPECIES MUST BE USED.

Water Related Recreation

11.3.43 Penwith's extensive and varied coastline offers many opportunities for water related recreation, with major levels of activity focused on Mount's Bay and St. Ives Bay. Inland opportunities are generally limited to the main reservoir at Drift, the small reservoirs at Boscathnoe and Bussow and the Hayle Estuary.

11.3.44 The Council recognises that there are opportunities for making further provision without detracting from the character and amenity of the area, but that some safeguards are needed. Increased levels of activity may bring greater risks of conflict with environmental and other interests, although management measures can be successful in containing impact and reducing incompatibility between competing interests.

11.3.45 In recognising the potential for further provision and seeking to facilitate further opportunities a prime concern of the Council will be to ensure that the character and quality of the environment is safeguarded. Whilst the Plan contains policies to safeguard particular environmental interests throughout the District as a whole, POLICY CC-14 (para. 6.3.68) specifically seeks to safeguard the shoreline and adjacent coastal waters from development which would adversely affect its landscape character, amenity, nature conservation, archaeological, historic and geological values. Such safeguards will be of particular concern within the Area of Outstanding Natural Beauty and Heritage Coast, designations which largely coincide with the undeveloped coast. Moreover, any provision would also need to take account of other agencies' responsibilities in relation to flood protection,

water supply, the safety and efficiency of working harbours and possible effects of erosion. Account should also be taken of river corridors which should be protected from inappropriate development that could have an adverse impact on nature conservation, fisheries, landscape, public access or water-related recreation.

- 11.3.46 In general terms the provision of facilities will be acceptable in those towns and villages listed in POLICIES H-5 and H-6 (paras. 8.3.52 and 8.3.53) which have a safe and convenient access to the coast. Outside the Area of Outstanding Natural Beauty and Heritage Coast proposals will also be acceptable where there is an existing focus of water related activities. Public access to the water will be an important consideration in assessing proposals for further facilities in terms of both safeguarding existing and providing new points of access, although any increased access should not cause adverse impact in terms of the erosion of vulnerable habitats. This broad approach is supported by the Structure Plan which encourages improved access to the coast and provision for water based activities whilst providing safeguards for environmental interests (Policies MAR 7 and 8, 1997 & Policies 4 & 13, 2004).
- 11.3.47 The general locations likely to provide the greatest opportunity for further provision are Mount's Bay and St. Ives Bay, including Hayle Estuary. Mount's Bay benefits greatly from its sheltered aspect and existing recreation facilities are focused on Penzance harbour and the Marazion - Long Rock area. The completion of the Regional Sewerage Scheme resulted in a significant improvement in water quality and is likely to increase demand for further facilities. The provision of a marina/yacht haven within Penzance harbour, remains a possibility, and there is further potential for recreation activities between Newlyn and Marazion although care will be needed to safeguard the character and amenity of the bay.
- 11.3.48 In St. Ives Bay much activity centres on St. Ives itself which has relatively good access for water activities, with car parking provision adjacent or close to the major beaches. Hayle Estuary contains Copperhouse and Carnsew Pools which both have the facility for water to be retained on a more permanent basis. Although opportunities for recreation in the estuary have long been recognised only limited activity has taken place. Almost the whole of Hayle Estuary is a Site of Special Scientific Interest (POLICY CC-7, para. 6.3.35) and Copperhouse Pool also provides an important function in terms of flood control. Any increase in activities within the estuary would need to be compatible with such interests.
- 11.3.49 Inland there may be opportunities for increased activity at Drift Reservoir. Although there is a car park and picnic area overlooking the water public access is severely limited. Any increase in provision, however, will need to be consistent with the obligations and priorities of the water authority and the Environment Agency.
- 11.3.50 **POLICY R-8: PROPOSALS TO FACILITATE WATER RELATED RECREATION WILL BE PERMITTED PROVIDED THAT THE DEVELOPMENT OR ASSOCIATED ACTIVITIES WOULD NOT:-**
- (i) HAVE AN ADVERSE IMPACT ON THE CHARACTER OR AMENITY OF THE LOCALITY;**
 - (ii) BE LIKELY TO CAUSE PROBLEMS OF EROSION OR**
 - (iii) HAVE AN ADVERSE ENVIRONMENTAL IMPACT IN TERMS OF THE NUMBER OF TRIPS GENERATED OR RELIANCE ON USE OF THE PRIVATE CAR.**

SUCH DEVELOPMENTS MUST BE LOCATED IN OR ON THE EDGE OF TOWNS AND THE VILLAGES LISTED IN POLICIES H-5 AND H-6 WHICH HAVE SAFE AND CONVENIENT ACCESS TO THE COAST.

IN THE VILLAGES LISTED IN POLICY H-7 SUCH DEVELOPMENT WILL NOT BE PERMITTED UNLESS IT CAN BE ACCOMMODATED BY THE CONVERSION OF SUITABLE EXISTING BUILDINGS.

OUTSIDE THE AREA OF OUTSTANDING NATURAL BEAUTY AND HERITAGE COAST PROPOSALS WILL ALSO BE ACCEPTABLE WHERE THERE IS AN EXISTING FOCUS OF WATER RELATED RECREATIONAL ACTIVITY.

IN ALL CASES THE EXISTING LEVEL OF PUBLIC ACCESS TO THE WATER MUST BE RETAINED OR IMPROVED.

Potentially Disruptive Activities

- 11.3.51 Some recreational activities can create problems of disturbance and nuisance or can have an adverse impact on the character and amenity of their surroundings. Such effects may be felt in both an urban or rural setting depending on the type of activity involved. An amusement centre, for example, is likely to be most appropriate in the main towns although there may be opportunities to provide more limited facilities in the other towns and main villages, subject to the scale and character of the settlement. It is unlikely to be acceptable close to housing or near schools, churches, hospitals and hotels and may detract from the character or appearance of a Conservation Area. It may also be appropriate to attach conditions limiting opening and decreasing noise emission to acceptable levels.
- 11.3.52 In rural areas certain activities can distract from and be incompatible with the quiet enjoyment of the countryside in terms of noise, dust or light pollution, as well as being potentially disruptive to nature conservation interests. The suitability of recreational activities in relation to surrounding areas will be given careful consideration.
- 11.3.53 **POLICY R-9: PROPOSALS FOR RECREATIONAL FACILITIES WHICH ARE LIKELY TO GENERATE DISTURBANCE BY NOISE, LIGHT, FUMES OR DUST WILL NOT BE PERMITTED UNLESS THEY ARE COMPATIBLE WITH SURROUNDING USES.**

11. RECREATION

Summary of POLICIES and PROPOSALS

TOPIC	LOCAL PLAN POLICIES/PROPOSALS	STRUCTURE PLAN POLICIES 1997 (2004)
<p>Sport and Recreational Facilities Location of facilities Swimming pools Sports hall Outdoor sports provision Children's play space Safeguarding recreation/amenity areas Areas of recreational importance</p> <p>Developments in the countryside</p> <p>Informal recreation in the countryside Managing the recreational resource Provision of countryside facilities Stables</p> <p>Water related recreation</p> <p>Potentially disruptive activities</p>	<p>R-1 (TV-16) R-A, R-1 R-A, R-1 R-B, R-1 R-2, R-C, (H-18) R-3 R-4 (R-A, R-C)</p> <p>R-5, (GD-3, E-5)</p> <p>(CC-2) R-6 (TP-13, CC-2) R-7</p> <p>R-8 (CC-14)</p> <p>R-9</p>	<p>SR 1 (Policy 13)</p> <p>SR 4 (Policy 13)</p> <p>SR 2, ENV 1 (Policies 1, 13 & 26)</p> <p>SR 3 (Policy 13)</p> <p>(Policies 4 & 13) MAR 7, MAR 8</p>

Section 12

Transportation

12. TRANSPORTATION

12.1 INTRODUCTION

- 12.1.1 The issue of sustainability is frequently raised in relation to transportation matters, particularly with reference to road transport and the use of the private car. There is clearly a need to pursue planning policies that encourage a reduction in the use of the car and place a greater emphasis on using other types of transport. Greater use of public and alternative modes of transport will reduce both pollution and congestion and make a small but significant contribution towards safeguarding the environment. However, it is important to acknowledge that, in rural areas where the public transport networks are limited, there is a considerable reliance on the private car for essential journeys.
- 12.1.2 The Highways Agency, on behalf of the Department for Transport, is responsible for all major works on trunk roads, while the County Council is the Local Highway Authority having responsibility for the improvement and maintenance of the county roads and Public Right of Way network. Orders for the control of on-street parking are also the responsibility of the County Council whilst the provision and maintenance of off-street parking is a dual function of the County and District Councils. Parish Councils may also provide off-street parking. The Transport Act of 1985 redefined the role of the County Council in respect of public transport and the County Council's function is restricted primarily to the provision of socially needed services not provided by the free market.

12.2 POLICY BACKGROUND

- 12.2.1 Policy Planning Guidance "Development Plans and Regional Planning Guidance" (PPG 12) and emerging PPS 12 "Local Development Frameworks" indicates that development plans should contain policies and proposals on transport issues including land use policies related to traffic management and details of schemes. PPG 13 "Transport" clearly identifies that there are significant links between transport and land-use. The PPG reiterates the Government's support for sustainable development and recognises that an effective transport system is vital. However, continued reliance on road transport, with its consequent environmental effects, is seen as a major challenge to the objective of sustainable development. The PPG addresses a number of issues including the relationship between transport and planning, location of development, complementary transport measures, provision of transport infrastructure and transport priorities and access to development. At a more detailed level guidance is given on such matters as car parking, provision for pedestrians and cyclists, traffic management, public transport, park and ride schemes, aviation, freight movements and developer contributions.
- 12.2.2 The Regional Planning Guidance (RPG 10) acknowledges that good communications are vital to the economic health of the South West and objectives for achieving an integrated and balanced transport system are outlined. Road congestion is identified as a problem in terms of delay, pollution and environmental damage and it is accepted that further road building is not generally likely to provide the solution. The guidance anticipates plans addressing all forms of transport and emphasises the need to locate development in such a way as to reduce the need to travel and offer a choice of means of transport. In addition the guidance stresses the need to provide roadside services, maximise the use of public transport, ensure an adequate rail network exists, provide facilities for pedestrians and cyclists and encourage movement of

freight by road and rail. The strategic and regional significance of port facilities and air services is also recognised.

- 12.2.3 The Structure Plan places emphasis on reducing the need to travel and increasing the use of public transport and alternatives to the private car. It also seeks to safeguard and improve facilities for rail and air travel. Specifically, need was identified in the Structure Plan for an inter-modal rail terminal in West Cornwall, which has led to the development of the Penzance Interchange. The Interchange has substantially enhanced the railway station environs, the bus and coach station, and the heliport shuttle bus pick up/set down point; whilst also assisting passenger flow between these locations. Transport policies in the Structure Plan also include guidance on parking, Primary and County Routes, road improvements and major schemes, and roadside service facilities.
- 12.2.4 The Government's White Paper 'A New Deal for Transport: Better for Everyone' replaced the previous Transport Policies and Programme (TPP) system with the 'Local Transport Plan' (LTP). Instead of the annual bidding process of the TPP system where funds were allocated for individual schemes, the LTP is designed to provide a new process for drawing up transport strategies which cover all modes of transport and links them together in a five year programme. The first LTP covers the period 2001-2006, and is reviewed annually, to ensure that the aims and objectives are being met. Through the LTP, Cornwall County Council seeks to identify both long and short term objectives, whilst deciding on an overall transport strategy and setting out individual policies and proposals to deliver this. A new Local Transport Plan will be prepared for the period 2006-2011.
- 12.2.5 Given the remoteness of the County, and the need to maintain and develop the communications network, one of the key transport themes to emerge from the 2004 Structure Plan, will be Accessibility (Policy 28, 2004). Accessibility concerns the improvement of access from rural communities to services and facilities. People's general levels of accessibility can vary a lot, depending on location, age, income and mobility impairment. It is important, therefore, that new development is well located in order to reduce the need to travel in the first instance, or to provide the opportunity to use more sustainable ways of travel to access key services. The Community Plan, Penwith 'A Vision for the Future' (2003) supports this aim through Objective C1, which seeks to maintain the number of local residents who find it easy to access services.

12.3 **POLICIES AND PROPOSALS**

- 12.3.1 The provisions of PPG 12, (PPS 12) and PPG 13 place the consideration of certain aspects of transportation firmly within the purview of the development plan system. It is important that transport facilities and networks provide an adequate framework to support development initiatives which are of social and economic benefit to the community. However, a range of the Plan's objectives are relevant to transportation issues and are particularly important in environmental terms. A key Plan objective is to pursue a pattern of development which reduces the need to travel, allows for alternatives to the private car and is well related to existing transport networks. This approach is carried forward through the policies of other sections of the Plan as well as in this section. Other relevant objectives include the promotion of energy efficiency, encouraging improved facilities for public transport users, cyclists and pedestrians, maintaining the viability and vitality of the main town centres, safeguarding accessibility and amenity and protecting the character and special values of the District.

Transport Proposals

- 12.3.2 The Local Plan presents a significant opportunity to direct development in such a way as to reduce reliance on road transport, with its consequent energy consumption, pollution and congestion, and to provide for greater and more efficient use of public transport. However, the achievement of any significant change in emphasis must necessarily be viewed as a medium to long-term target and in the meantime there is still a need to address the existing transportation requirements and problems of the District. In a rural area such as Penwith, where public transport facilities are restricted and there is a heavy reliance on the private car for essential journeys, there is still a need to accommodate the current needs of the motoring public in terms of movement and parking. This situation is further compounded by the influx of largely car-borne visitors during the summer season. If the problems associated with this issue are to be properly and fully addressed it must be as part of an integrated transport policy that encompasses not only land use matters but also includes a role for adequate and convenient public transport networks and a wider consideration of the movement of freight.
- 12.3.3 In view of the Local Plan's key role in endeavouring to achieve development which is sustainable it is appropriate to state clearly at this point the general approach to proposals related to transport. POLICY TP-1 identifies therefore that, as a matter of principle, such proposals will be acceptable where they provide for the use of alternatives to car and lorry transport or have public safety or wider environmental advantages.
- 12.3.4 **POLICY TP-1: TRANSPORTATION PROPOSALS WILL BE PERMITTED PROVIDED THAT THEY:-**
- (i) WOULD FACILITATE ALTERNATIVES TO THE PRIVATE CAR OR HEAVY ROAD FREIGHT TRANSPORT;**
 - (ii) ARE NECESSARY FOR PUBLIC SAFETY OR TO ACHIEVE A TRAFFIC IMPROVEMENT; OR**
 - (iii) WOULD ACHIEVE OTHER ENVIRONMENTAL BENEFITS IN TERMS OF A REDUCTION IN POLLUTION, CONGESTION, USE OF ENERGY OR TRIP GENERATION.**

Transport Services

Public Transport Facilities

- 12.3.5 The provision of adequate public transport, which includes 'bus, rail, air and sea services, is important in reducing energy consumption and pollution. If people are to be persuaded to use public transport the level of service and quality of facilities must be such as to make it attractive to potential customers. While the County Council has a direct but limited part to play in the provision of services the District Council has no such role. However, the Council is in a position to lobby for the retention or improvement of services and, as planning authority, to respond positively to appropriate proposals for new or improved facilities.
- 12.3.6 Policy TRAN 1 (Policy 27, 2004) of the Structure Plan places a strong emphasis on development proposals being assessed in terms of their potential to be served by public transport. This approach, which supports the strategic aims of Policy SP 2 (Policy 1, 2004), makes the availability of public transport an important consideration in dealing with development proposals and the Local Plan therefore seeks to maintain the existing level of accessibility to such facilities and to ensure that new provision is fully meshed with existing networks. The extent to which such proposals meet the requirement of POLICY TP-1 (para. 12.3.4) will be an important consideration. In some cases public transport facilitates can be large in

scale and it is essential that they are in keeping with their surroundings and are acceptable within the terms of POLICY GD-1 (para. 5.3.3). In addition the provisions of POLICY GD-2 (para. 5.3.7) particularly criteria (v) and (vi), are important in ensuring greater integration and mobility.

- 12.3.7 **POLICY TP-2: PROPOSALS FOR DEVELOPMENT WHICH WOULD PROVIDE PUBLIC TRANSPORT FACILITIES WILL BE PERMITTED PROVIDED THAT:-**
- (i) **THEY WOULD BE WELL INTEGRATED WITH TRANSPORT NETWORKS AND COMPATIBLE WITH THE STRATEGIC PUBLIC TRANSPORT NETWORK; AND**
 - (ii) **THEIR FORM, BULK AND GENERAL DESIGN WOULD BE IN KEEPING WITH THE CHARACTER OF THEIR SURROUNDINGS.**
- PROPOSALS FOR THE RELOCATION OR REPLACEMENT OF EXISTING FACILITIES WILL NOT BE PERMITTED WHERE THEY WOULD BE LESS CONVENIENT OR ACCESSIBLE TO POTENTIAL USERS.**

*Note: The Strategic Public Transport Network within the District is:-
Inter-Urban – between the main towns*

<i>Penzance-Camborne via Hayle</i>	<i>-Bus, Train</i>
<i>Penzance-Camborne via Marazion, Leedstown</i>	<i>-Bus</i>
<i>Penzance-Helston via Porthleven</i>	<i>-Bus</i>
<i>Penzance-Land's End via St Buryan, Sennen</i>	<i>-Bus</i>
<i>Penzance-Mousehole via Newlyn</i>	<i>-Bus</i>
<i>Penzance-St Ives via Lelant</i>	<i>-Bus, Train</i>
<i>Penzance-St Ives via Nanclodra, Halsetown</i>	<i>-Bus</i>

Bus

- 12.3.8 The Transport Act, 1985 came into operation in October 1986 when the principle of Road Service Licensing was abolished and any 'bus company meeting "O" License requirements became free to run a local service. The County Council has a duty to secure the provision of those services which it considers appropriate to meet demand but only in relation to services which would not otherwise be provided commercially. The trend towards smaller 'buses, combined with deregulation, has resulted in a more frequent and widespread network of services. In recent years various community transport initiatives have been instigated within the County where the level of passengers has been insufficient for a traditional 'bus service.
- 12.3.9 The Community Plan, Penwith 'A Vision for the Future' (2003) supports the need for a move toward promoting public transport as a viable alternative to the private car. Objective T1 looks to increase the number of journeys by bus services in Cornwall from 8.965m to 9.063m by 2006; while Objective T3 is to work with First Devon & Cornwall to improve the current bus services in Penwith and Objective T4 addresses the need to maximise the number of community bus schemes being developed in Penwith.
- 12.3.10 Penzance 'bus station provides the centre of the network in the District for services to St. Just, St. Ives, Hayle and the other main settlements. There is also a daily national service to destinations throughout the country. While it has no direct role in the provision or support of 'bus services the Council will continue to lobby for the retention and improvement of the existing level of services. The Malakoff 'bus station in St. Ives is limited in size but nevertheless offers a facility which is convenient to the town centre and which is considered extremely difficult

to replace. In both Penzance and St. Ives the 'bus stations are located in close proximity to the railway terminals with, in each case, only a car park separating the facilities. POLICY TP-3 (para. 12.3.19) aims to protect both operational railway land and other areas that are significant because of their potential for future transport use and therefore, in view of the high degree of accessibility the 'bus stations offer to the towns and the valuable opportunities they provide for effective road/rail interchange, it is essential that these facilities be retained in their present use.

12.3.11 **PROPOSAL TP-A: AN AREA AT THE MALAKOFF, ST IVES (0.05 HECTARE) IS RESERVED FOR A 'BUS STATION.**

12.3.12 **PROPOSAL TP-B: THE AREA OF PENZANCE 'BUS STATION (0.3 HA) WILL BE RESERVED FOR THAT USE.**

Rail

12.3.13 Penwith is served by the main railway line which runs through Cornwall and there is a branch line which connects St. Ives to St. Erth. The retention of existing rail links through the County and Penwith are essential to the local economy. Policy TRAN 2 (Policy 28, 2004) of the Structure Plan states that development proposals should not prejudice the use of the railway for passenger or goods transport including currently disused lines and facilities. Priority is also given to safeguarding existing services and opportunities for new stations on the main line. Policy TRAN 4 (Policy 28, 2004) identifies that development proposals should, where appropriate and practical, have regard to the need to encourage the carriage of freight by rail. Any reduction in the level of service is likely to have an effect on the attractiveness of the District as a business and holiday location and would be likely to increase car usage. The overnight 'Sleeper' service between Penzance and Paddington is important in terms of business and tourism links and it is also important that there is a direct rail link with the Channel Tunnel. The Council will continue to oppose any moves to further limit the rail service to the District and will lobby for the retention and enhancement of the rail network.

12.3.14 A number of improvements to the station facilities at Penzance have been carried out in recent years including modernisation of the booking and enquiry office, construction of a new refreshment room and extension of the car park. This work has culminated in the development of the Penzance Interchange. The town is fortunate in having both the rail and 'bus stations adjacent to each other and located conveniently for the shopping centre and the sea link to the Isles of Scilly and it is important that the station is retained in its present location.

12.3.15 The St. Ives branch line is a very attractive route and initiatives to improve the quality of the environment for rail users throughout the District are being actively pursued in conjunction with Wessex Trains, the current operators. The Strategic Rail Authority have announced plans to designate this branchline as a pilot line for 'Community Railway' status which should further boost the passenger numbers along this line, and also increase tourism to the area.

12.3.16 Penwith District Council operates a very successful Park & Ride initiative from Lelant Saltings to St Ives along the branchline, in conjunction with the County Council and Wessex Trains. The Community Plan, Penwith 'A Vision for the Future' (2003) supports this operation through Objective T5 which is to 'promote the Park & Ride scheme and explore the potential for additional sites'.

- 12.3.17 A Trans European Network (TEN) study has shown that rail investment could reduce journey times between Penzance and London and facilitate greater use of rail for freight transport. Given the anticipated growth of the economy resulting from Objective 1, such improvements would transfer some of the demand for travel and goods movement from road to rail. While it is not possible to be specific about the precise requirement for land adjacent to railway lines it is important to safeguard sites where there may be potential for access to rail freight transport or opportunities to provide integration of transport modes.
- 12.3.18 In addition Policy TRAN 2 (Policy 28, 2004) of the Structure Plan indicates that local plans should identify land affected by the considerations outlined in paragraph 12.3.13 and should include any other public transport infrastructure intended to be brought back into use. Such land is limited in Penwith, nevertheless there are some areas that are crucial to the future use of the railway for the movement of passengers and freight. The car parks at both Penzance and St Ives Station were, in part, previously operational railway land and, in view of their close relationship with the existing railway and 'bus stations, it is essential that they are retained for integrated transport use. In recognition of the significance of the road/rail interchange opportunities offered at both St Ives and Penzance, PROPOSALS TP-A and TP-B (paras. 12.3.11 and 12.3.12) seek to retain the 'bus stations in the towns in their present use. There is an area of land at Ponsandane, which lies alongside the main line approach to Penzance, that includes sidings, loading banks and a 'bus garage. This area has potential for the movement of freight or use as a park and ride facility for the town. At St Erth Station there are two areas of sidings that offer opportunities to handle freight. The siding to the north of the main line has recently been used to load scrap metal and PROPOSAL E-C (para. 9.3.65), which allocates land to the south of the station for employment purposes, links development of the site with the use of the sidings for the movement of freight. The station car park is also important as an element of road/rail interchange in the District. In the east of the District the site of Gwinear Road station and its associated sidings provide an extensive area where it is possible to meet the criteria for the provision of new sidings which could provide a rolling stock storage facility. The following policy therefore seeks both to protect operational railway land from conflicting uses and the areas identified above for transport related use.
- 12.3.19 **POLICY TP-3: ON OPERATIONAL RAILWAY LAND PROPOSALS FOR DEVELOPMENT WHICH WOULD CONFLICT WITH RAIL USE WILL NOT BE PERMITTED. THE NON-OPERATIONAL, UNDER USED OR DISUSED SITES LISTED BELOW WILL BE PROTECTED FOR FUTURE INTEGRATED TRANSPORT USE:-**
PENZANCE STATION CAR PARK
PONSANDANE, PENZANCE
ST ERTH, SIDINGS SOUTH OF THE MAIN LINE
ST ERTH, SIDINGS NORTH OF THE MAIN LINE AND THE STATION CAR PARK
ST IVES STATION CAR PARK
GWINEAR ROAD
- Air
- 12.3.20 Both the Heliport at Eastern Green and Land's End Aerodrome near St. Just are important for their links with the Isles of Scilly and the facility they offer for air travel to other destinations. Both are also important to the economy and transport infrastructure of the District. Policy TRAN 3 (Policy 27, 2004) of the Structure Plan states that provision should be made for the continued use and development of smaller airfields in the County unless this would lead to significant adverse

effects on the landscape, best and most versatile agricultural land, nature conservation, historic environment or amenity of the area. New development within the identified safeguarded areas of these two locations will be considered in relation to their operational needs.

- 12.3.21 The retention and improvement of the heliport close to Penzance, with good existing road and rail links close by, is supported by the Council. Land's End Aerodrome is an important facility which provides for the operation of fixed wing aircraft and while the runways are not surfaced the passenger accommodation and hangars have been progressively improved. The aerodrome is situated within a number of designated areas namely Area of Outstanding Natural Beauty, Heritage Coast and Area of Great Historic Value. These designations reflect the importance of this particular landscape and while the airport's continued operation is supported it is essential that any further upgrading of the range or scale of the facilities under POLICY TP-2 (para. 12.3.7) respects its sensitive location and the provisions of POLICIES CC-3, CC-5 and CC-16 (paras. 6.3.13, 6.3.21 and 6.3.81) will be important in the consideration of specific proposals.

Sea Transport

- 12.3.22 The use of sea transport as a contributor to the transportation needs of the District has declined throughout this century. However, the existing port facilities represent a considerable investment and, in the light of the need to encourage alternative means of moving heavy goods and bulk cargoes, they still have potential for future developments. This is particularly relevant in relation to the ports of Penzance and Hayle, however Newlyn, St. Ives and other smaller harbours may also have a role to play. It is important to note that many of these facilities are located in or adjacent to designated areas, Conservation Areas or sensitive marine habitats. The Structure Plan contains a number of policies relevant to the development of port facilities. Policy MAR 1 (Policy 4, 2004) makes it clear that development proposals relating to the coast, estuaries and marine environment should be considered against the need to conserve the marine environment for its own sake and for the economic importance of the activities it supports while Policy MAR 2 emphasises the need to avoid pollution of marine and coastal waters. Policy MAR 4 recognises the need to protect existing waterside sites within the developed coast for maritime industrial or leisure activities and Policies MAR 5 and MAR 6 support improved facilities for the fishing industry and firms in the maritime sector. In addition Policy TRAN 4 identifies that development proposals should, where appropriate and practical, have regard to the need to encourage the carriage of freight by water.
- 12.3.23 Within the context of the policies outlined above the Local Plan seeks to safeguard existing port facilities from developments which would prejudice their operation and to provide for improvements where these are properly related to the existing transport infrastructure and in keeping with their surroundings. In considering proposals for the development of port and harbour facilities the policies for the protection of the coast and countryside, designated areas and Conservation Areas (Sections 6 and 7) will be particularly important.
- 12.3.24 **POLICY TP-4 PROPOSALS FOR DEVELOPMENT WHICH WOULD INHIBIT OR INTERFERE WITH THE EFFICIENT AND SAFE OPERATION OF PORT AND HARBOUR FACILITIES WILL NOT BE PERMITTED. PROPOSALS TO IMPROVE SUCH FACILITIES WILL BE ACCEPTABLE PROVIDED THAT:-**
(i) THEY WOULD BE WELL INTEGRATED WITH TRANSPORT NETWORKS APPROPRIATE TO THE USE PROPOSED; AND

**(ii) THEIR FORM, BULK AND GENERAL DESIGN WOULD BE
IN KEEPING WITH THE CHARACTER OF THEIR
SURROUNDINGS**

Penzance Harbour

- 12.3.25 It is the Council's intention that the operation of the harbour should continue and be available for passenger traffic, the shipment of commercial cargoes, the continuation of the dry dock operation and other related activities. A number of schemes have been undertaken to improve the facilities in the harbour and increase its attractiveness to both resident and visitor users. The need to ensure that new development is related to the harbour and does not hinder the operation of the wet and dry docks is identified in POLICY TV-24 (para. 7.3.79).
- 12.3.26 The sea link to the Isles of Scilly provided by the 'Scillonian' and 'Gry Maritha' is an important element of the activity in the Harbour. The operating company at present offers a summer service utilising the 'Scillonian' supported by the 'Gry Maritha' carrying cargo and a more limited winter service using the 'Gry Maritha' supported by the fixed wing air services from Land's End Aerodrome. The 'Scillonian' is berthed in the Wet Dock over the winter period. These arrangements appear to work satisfactorily and have eased the problems associated with berthing the 'Scillonian' on a regular basis in the winter which sometimes caused problems in inclement weather conditions. However, there still remains a need to provide improved facilities for passengers and cargo handling (PROPOSAL TV-B, para. 7.3.81), taking full account of health and safety issues.
- 12.3.27 Proposals for a major expansion of the port facilities at Penzance have been mooted but have not been independently examined to the satisfaction of the Authority. However, preliminary technical investigations are to be carried out in the context of the Route Partnership proposal to improve the Isles of Scilly link, through development of both St Mary's and Penzance harbours. In assessing proposals for Penzance Harbour the fact that it lies within the Conservation Area (POLICY TV-6, para. 7.3.19) and the Historic Settlement (POLICY TV-14, para. 7.3.38) will be an important consideration.

Hayle Harbour

- 12.3.28 The harbour has been reopened to commercial traffic after a long period of closure during which it was only utilised by small craft and fishing vessels. A number of proposals to revitalise the harbour have been put forward linked to a range of associated development such as housing, holiday accommodation and leisure facilities but to date none of these have come to fruition and the condition of the port facilities and approach channels remains poor.
- 12.3.29 The port of Hayle represents a potentially valuable resource on the north coast of the District and the Council will continue to pursue initiatives, in conjunction with the private sector, that will lead to the regeneration and revitalisation of this crucial area of the town. In particular there will be an emphasis on ensuring that the best use is made of the port facilities for commercial and leisure use and the provision of improved job opportunities. Section 7 (paras. 7.3.104 to 7.3.119) contains details of the overall policy approach and PROPOSAL TV-D (para. 7.3.119) relates specifically to redevelopment of the harbour area. It should be noted that several nature conservation policies (Section 6) are relevant to the harbour and estuary.

Newlyn Harbour

- 12.3.30 Newlyn is one of the most important fishing ports in the country. A substantial amount of local revenue is raised by the activities in and around the port and the amount of employment generated is vital to the economy of the District. Policies MAR 4 to 6 (Policy 4, 2004) of the Structure Plan are particularly relevant to Newlyn Harbour. The facilities of the harbour have been improved in recent years including the provision of a new quay, increased parking and a refurbishment of the fish market. The Harbour Commissioners are pursuing a programme of continued improvements, following from the proposals in the Newlyn Regeneration Study. Within the confines of the harbour the provision of such facilities does not require planning permission. As identified in Section 9 there is limited land available around Newlyn Harbour for supporting activities and accordingly POLICY E-9 (para. 9.3.39) places an additional emphasis on safeguarding such areas over and above that contained in Policy MAR 4(Policy 4, 2004) of the Structure Plan. The harbour is within the Conservation Area and the provisions of POLICY TV-6 (para. 7.3.19) will be relevant in considering development proposals. The movement of heavy vehicles to and from the port causes problems of congestion and this issue was considered in the Penzance Transport Study (para. 12.3.56).

St. Ives Harbour

- 12.3.31 The harbour at St. Ives is different in nature to those at Penzance, Hayle and Newlyn and while fishing is still important the significant uses are tourism and leisure orientated. It is anticipated that the balance of use will not change significantly during the plan period and that St. Ives Harbour will continue to be a focus for the holiday industry while still providing a valuable local facility for fishing. The St Ives Harbour Enhancement and Preservation report (Poseidon Aquatic Resource Management, 2002), was prepared on behalf of the District Council and provides an action plan to support the fishing industry and provide opportunities for economic diversity.

Cyclists

- 12.3.32 The bicycle is becoming an increasingly popular means of transport for both functional and leisure use. However, its growth in popularity is not always reflected in provision for cyclists within the traffic network or built environment. As a result riding a cycle in modern traffic flows can at best be intimidating and at worst very hazardous. The use of the bicycle as an alternative to the private car for short or frequent journeys will result in energy savings and a reduction in fuel emissions. The National Cycling Strategy was launched in 1996, with the aim to increase the use of bicycles for all types of journey, and with a target to quadruple the number of trips made by bicycle by 2012 on 1996 levels. The County Council supports these targets and is working to see them achieved by establishing a culture favourable to the increased use of bicycles by means of traffic management and infrastructure improvements, land use and development control policies. Policy TRAN 5 (Policy 28, 2004) of the Structure Plan states that development proposals should make appropriate provision for encouraging journeys by bicycle and POLICY GD-2 (para. 5.3.7) requires that development makes provision for cycling which is safe, convenient and attractive and where appropriate includes secure cycle parking. The County Council is also actively pursuing the provision of improved facilities for cyclists within individual road schemes and as part of transportation 'packages' being developed in selected towns. In addition funding has been secured, in partnership with Sustrans and a number of other bodies, towards the development of the National Cycle Network through Cornwall. Known as the 'Cornish Way', the first route opened in June

2000, and now consists of six inter-linking trails for cyclists and pedestrians from Bude to Lands End. The County Council has also established a Cycle Forum which consists of officers from the district councils, the highways authority and cycle users and groups. The District Council fully supports the County Council in its efforts to provide and promote better facilities for cyclists, and the Community Plan also advocates the development of cycle networks through Objective T8.

- 12.3.33 **POLICY TP-5: PROPOSALS FOR THE DEVELOPMENT OF EXISTING AND POTENTIAL CYCLE ROUTES AND PARKING FACILITIES WILL BE ACCEPTABLE PROVIDED THAT THEY ARE SAFE, SECURE, CONVENIENT AND ATTRACTIVE.**

Pedestrians

- 12.3.34 In an age of increasing traffic flows, and consequent conflict between pedestrians and vehicles, every opportunity should be taken to improve both the safety of pedestrians and their environment. The need to provide for journeys on foot is identified in Policy TRAN 5 (Policy 28, 2004) of the Structure Plan and POLICY GD-2 (para. 5.3.7) requires the provision of safe, convenient and attractive facilities for pedestrians in new developments; which also provide for the needs of those with restricted mobility. Within the towns and villages there are many pedestrian routes which it is important to protect. These routes may be relatively insignificant in the overall patterns of movement but are important as shortcuts, as a means of avoiding areas of congestion or busy roads, or for recreational purposes. Where new development takes place it is important that such pedestrian routes are not lost.

- 12.3.35 **POLICY TP-6: PROPOSALS FOR DEVELOPMENT WHICH WOULD ADVERSELY AFFECT, OR RESULT IN THE LOSS OF, ROUTES WITHIN TOWNS AND VILLAGES WHICH PROVIDE CONVENIENT OR ATTRACTIVE LINKS FOR PEDESTRIANS WILL NOT BE PERMITTED.**

- 12.3.36 Public rights of way, which are the responsibility of the County Council, are identified on the Definitive Map and have statutory protection. These rights of way are particularly important in facilitating access to the countryside (para. 11.3.36) and often provide essential links between towns and villages and the open areas around them. It is essential that, when applications for development are received that might affect them, including equestrian related applications, the enjoyment, practicality and convenience of their continued use, or of any diversion should be carefully considered. Where opportunities arise to improve or supplement the existing network these will be acceptable in principle.

- 12.3.37 **POLICY TP-7: PROPOSALS FOR DEVELOPMENT WHICH WOULD DIRECTLY, OR INDIRECTLY, AFFECT EXISTING RIGHTS OF WAY MUST NOT RESULT IN THEIR CONTINUED USE BEING LESS SAFE, CONVENIENT OR ATTRACTIVE.**

PROPOSALS FOR THE IMPROVEMENT OF THE EXISTING RIGHTS OF WAY SYSTEM WILL BE ACCEPTABLE.

Main Road Network

- 12.3.38 The main roads within the District carry considerable holiday traffic and, although several major improvements have been undertaken, congestion increasingly occurs at peak times, particularly on the A30. A scheme to improve the length of the A30 between the site of the former creamery at St. Erth and Newtown has

been withdrawn from the Trunk Road Programme. However, it is considered that there is a pressing need to alleviate the congestion that occurs in Crowlas and to improve the environment of the village by eliminating through traffic and the Council has continued to lobby for the necessary improvements along this length of road through the Highways Agency 'Route Management Strategy' for the A30.

- 12.3.39 Policy TRAN 7 (Policy 27, 2004) of the Structure Plan states that new development proposals should be compatible with the effective management and safe movement of traffic having regard to the importance of the defined Primary and County Routes. In addition, direct access to Primary Routes should be avoided. The priorities for road schemes will be targeted on the Primary Route Network and Policy TRAN 8 indicates that these will have regard to meeting housing and employment priorities, improving safety, complementing management measures and achieving environmental benefits. The Primary Route Network in the District comprises the A30 from the boundary to Mount Misery, Penzance and the A394 from the District boundary to Newtown.
- 12.3.40 The County Route Network comprises the A3074 and C159/B3311 from the A30 to St. Ives, A3071 from Penzance to St. Just, the B3306 from St. Just to the A30 and the B3302 and B3301/C750 from Hayle to the District boundary. Policy TRAN 9 (Policy 27, 2004) states that road schemes which would have significant adverse effects on landscape, agricultural, conservation, historic or amenity values will be unacceptable unless such impacts can be mitigated. In addition all schemes included in Proposal TRAN A will be the subject of detailed environmental appraisal. The second Local Transport Plan for 2006-2011 (para.12.2.4) will provide a programme for future road schemes.

Non-Strategic Roads

- 12.3.41 Continuing pressure to improve roads in both urban and rural areas to accommodate greater traffic flows can result in serious harm to the townscape and character of the countryside. As identified in paragraph 12.3.40 Policy TRAN 9 (Policy 27, 2004) of the Structure Plan seeks to limit the impact of road schemes and it is essential that, if the special character of the District is to be protected, unsympathetic or unnecessary highway improvements are avoided. This is particularly so in the rural areas where much of the District is served by narrow roads, bordered by locally distinctive Cornish hedges. The meandering nature of many existing routes with consequent limitations on visibility is likely to result in reduced vehicle speeds which could, in certain circumstances, act as a traffic calming mechanism.
- 12.3.42 Within the District various minor road improvement schemes are likely to be undertaken by the highway authority during the Plan period. Frequently such schemes do not require planning permission and usually relate to visibility and footway improvements. Where an improvement is justified on highway safety grounds it is important that it is subject to a sensitive landscaping treatment and that natural and man made features, which contribute to the character of the locality, are retained. Where hedgerows and hedges are removed their replacement within the scheme will facilitate habitat re-establishment. This approach is complementary to POLICY CC-12 (para. 6.3.57) which seeks to resist developments which would result in the loss of trees, woodland, hedgerows and Cornish hedges and landscaping proposals must comply with POLICY GD-3 (para. 5.3.9). The use of stone from the locality will be important in retaining locally characteristic features. POLICY TP-8 (para. 12.3.43) is intended to apply to those road improvement schemes which require planning permission and it supplements the provisions of POLICY GD-5 (para. 5.3.13) which relates to highway alterations required as part of a specific development proposal.

- 12.3.43 **POLICY TP-8: WHERE A ROAD IMPROVEMENT SCHEME IS NECESSARY ON HIGHWAY SAFETY GROUNDS THE DESIGN WILL BE REQUIRED TO RETAIN LOCAL CHARACTERISTIC NATURAL AND MAN MADE FEATURES AND, IN THE COUNTRYSIDE, TO PROVIDE FOR THE CONSTRUCTION OR REINSTATEMENT OF HEDGEROWS AND CORNISH HEDGES.**

Roadside Facilities

- 12.3.44 In a predominantly rural area, such as Penwith, the development of high profile roadside facilities in the open countryside can have a serious detrimental impact on the landscape and cause problems of noise and light pollution. In addition there are economic advantages, in terms of sustaining the viability and suitability of existing centres, in seeking greater use of facilities in the towns and villages or by developing further facilities in or adjacent to those settlements which can accommodate them. In terms of trunk roads Circular 4/88 indicates that there is a need for fuel, parking, toilet and refreshment facilities to be provided and the suggested minimum distance between petrol filling stations and associated facilities should be 12 miles and the maximum 25 miles. Planning Policy Guidance "Transport" (PPG 13) also identifies, in Annex A, that the Government wishes to encourage the development of key sites with a range of facilities. Where these are located in open countryside special consideration should be paid to landscaping. Policy TRAN 10 of the Structure Plan indicates that the provision of this type of facility should be well integrated with existing development and where the need for additional facilities outweighs any adverse environmental impact.
- 12.3.45 Within Penwith the A30, from Roseworthy to Penzance, is the only length of trunk road. There is a focus of roadside facilities at Loggans, Hayle that includes a service station, restaurants and hotel. At Chiverton Cross, which is 15 miles to the east and in Carrick District, there is a restaurant and fuel facilities and there is a similar provision at the western end of the A30 on the approach to Penzance. In view of Penwith's location the majority of non-resident traffic entering the District either ends its journey within the area or remains for a relatively short period and it is considered that the existing developments are sufficient to satisfy the minimum distance requirements of Circular 4/88. The development of additional facilities on these sites will be acceptable provided that the activities proposed are in keeping with the surroundings and any impact on the wider landscape is minimised. Proposals for motels will be considered within the context of POLICY TM-3 (para. 10.3.12) and landscaping schemes will be expected to comply with POLICY GD-3 (para. 5.3.9).
- 12.3.46 **POLICY TP-9: PROPOSALS FOR ROADSIDE FACILITIES WILL NOT BE PERMITTED WHERE THEY WOULD HARM THE CHARACTER OF THE COUNTRYSIDE OR THE SETTING OF A TOWN OR VILLAGE. ON THE PRIMARY ROUTE NETWORK ADDITIONAL PROVISION WILL GENERALLY BE LIMITED TO EXISTING ROADSIDE SITES. THE DEVELOPMENT MUST BE COMPATIBLE WITH SURROUNDING USES AND ITS IMPACT WITHIN THE WIDER LANDSCAPE MUST BE MINIMISED THROUGH SCREENING, TREES AND PLANTING.**

Note: The primary route network within Penwith comprises the A30 from the District boundary to Mount Misery, Penzance and the A394 from the District boundary to Newtown.

Freight Transport

- 12.3.47 The location of Penwith results in goods being transported a great distance from outside the area in order to reach their outlets in the District. There is an increasing emphasis on the use of large lorries and, while the main roads into the District are basically capable of accommodating such vehicles, many of the towns and villages, smaller lanes and some minor roads within Penwith are not. The Structure Plan places a strong emphasis on development proposals having regard to the need to encourage the movement of freight by rail and water and the need for the intermodal rail terminal in West Cornwall (Policy TRAN 4). Policy TRAN 2 also identifies that the use of the railway for goods transport should not be prejudiced by development proposals. One opportunity in the District exists on the former creamery site at St. Erth which is reserved for industrial and business uses by PROPOSAL E-K (para. 9.3.87).
- 12.3.48 The rural road network of the District is characterised by narrow, twisting lanes bordered by substantial stone hedges and many parts of the urban areas are served by streets of limited width. As identified in paragraph 12.3.41 highway schemes intended to accommodate a greater volume of traffic or larger vehicles can have an adverse impact on the rural and urban character of the District. The provision of trans-shipment facilities, where incoming goods could be transferred to small delivery vehicles and outgoing produce and products loaded into large lorries or containers, could offer considerable environmental benefits to the District. In order to maximise the benefits, any such facility needs to be accessible from the primary route network or to have potential for connection to the rail network. Ideally it would be accessible to both. In addition good access would be required to the intended collection and distribution area and the development should be compatible with surrounding uses, with any impact on the wider landscape minimised through screening and planting. Landscaping proposals will be expected to comply with POLICY GD-3 (para. 5.3.9). While the provision of this type of facility is supported by the approach to the movement of freight in PPG 13 "Transport" their development would depend on their operation proving to be a viable proposition which offered sufficient advantage to local companies and hauliers to offset the difficulties of additional handling of goods.
- 12.3.49 **POLICY TP-10: PROPOSALS FOR TRANS-SHIPMENT FACILITIES WILL BE PERMITTED PROVIDED THAT THE SITE:-**
(i) IS EASILY ACCESSIBLE FROM THE PRIMARY OR COUNTY ROUTE NETWORK AND/OR HAS POTENTIAL FOR RAIL CONNECTION AND
(ii) IS ACCESSIBLE FROM ITS RELATED DISTRIBUTION OR COLLECTION AREA.
THE DEVELOPMENT MUST BE COMPATIBLE WITH SURROUNDING USES AND ITS IMPACT IN THE WIDER LANDSCAPE MUST BE MINIMISED THROUGH SCREENING, TREES AND PLANTING.
- Note: The primary route network within Penwith comprises the A30 from the District boundary to Mount Misery, Penzance and the A394 from the District boundary to Newtown.
- 12.3.50 The District's location results in a significant amount of incoming goods being delivered by long distance lorries and there is a need to provide secure over-night parking for some of these vehicles. Provision has been made in the Penzance area, notably at Newlyn for fish lorries and at Wherrytown car park and the northern end of Albert Pier. The last two sites mentioned are also used by coaches for both day time and over-night stops. The existing provision is broadly

sufficient and it is unlikely that the District Council will be in a position to develop further facilities of this type. It is essential therefore that the present provision is not eroded and opportunities to provide further parking for heavy vehicles will be kept under review and supported where appropriate.

Rear Servicing

- 12.3.51 Opportunities to provide such facilities to many shops in the towns in the District are severely limited by the physical nature of the centres. In most cases the environmental benefits of removing traffic from the shopping streets would be more than offset by the adverse effect of the access improvements on the street scene and the intimate, enclosed nature of the towns.
- 12.3.52 St. Ives experiences problems of congestion which are acute in the summer months when there is more traffic in the town and vehicles unloading goods in the narrow streets exacerbate the difficulties. However, due to the historic nature of the town and the fact that the area in question lies within the Conservation Area, this problem cannot readily be solved in a satisfactory manner. The use of smaller vehicles, perhaps operating from a trans-shipment depot (POLICY TP-10 para. 12.3.49), may provide part of the answer. While measures to calm traffic and provide improved on-street parking have been undertaken in Hayle the town still suffers some degree of seasonal congestion.
- 12.3.53 The delivery of goods in the main shopping streets of Penzance has long caused problems of congestion, with attendant danger to both pedestrians and motorists. The worst problems occur in Market Jew Street, Alverton Street, Causewayhead, Queen's Square and the upper part of Chapel Street. The problem has, to some extent, been alleviated in Causewayhead by pedestrianisation, although there is still concern over loading and unloading during shopping hours. Bread Street provides rear access to some shops on the northern side of Market Jew Street, and POLICY TV-22 (para. 7.3.73) safeguards this and permits improvements to existing servicing in this area. On the southern side of the main street the former Tesco, Pioneer, Courts, Woolworths and Boots have private access to the rear of their stores. The configuration of the central shopping area does not readily lend itself to the provision of additional rear servicing but PROPOSAL TV-A (para. 7.3.68) identifies that redevelopment proposals for the former Cornwall Farmers Limited site must include provision for rear access from Jennings Street to serve part of the south side of Market Jew Street. The County Council's traffic management proposals for Market Jew Street will also make provision for improved unloading arrangements.
- 12.3.54 It is accepted that generally it is difficult to provide rear access facilities to commercial premises in the main towns. However, where opportunities arise through redevelopment or other proposals, every effort should be made to improve servicing arrangements to individual units or groups of units subject to the impact on the character and environment of the town centre being acceptable. POLICIES TV-1, TV-6 and TV-14 (paras. 7.3.5, 7.3.19 and 7.3.38) relating to development affecting the character of settlements, Conservation Areas and Historic Settlements will be important in considering such proposals.
- 12.3.55 **POLICY TP-11: WHERE DEVELOPMENT PROPOSALS IN TOWN CENTRES PROVIDE THE OPPORTUNITY FOR NEW OR IMPROVED REAR ACCESS ARRANGEMENTS THEY SHOULD BE PROVIDED WHERE POSSIBLE.**

Parking

General

- 12.3.56 Planning Policy Guidance "Transport" (PPG 13) identifies that the availability of car parking has a major influence on the choice of means of transport. In particular local authorities are expected to adopt lower requirements for locations with good access by other means of travel than the private car, be flexible in the requirements for residential off-street parking in order to achieve good, high density development, ensure parking requirements in general are kept to the operational minimum, not require developers to provide more spaces than they wish and ensure that parking provision at peripheral developments is not set at high levels which would disadvantage central areas. The PPG also identifies that authorities should seek to encourage the redevelopment or reuse of existing private parking to bring them down to revised standards and refuse planning permission for parking developments which do not meet strategic aims. The concept of seeking 'commuted payments' in lieu of parking provision to assist public transport or walking and cycling is also introduced. Structure Plans are the principal means of integrating strategic transport and planning policies. Policy TRAN 6 (Policy 28, 2004) of the Structure Plan states that car parking should be kept to the operational minimum and that consistent standards should be set between the larger urban areas, namely Truro, Penzance, Falmouth, St. Austell and Newquay, to avoid competition. The amount of parking provision together with the level of charges in these main towns are issues being addressed by the County Council. The County Council is also responsible, as the Highway Authority, for determining the parking requirements relevant to specific proposals and a range of factors is taken into account including the type of use, location, operational and non-operational requirements, degree of congestion and relevance of commuted payments. A Transport Study was carried out for Penzance which provides the basis for developing transport and traffic management proposals.
- 12.3.57 Within Penwith various factors influence demand for parking provision ranging from seasonal changes to fluctuations determined by the time of day, the day of the week and the weather. The parking provision in each of the main centres is briefly outlined in paragraphs 12.3.63 to 12.3.68. In general terms most of the existing car parks are conveniently located and, although the influence of visitors in the summer months results in pressure on car park capacity, they are capable of accommodating most of the demand. Parking charges are reviewed by the Council annually and are related to the intended use of individual car parks. Permanent and seasonal staff are employed to ensure that the parking policy of the Authority is properly enforced. There is a limited number of privately owned car parks in the urban areas and, in general, few existing developments in the towns include more than minimal associated parking facilities. A significant element of the population of the District is reliant on the private car for journeys for work, shopping or leisure. It is not considered appropriate, therefore, to pursue measures to reduce the amount of existing public or private parking until alternative opportunities for public transport, cycling and walking are enhanced to the point where they represent a practical alternative.
- 12.3.58 Provision for car parking in proposals for development will vary, depending on the site's accessibility by means other than the private car. Where such access is good, the requirement for parking can be reduced and, in line with County Council guidance, maximum standards have been identified and there is no minimum provision. However, as a consequence of the high level of reliance on the private car within Penwith it is likely that some provision for non-operational parking will generally be required. Such provision could be made in alternative locations

which provide good access to the development on foot or by public transport services such as in town 'bus routes or park and ride facilities. This approach will permit flexibility in determining the overall parking requirement for developments and facilitate alternative methods of meeting those requirements. The ability to locate non-operational elements on alternative sites, thereby keeping the on-site provision to the minimum, will assist in achieving high density, good quality developments which make effective use of their sites. In major developments commuted payments may be required to fund alternative car parking or other transport measures and initiatives.

12.3.59 POLICY TP-12: THE PROVISION OF CAR PARKING IN DEVELOPMENT MUST BE RELATED TO THE PROPOSED USE, THE LOCATION, THE AVAILABILITY OF OR POTENTIAL FOR ACCESS BY ANY OTHER MEANS THAN THE PRIVATE CAR AND THE AMOUNT OF EXISTING PUBLIC PARKING PROVISION IN THE LOCALITY.

THE LEVEL OF CAR PARKING PROVISION IN DEVELOPMENT WILL NOT EXCEED THE FOLLOWING MAXIMUM STANDARDS:-

FOOD RETAIL THRESHOLD >1000SQM	- 1 SPACE PER 14SQM GROSS FLOOR AREA
NON FOOD RETAIL THRESHOLD >1000SQM	- 1 SPACE PER 25 SQM GROSS FLOOR AREA
D2 INCLUDING LEISURE THRESHOLD >1000SQM	- 1 SPACE PER 25 SQM GROSS FLOOR AREA
B1 INCLUDING OFFICES THRESHOLD >2500SQM	- 1 SPACE PER 35 SQM GROSS FLOOR AREA
B2 EMPLOYMENT	- 1 SPACE PER 50 SQM GROSS FLOOR AREA
B8 WAREHOUSING	- 1 SPACE PER 200 SQM GROSS FLOOR AREA
HOSPITALS	- 1 SPACE PER 4 STAFF AND 1 SPACE PER 3 VISITORS AND TRAVEL PLAN REQUIRED
HIGHER AND FURTHER EDUCATION THRESHOLD >2500SQM	- 1 SPACE PER 2 STAFF AND 1 SPACE PER 15 TOTAL POSSIBLE STUDENTS AND TRAVEL PLAN REQUIRED
ALL OTHER SCHOOLS	- 1 SPACE PER 2 STAFF AND TRAVEL PLAN REQUIRED. OTHER SPACES WILL REQUIRE JUSTIFICATION
STADIA THRESHOLD >1500 SEATS	- 1 SPACE PER 15 SEATS
CINEMAS, CONFERENCE CENTRES, PLACES OF WORSHIP THRESHOLD >1000SQM	- 1 SPACE PER 5 SEATS

COMMUNITY CENTRES	- 1 SPACE PER 5 SQM OF FLOOR SPACE
FOOD AND DRINK	- 1 SPACE PER 5 SQM OF FLOOR SPACE
HOUSING CCC THRESHOLD -50 UNITS FOR DETAILED TRANSPORT ASSESSMENT	- 1 SPACE PER UNIT WHERE HIGHLY ACCESSIBLE. 2 SPACES PER UNIT ELSEWHERE. 1.5 SPACES PER UNIT NOT TO BE EXCEEDED OVERALL IN LARGER DEVELOPMENTS.
STUDIO, BEDSITS SHELTERED HOUSING OLD PEOPLES HOMES	- 1 SPACE PER 3 UNITS - 1 SPACE PER 4 UNITS - 1 SPACE PER 6 RESIDENTS AND - 1 SPACE PER 2 STAFF
HOTELS	- 1 SPACE PER BEDROOM PLUS ALLOWANCE FOR OTHER FACILITIES
DISABLED PARKING	- 5% (MIN.) OF ALL USES EXCEPT C3
CYCLE PROVISION	- 4% (MIN.) OF ALL USES EXCEPT C3
MOTORCYCLE/MOPED PROVISION	- 2% (MIN.) OF ALL USES EXCEPT C3

THERE WILL BE NO MINIMAL PROVISION.

MAJOR DEVELOPMENTS WILL BE SUBJECT TO TRANSPORT ASSESSMENTS AND MAY BE EXPECTED TO CONTRIBUTE TO IMPROVING ACCESS BY PUBLIC TRANSPORT, WALKING AND CYCLING.

Note: B1, B2, B8 and D2 are classes of land uses defined in the Town and Country Planning Act (Use Classes) Order 1987 (as amended).

12.3.60 As identified in paragraph 12.3.57 the parking provision within the District and the main centres in particular, is broadly sufficient to cope with demand. While the advice in PPG 13 is acknowledged it is not considered appropriate or prudent to pursue any reduction in the amount of available parking until practical alternatives to the use of the private car for journeys to work and for shopping and leisure are in place. Unilateral action on this issue would be likely to prejudice seriously the competitiveness of the centres in the District. The specific issues relating to Penzance and St. Ives, including the relevance of further park-and-ride, will be considered within the context of a Parking Solutions Study to be commissioned jointly between the County Council and the District Council.

12.3.61 While a reduction in car parking capacity is not considered achievable at present it is accepted that careful control needs to be exercised over the provision of additional parking. There will, nevertheless, be circumstances where the benefits that would accrue from additional parking would justify such provision. Each existing town and village is a centre of commercial and social activity which is

readily accessible to the local population. The continued health of these centres is vital in terms of the local delivery of services with a consequent limitation on the need to travel. The provision of additional car parking which would directly assist the viability and vitality of these centres will be acceptable. Many of the more densely developed parts of the urban areas suffer from problems of congestion, lack of residents' parking and conflict between vehicles and pedestrians and the provision of off-street parking could be instrumental in achieving improvements in conditions in such areas. Equally, uncontrolled parking in the countryside can be visually intrusive, lead to damage to verges and hinder the operation of agricultural enterprises. Car parking targeted at alleviating such difficulties which fall within the purview of POLICY R-6 (para. 11.3.40) will therefore be acceptable. Finally car parking will be permitted where it is directly linked to encouraging the use of alternatives to the private car, such as park-and-ride schemes. Where existing parking provision is already instrumental in achieving one of the above benefits its loss to other uses or redevelopment will not be permitted.

- 12.3.62 **POLICY TP-13: NEW CAR PARKS WILL NOT BE PERMITTED UNLESS THEY:-**
- (i) RELOCATE EXISTING PROVISION TO BENEFIT THE ECONOMIC OR ENVIRONMENTAL SUSTAINABILITY OF A TOWN CENTRE;**
 - (ii) RELOCATE EXISTING PROVISION TO EASE CONGESTION OR CONFLICT IN RESIDENTIAL AREAS;**
 - (iii) FACILITATE INCREASED USE OF, OR INTEGRATION WITH, ALTERNATIVE MEANS OF TRANSPORT TO THE PRIVATE CAR.**
- A REDUCTION IN THE AMOUNT OR CONVENIENCE OF EXISTING OFF-STREET PARKING WHICH MEETS CRITERIA (i) TO (iii) ABOVE WILL NOT BE PERMITTED.**

IN ALL CASES THERE SHOULD BE NO OVERALL INCREASE IN PARKING PROVISION.

Penzance

- 12.3.63 Within Penzance there is, overall, sufficient off-street parking space with adequate capacity for the summer period. Parking provision is relatively evenly distributed throughout the town. The largest car park (816 spaces) is located adjacent to the harbour and 'bus station and it makes a valuable contribution to the parking needs of the town. Development of the Wharfside shopping centre has significantly improved its relationship with, and accessibility from, the town centre. Additional car parks to the west and north of the centre have a combined capacity of in excess of 660 spaces whilst St. Anthony's car park to the south of the town centre caters predominantly for the promenade area and summer visitors. The District Council administers all car parks except Wellfields which is the responsibility of the Town Council. In terms of on-street parking, there are problems in certain streets where commuter and town centre orientated parking is prevalent combined with difficulties in accommodating parking associated with guest houses or houses in multiple occupation and the redevelopment of urban sites for housing.

- 12.3.64 The feasibility and practicality of implementing a 'park and ride' scheme and residents' parking scheme was assessed as part of the Penzance Transport Study and remains to be addressed. Suitable potential sites exist to the east of the town on former operational railway land and, subject to further investigation, opportunities to provide a 'park and ride' facility to serve the town will be progressed in the context of regeneration proposals. A site at Ponsandane is safeguarded by Policy TP-3 (para.12.3.19) for further integrated transport use.

Hayle

- 12.3.65 In Hayle there are two main car parks at Foundry and Commercial Road, Copperhouse which cater for motorists visiting the two shopping centres. At Copperhouse there is also a major supermarket with its own parking area. In addition to off-street parking provision there is limited on-street parking along Penpol Terrace, Fore Street and other streets adjacent to the shopping areas. There are no proposals for further parking provision in Hayle other than that associated with the harbour redevelopment proposals (PROPOSAL TV-D, para.7.3.119).

St. Ives

- 12.3.66 There are several public car parks in or near the centre of St. Ives with a total capacity in excess of 800 spaces. In addition there are a further 1000 spaces available in Trenwith car park, which overlooks the town. Like many coastal towns the car parks come under severe pressure in the height of the holiday season and in order to reduce the congestion, and limit the number of cars in the narrow streets of the town, there are 'park and ride' services from Trenwith car park and Lelant Saltings to the centre. The latter service is provided in co-operation with Wessex Trains and the County Council.
- 12.3.67 Concern about traffic conditions in St. Ives has resulted in a local study being carried out and this should provide useful input to the Parking Solutions Study. However, in view of the highly seasonal nature of the problems in St. Ives it is not considered appropriate to pursue any definitive proposals for additional parking until such time as the findings of the Parking Solutions Study are available.

St. Just

- 12.3.68 Within St. Just Lafrowda car park is the main parking area with some additional space in Bank Square and Market Square. Despite the fact that parking is free, and the existence of direction signs on both the B3306 and the A3071, the Lafrowda car park is under used with on-street parking elsewhere being favoured. The other small areas mentioned above provide convenient parking in the centre of the town and are often both full. The District Council will support measures to bring about greater use of the Lafrowda car park, particularly by visitors to the town.

Other Settlements

- 12.3.69 Problems of on-street parking and congestion sometimes occur in the smaller settlements and villages for example Mousehole and along the B3280, which runs through the centre of Goldsithney. These issues will be addressed as resources become available. However, it is possible that measures to alleviate on-street parking problems may be promoted by, and financed from sources, other than the District Council. Where such opportunities arise proposals will be considered in the context of POLICY TP-13 (para. 12.3.62) and, for those villages close to Penzance, the Penzance Transport Study.

Parking on the Coast and in the Countryside

- 12.3.70 The coast and countryside of the District is important in terms of the recreational opportunities they provide for both residents and visitors. However, in certain areas and at peak holiday times excessive demand for parking can cause problems or over-use, erosion and congestion to the point where the intrinsic value of the area is threatened. There is a number of existing car parks

throughout the rural area associated with visitor attractions, local beauty spots, view points, heritage features and access points to the coast and the footpath network. In most cases these are in locations which have limited, or no, public transport services. As identified in POLICY TP-13 (para. 12.3.62) new car parks will be permitted where they are intended to alleviate problems of uncontrolled parking. Consideration should also be given to encouraging visitors to the countryside to use public transport or environmentally friendly means of transport such as bicycles. A shift away from the use of private cars may be brought about by introducing 'bus services to areas of interest or by considering sympathetically proposals for bicycle hire facilities in appropriate locations. Community Plan Objective T6 seeks to increase access to the SW coastal path through public transport.

12. TRANSPORTATION

Summary of POLICIES and PROPOSALS

TOPIC	LOCAL PLAN POLICIES/PROPOSALS	STRUCTURE PLAN POLICIES 1997 (2004)
Transport proposals	TP-1	
Transport services		
Public transport facilities	TP-2 (TP-1, GD-1, GD-2)	SP 2, TRAN 1 (Policies 1 & 27)
'Bus	TP-A, TP-B	
Rail	TP-3	TRAN 2, TRAN 4
Air	TP-1	TRAN 3 (Policies 27 & 28)
Sea transport		
General	TP-4	MAR 1, MAR 2, MAR 4 to 6, (Policy 4), TRAN 4
Penzance Harbour	TP-4 (TV-6, TV-14, TV-24, TV-B)	MAR 4 to 6, TRAN 4 (Policies 21 & 27)
Hayle Harbour	TP-4 (TV-D)	MAR 4 to 6, TRAN 4
Newlyn Harbour	TP-4 (TV-6, E-9)	MAR 4 to 6, TRAN 4
Cyclists	TP-5 (GD-2)	TRAN 5 (Policies 27 & 28)
Pedestrians	TP-6, TP-7 (GD-2)	TRAN 5 (Policies 27 & 28)
Main road network		TRAN 7 to 9, TRAN A (Policy 27)
Non-strategic roads	TP-8 (GD-3, GD-5, CC-12)	TRAN 9 (Policy 27)
Roadside facilities	TP-9 (GD-3, TM-3)	TRAN 10
Freight transport		
Transshipment	TP-10 (GD-3)	TRAN 2, TRAN 4 TRAN 4 (Policy 28)
Rear servicing	TP-11 (TV-1, TV-6, TV-14, TV-A, TV-22)	
Parking		
General	TP-12, TP-13 (R-6)	TRAN 6 (Policy 28)

Section 13

Community Services

13. COMMUNITY SERVICES

13.1 INTRODUCTION

13.1.1 The provision of adequate services in such areas as education, health care, social and community facilities and sewerage, sewage disposal and water supply is fundamental within our society. This section outlines the range of services available within the District and identifies, where appropriate and known the future requirements of the providers together with the Council's general approach and policies.

13.1.2 There are a wide variety of private and public agencies involved in the provision of these services, ranging from the County and District Councils to the privatised utilities such as South West Water and South Western Electricity. While the services provided by many of these agencies are often easily identified there are those which are less immediately apparent. One such example is the Environment Agency which, in addition to being involved in major flood alleviation projects, has several other key regulatory roles with regard to such issues as water quality, pollution control and protection of the water resource. At the local level many important services are provided by voluntary groups and charities.

13.2 POLICY BACKGROUND

13.2.1 Planning Policy Guidance "Development Plans and Regional Guidance" (PPG 12) and emerging PPS12 "Local Development Frameworks" recognise that the provision of infrastructure, including education and health facilities, should be taken into account in the preparation of development plans. It is also identified that the planning system should co-ordinate new development with the infrastructure it demands and provide the opportunity for the agencies involved in the provision of services to plan ahead and for the environmental effects of any new provision to be assessed. PPG25 "Development and Flood Risk" explains how flood risk should be considered at all stages of the planning and development process in order to reduce future damage to property and loss of life. PPG 20 "Coastal Planning" identifies the danger of flooding in low-lying coastal areas and points out that protection works can have a considerable effect on the coastal environment. PPG 8 "Telecommunications" covers such matters as telecommunications systems, minor and major developments, mast sharing, siting and design. PPG 22 (PPS 22) "Renewable Energy" deals with such issues as greenhouse gas emissions, environmental protection, incorporation of policies in development plans and the location of installations in designated areas. PPG 6 "Town Centres and Retail Developments" indicates that new superstores and supermarkets with dedicated car parks should include recycling facilities to help encourage energy conservation and avoid special trips to recycling centres; while Consultation Draft PPS 6 "Planning for Town Centres" focuses on the sequential approach to site selection when planning retail growth, with an emphasis on strengthening the vitality and viability of local centres.

13.2.2 The Regional Planning Guidance (RPG 10) identifies the Government's commitment to encouraging the development of renewable energy sources and the potential of the region for wind-generated electricity. However, it stresses the need to balance the advantages of a clean renewable energy resource against environmental impact, particularly in designated areas and on the coast. On the issue of waste disposal the guidance reiterates the Government's target for increasing the re-cycling of household waste and states that development plans should make provision for re-cycling and the use of waste as a potential energy source. The need for development plans to provide for the growth in modern

telecommunications is identified as a vital element in ensuring the economic attractiveness of the region. The dangers of flood risks in coastal areas is also highlighted.

- 13.2.3 The Structure Plan requires that development should be located where infrastructure facilities and services are available or can be made available and there is general emphasis on specific types of development being within or adjoining the main towns and villages, an approach which maximises accessibility to such facilities (Policy 26, 2004). There are also policies relating to the provision of telecommunications facilities, renewable energy schemes (Policies 3 & 7, 2004) and the recycling and disposal of waste (Policy 6, 2004).
- 13.2.4 Certain sites and pipelines are designated as notifiable installations by virtue of the quantities of hazardous substances stored or used. These installations are subject to stringent controls under health and safety legislation, however, the Health and Safety Executive advises the local planning authority of both the risks they pose to the surrounding population and the types of development which should be permitted in their vicinity.

13.3 **POLICIES AND PROPOSALS**

- 13.3.1 The various policies in this section relate to three themes within the objectives of the Local Plan. Firstly, they aim to protect the distinctive value of the District from development which would be likely to cause harm and to ensure that there is no adverse impact on air, water and soil qualities. Secondly, they seek to promote energy efficiency and maximise the use of existing and proposed infrastructure and accessibility to services and community facilities. Finally, they are targeted at maintaining and improving the role of towns and villages as centres of activity and meeting the needs of residents and visitors in general for services and facilities while endeavouring to create a 'user friendly' human environment. The section, therefore, makes an important contribution in addressing environmental issues.

Provision of Community Services and Facilities

- 13.3.2 The existing level of community services within the District represents a significant past investment in buildings, supply networks and other infrastructure and the maintenance and improvement of the basic fabric will involve further expenditure from both the public and private sectors. It is essential that the best use is made of this investment and, at a wider environmental level, waste of valuable resources is avoided. The requirement for services arises not only from larger scale individual proposals but also from the cumulative effect of small scale development in an area. The implications of development for all services, including schools and health facilities for example, must be fully considered and in the past the provision of services has, on occasions, been led by demand, with insufficient regard to achieving the most effective use of past or proposed investment of resources. Increased emphasis on the development plan in the decision process provides a greater degree of control over the location of development which requires or utilises both public and private service provision. Policy R 1 of the Structure Plan identifies that development should have regard to where infrastructure facilities and services are available or can be made available in line with the overall strategy for development. Where infrastructure is required, which would have not been necessary but for a proposal, Policy R 3 indicates that the development should provide or make a reasonable contribution to their cost. Such payments should however, not be used to bring forward development in inappropriate locations. Within Penwith the existing pattern of development is focused around the towns of Penzance, St. Ives, Hayle and St. Just and the

settlements listed in POLICIES H-5, H-6 and H-7 (paras. 8.3.52, 8.3.53 and 8.3.54). The strategy of the Local Plan is to continue to direct development of appropriate scale to these centres in the interests of achieving greater integration, accessibility and sustainability. POLICY CS-1 therefore seeks to ensure that the provision of community facilities and services reflects this approach.

- 13.3.3 **POLICY CS-1: THE PROVISION OF NEW OR IMPROVED COMMUNITY SERVICES AND FACILITIES MUST BE RELATED TO THE EXISTING AND PROPOSED DISTRIBUTION OF DEVELOPMENT IN TOWNS AND THE VILLAGES LISTED IN POLICIES H-5, H-6 AND H-7.**

Education

- 13.3.4 Within available resources the County Council is undertaking a programme of school replacement and extension. The Secretary of State for Education has indicated that there may be a need for small extensions to some schools in response to increasing pupil numbers but these are unlikely to have major site implications. In some cases such projects might involve enlarged playing field areas encroaching into Open Areas Related to Settlements (POLICY TV-2 para. 7.3.10). Developments of this type, which are open in nature, are not intended to be precluded from these areas although every effort should be made to minimise any impact. This policy will also be relevant in considering proposals for surplus playing fields where they contribute to local amenity. Where school buildings become surplus to requirements their re-use will be considered in the context of the policies for the conversion of non-residential buildings and POLICY GD-8 (para. 5.3.22).

Health and Social Services

- 13.3.5 The West Cornwall Hospital in Penzance has been the subject of a major investment programme. The site of the hospital is tightly constrained by existing development and in order to accommodate the improved facilities an additional area was purchased from the District Council. The future role and capacity of the hospital continues to be an important issue for the District and wider West Cornwall area. As any proposals with site implications are confirmed, they will be considered in the overall context of the Plans policies, particularly those relating to accessibility and the protection of land of specific environmental value. The Social Services Department of the County Council have an area office in Penzance and this Department also administers a small number of residential units for the disabled in the District. In addition the Social Services Department is responsible for the provision of permanent and transit sites for gypsies and this issue is covered by POLICY H-17 (para. 8.3.94) in the Housing section. No additional requirements have been identified.

Other County Council Services

- 13.3.6 The County Council is also responsible for a range of further services including libraries, emergency planning, training and the fire service. While no specific requirements have been identified for any of these, guidance notes are available from the Fire Brigade giving details of general access requirements, access facilities to buildings with or without fire mains and the provision of adequate water supplies for fire fighting. The suitability of access for emergency vehicles is identified in paragraph 5.3.12 as an important consideration in relation to the application of POLICY GD-5 (para. 5.3.13).

Local Community Services

- 13.3.7 At the local level the District Council provides a number of significant services which include the full range of environmental health responsibilities, refuse collection, street cleaning and beach safety. Most of these functions have minimal land use requirements and are adequately operated from existing offices and depots. The role of the District Council in waste collection is described in paragraph 13.3.12.
- 13.3.8 In addition to the services provided by the County and District Councils there are numerous activities undertaken by Parish Councils, voluntary bodies and charities which provide a valuable range of services to the local community. These vary from the broad field of assistance offered by organisations such as the Citizens Advice Bureau to the more specifically targeted work of day centres, luncheon clubs and projects focused on helping the unemployed and other special needs groups. The District Council recognises the important role of these bodies and, within available budgets, provides financial assistance to a significant number.
- 13.3.9 There is within the District, a large number of premises which provide valuable centres for the provision of the various services mentioned earlier and other community activities. In many cases these are not linked to one specific activity but provide a base for numerous groups. Meeting places, halls, places of worship and public houses are all premises where communal or shared use emphasises their importance to a spectrum of the local community and raises their profile as a focus for a range of activities. Where such premises fulfil a useful function it is important to resist their loss. This can be a particularly significant issue in rural areas where a shortage of community facilities is compounded by inadequate public transport. This can effectively deny some people access to facilities or alternatively, place yet further emphasis on the use of the private car, with a consequent increase in energy use and emissions. The issue of accessibility is considered in the Transport Section (para 12.2.5). Where such facilities make a positive contribution to the needs of the community their loss to other forms of development will not be acceptable. It is possible however, that a situation may arise where a facility can be located more favourably in relation to its potential users, thus reducing the need to travel, or in a better suited building. The Community Plan, Penwith 'A Vision for the Future' (2003) contains Objective C2 which is to "continue to support rural post offices and village stores against any threat of closure", thus helping to maintain the vital contribution these facilities make to village life.
- 13.3.10 In addition to protecting the existing range of community facilities it is also important to pursue opportunities to improve the level of provision. However in seeking to expand the breadth and quality of the available facilities it is essential that new provision is well related and integrated with the existing and proposed pattern of development and that the facilities provided are of a scale appropriate to the needs of the locality and conveniently accessible. The policies for the protection of the countryside, the settings of towns and villages and open areas (Sections 6 and 7) will be particularly important in assessing the wider impact of developments and the suitability of proposed locations. It is possible that the provision of new or improved recreational and sports facilities under POLICY R-1 (para. 11.3.4) will also benefit community organisations.
- 13.3.11 **POLICY CS-2: PROPOSALS RESULTING IN THE LOSS OF AN EXISTING COMMUNITY FACILITY WILL BE RESISTED WHERE THEY WOULD RESULT IN A SERIOUS DETRIMENT TO THE LOCAL COMMUNITY. PROPOSALS FOR NEW OR IMPROVED LOCAL**

COMMUNITY FACILITIES WILL BE PERMITTED IN OR ON THE EDGE OF TOWNS AND VILLAGES PROVIDED THAT:-

- (i) THE SCALE OF THE FACILITY IS RELATED TO THE NEEDS OF THE LOCALITY; AND**
- (ii) THERE IS SAFE AND CONVENIENT ACCESS FOR POTENTIAL USERS.**

Waste Management

- 13.3.12 The County and District Councils, together with the Environment Agency, all have responsibilities in the collection and disposal of waste materials. As part of the development plan the County Council is responsible for preparing a Waste Local Plan and for determining waste related planning applications. The Waste Local Plan, adopted in 2003, addresses the land use implications of waste disposal policies including the need for sites and facilities. The Structure Plan contains policies relating to waste management facilities, proposals for waste disposal and landfilling (Policies W 1 to W 4). In terms of 'on the ground' responsibilities, the County Council is also the Waste Disposal Authority while the District Council is the Waste Collection Authority. The majority of household and commercial waste within the District is collected from wheeled bins, and taken to a landfill site at Connon Bridge, Liskeard via a refuse transfer station adjacent to St. Erth Station. There is also a 'green box' fortnightly recycling collection available to most parts of the District, as well as a village skip service operated by the District Council. The County Council runs two civic amenity sites at Penbeagle Industrial Estate, St. Ives and adjacent to the refuse transfer station at St Erth and private operators run various recycling banks and private skip services throughout the District.
- 13.3.13 As required by the Environmental Protection Act 1990 the District Council has formulated a Waste Recycling Plan which addresses a wide range of issues including an inventory of waste, current collection and disposal practices, trends, market opportunities, processing and the development of recycling. The Community Plan, Penwith 'A Vision for the Future' (2003) supports recycling through Objective N1, which seeks to increase the amount of waste recycled and composted in Cornwall from 12% to 20% by 2006. There are already several community recycling points within the District primarily dealing with glass, paper, textiles and drink cans. The Waste Recycling Plan anticipates making full use of the County Council's existing or expanded civic amenity facilities for processing materials and accordingly no requirement for additional land is identified. In terms of planning considerations proposals to sort, treat or process waste are the responsibility of the County Council, whilst the Environment Agency is responsible for issuing Authorisations for such activities. However, where facilities are intended only for the collection of materials for recycling they are a matter for the District Council. It is appropriate therefore for the Local Plan to both support the provision and expansion of such facilities and give guidance on the relevant planning issues. The range of materials that might be recycled include paper, glass, wood, stone, ferrous and non-ferrous metals, aluminium, plastic, compost, soil, textiles and oil and it is important that, in the case of local collection facilities, they are accessible to those that are likely to want to use them. It is appropriate therefore to make provision in locations which are already visited by a significant number of people, such as supermarkets or large car parks. If maximum benefit is to be achieved from recycling it is important that it does not generate additional trips, particularly by private car. While the concept of recycling is sound it must be acknowledged that some facilities may be bad neighbours and their effect on the surrounding area must be considered. The provision of effective landscaping will be particularly important (POLICY GD-3,

para. 5.3.9). It should be noted that the issue of waste as a source of heat or power is covered under Energy Supply (para. 13.3.30).

- 13.3.14 **POLICY CS-3: THE PROVISION OF COLLECTION FACILITIES FOR A RANGE OF RECYCLABLE MATERIALS WILL BE PERMITTED PROVIDED THAT THEY:-**
- (i) **ARE LOCATED ON SITES WHICH ALREADY ATTRACT LARGE NUMBERS OF PEOPLE OR ARE EASILY ACCESSIBLE WITHOUT UNDUE RELIANCE ON THE PRIVATE CAR; AND**
 - (ii) **WOULD BE COMPATIBLE WITH SURROUNDING USES.**

Water Services

- 13.3.15 South West Water is responsible for the provision of water and sewerage services within the District. A substantial investment programme has resulted in most of the difficulties of the past particularly in relation to sewage disposal and treatment, being eliminated. South West Water are tackling remaining problems and where localised difficulties of supply or disposal exist the Local Authority is advised through Consultation Guidance which is regularly updated.

Water Environment

- 13.3.16 The Environment Agency is charged with protecting and improving the water environment which falls into four broad categories of relevant territorial waters, coastal waters, inland waters and ground waters. This role has resulted in a wide range of responsibilities for the Agency including maintenance and improvement of water quality, conserving water resources, providing effective flood defence, promoting biodiversity and water recreation and improving, maintaining and developing fisheries. However, while the Environment Agency has a regulatory role over some of the factors which affect the hydrological system, it also provides advice via the planning process to promote sustainable land use change in order to minimise adverse impacts on the water environment. The Structure Plan contains a number of policies which are relevant to the consideration of proposals which affect the water environment. Policy MAR 1 requires that development proposals which relate to the coast, estuaries and marine environment be considered against the need to conserve the environment and the economic activity it supports. Policy MAR 2 seeks to avoid significant pollution of marine or coastal waters and MAR 3 identifies that development should not be located in areas at risk of flooding. Within this context it is important that the Local Plan fully addresses those areas where effective land use policies can be applied to protect and improve the water environment. POLICY GD-4 (para. 5.3.11) is particularly important in this respect as it states that, for a development to be acceptable, sewage disposal and water supply facilities must be available and there should be adequate provision for the prevention of flooding on site or elsewhere. As a general principle the Council will support initiatives which lead to improvements to the water environment, including the quality of surface water, and measures to promote sustainable drainage systems and water conservation. Other aspects related to the water environment, including conservation, land reclamation, recreation and access, are covered in the Coast and Countryside section (Section 6) and Recreation section (Section 11).

Flood Risk and Tidal Inundation

- 13.3.17 New development within either river floodplains or the coastal plain is at risk from flooding and it may increase the possibility of flooding elsewhere through a loss of storage capacity or by impeding the flow of flood water. Land raising in the flood

plain can have a similar effect. Policy MAR 3 of the Structure Plan requires that development should not be located in areas at risk of flooding and that any modifications to sea defences should be based on soft engineering and limit the displacement of coastal processes to other sections of the coast. Any modifications should also take into account the potential damaging effects these may have upon nature conservation interests; which should be safeguarded from harm, as highlighted in POLICY CC-10 (para. 6.3.48). It is clearly undesirable to allow development which would have an adverse effect in such areas. In addition it is essential that the integrity and continuity of tidal and fluvial flood defences are maintained and access not denied to them for repair, emergency purposes or future improvement.

13.3.18 The Government's Planning Policy Guidance 'Development and Flood Risk' (PPG 25) aims to reduce the risks to people and the developed and natural environment from flooding. This is reinforced by the Structure Plan Policies ENV15 and MAR3 (Policy 3, 2004). A risk-based approach will be applied when determining applications in relation to flood risk, this will give preference to the development of sites that are at a lower risk of flooding in accordance with the sequential test of PPG25. In order to carry out this risk based approach, an appropriate flood risk assessment is likely to be required to be submitted by the applicant for any application within a river floodplain, washland or coastal floodplain shown on indicative floodplain maps prepared by the Environment Agency; within or adjacent to any watercourse, particularly where there might be the potential for flash flooding, or adjacent to or including any flood bank or other flood control structure. If there is an overriding need for development to be sited in a flood plain, the Environment Agency will be consulted on the effectiveness of mitigating measures, the acceptability of which will also need to be assessed within the context of POLICY CC-14 (para. 6.3.68).

13.3.19 **POLICY CS-4: PROPOSALS FOR DEVELOPMENT WHICH WOULD HAVE AN ADVERSE EFFECT ON THE FOLLOWING WILL NOT BE PERMITTED:-**

- (i) FLOODPLAINS OR AREAS AT RISK FROM FLOODING, INCLUDING TIDAL INUNDATION;**
- (ii) TIDAL OR FLUVIAL DEFENCES OR ACCESS TO EXISTING OR FUTURE DEFENCES FOR MAINTENANCE AND EMERGENCY PURPOSES; AND**
- (iii) WHERE THEY MAY IMPEDE THE FLOW OF FLOOD WATER OR REDUCE STORAGE CAPACITY**

IN ASSESSING PROPOSALS FOR THE DEVELOPMENT OF FLOODPLAINS OR AREAS AT RISK FROM FLOODING, THE COUNCIL WILL GIVE CONSIDERATION TO THE MITIGATORY EFFECTS OF FLOOD PROTECTION MEASURES.

Groundwater Quality

13.3.20 Groundwater resources are an essential source of water for public supply, industry and agriculture and the cleaning up of contaminated groundwater is both difficult and expensive. POLICY GD-4 (para. 5.3.11) seeks to ensure that development has adequate surface water drainage facilities and that provision is also made to prevent water pollution. However, within this general context it is considered important to avoid developments that would specifically threaten the quality of the groundwater resource.

- 13.3.21 **POLICY CS-5: PROPOSALS FOR DEVELOPMENT WHICH WOULD ADVERSELY AFFECT THE QUALITY OF GROUNDWATER WILL NOT BE PERMITTED.**

Surface Water Drainage

- 13.3.22 Consideration of flood issues should not be confined to floodplains. Development throughout a river catchment can have a significant impact on flooding by increasing run-off. This is particularly important in the Penwith District where the relatively small and steep river catchments respond quickly to localised storms. The restriction and reduction of surface water run-off from developments can be encouraged by the provision of surface water storage areas, flow limiting devices in conjunction with storage facilities, or, where ground conditions permit, the use of infiltration areas or soakaways. As well as reducing the total and peak flows of run-off, these systems can contribute substantially to good design in improving amenity and wildlife interest in developments, as well as encouraging natural groundwater recharge.
- 13.3.23 An appropriate flood risk assessment will be required to be submitted by the developer where the development is of such a size or nature relative to the receiving watercourse or drainage system such that there could be a significant increase in surface water run-off from the area.

- 13.3.24 **POLICY CS-6: PROPOSALS FOR DEVELOPMENT SHOULD, WHERE PRACTICABLE, INCLUDE MEASURES FOR:-**
- (i) SOURCE CONTROL TECHNIQUES FOR SURFACE WATER DISPOSAL;**
 - (ii) RAINWATER HARVESTING; AND**
 - (iii) SUSTAINABLE DRAINAGE SYSTEMS.**

Private Sewage Treatment

- 13.3.25 POLICY GD-4 (para. 5.3.11) makes it clear that for development to be acceptable it must be adequately served with sewerage and sewage treatment facilities. It is important that, where mains drainage facilities are available, new development proposals should utilise these services. Only where connection to the public sewer can be shown to not be feasible taking into account cost and practicability should a private sewage treatment system be considered. Individual private treatment systems can, when inappropriately located or inadequately maintained, cause problems in terms of adverse effects on the local environment, amenity or by causing disturbance and arrangements for their maintenance in the long term should be secured.
- 13.3.26 **POLICY CS-7: THE USE OF SEPTIC TANKS AND CESSPOOLS WILL NOT BE PERMITTED IN SEWERED AREAS. 'PACKAGE' SEWAGE TREATMENT PLANTS WILL BE PERMITTED PROVIDED THAT:-**
- (i) THERE IS NO ADVERSE IMPACT ON THE AMENITY OF THEIR SURROUNDINGS;**
 - (ii) THEY DO NOT CAUSE DISTURBANCE BY NOISE, SMELL OR MAINTENANCE ACTIVITIES; AND**
 - (iii) ARRANGEMENTS FOR ON-GOING MAINTENANCE CAN BE SECURED THROUGH THE USE OF A PLANNING OBLIGATION.**

Works affecting Watercourses, Waterbodies, River Corridors and the Coast

- 13.3.27 All types of work in, under, over and adjacent to watercourses (including rivers, streams and ditches), lakes, ponds and the coast need to be properly evaluated in order to avoid damage to the water environment. Uncontrolled works in the vicinity of watercourses may lead to a range of problems including increased risk of flooding; erosion of the beds and banks of watercourses, waterbodies, and the coast; displacement of coastal processes; increased danger to the public; restricted access and damage to the associated river corridor. The culverting of watercourses should be kept to a minimum and usually limited to access purposes; the building over the top of culverted watercourses should be wholly exceptional. An appropriate flood risk assessment will be required to be submitted by the developer where the development is within or adjacent to any watercourse.
- 13.3.28 The Structure Plan places a general emphasis on development proposals relating to the coast, estuaries and marine environment being considered in relation to the need to conserve the environment (Policies MAR 1 & MAR 3). The Environment Agency will advise upon the impact of such proposals on the water environment and in relevant circumstances an Environmental Assessment may be required. Where it is determined that such works are essential, but will have an adverse impact, mitigation measures will be required. River corridors are important areas of open land which should be protected from inappropriate development which could have an adverse impact on nature conservation, fisheries, landscape, public access or water-related recreation. POLICY CC-10 (para.6.3.48) identifies the need to safeguard the nature conservation interests on inland waterways and POLICY CC-14 (para. 6.3.68) identifies the need to safeguard the nature conservation value of the shoreline and coastal waters.
- 13.3.29 **POLICY CS-8: PROPOSALS FOR DEVELOPMENT WHICH WOULD AFFECT WATERCOURSES OR THE COAST WILL NOT BE PERMITTED WHERE THEY COULD DAMAGE THE INTEGRITY OF THE WATER ENVIRONMENT. THE CULVERTING OF WATERCOURSES WILL NOT BE ACCEPTABLE WHERE IT WOULD RESULT IN A BREAK IN THE CONTINUITY OF THE RIVER CORRIDOR OR PROBLEMS OF SAFETY, MAINTENANCE OR FLOODING. WHERE PRACTICABLE CULVERTED WATERCOURSES SHOULD BE REOPENED AND RESTORED TO THEIR NATURAL STATE.**

Energy Supply

- 13.3.30 The District has established distribution networks for both gas and electricity and, through the development plan system and regular consultation, the supplying companies are able to provide input on the availability of services and to develop their networks to meet demand. It is not anticipated that there will be any specific major land requirements related to the maintenance or improvement of these networks. The County Council commissioned the Cornwall Sustainable Energy Partnership (CSEP) to produce a 'Sustainable Energy Strategy for Cornwall' along with an accompanying 'Planning Guidance' document to support the Strategy by providing advice and information to LPAs. Policy ENER 1 of the Structure Plan states that all proposals related to the development of the energy industry will be assessed in terms of their impact on the landscape, agricultural land, nature conservation, the historic environment and amenity. Where such proposals come forward within the District they will be considered within the context of the framework of policies in the Plan, particularly those related to the protection of the countryside and townscape. The Council will continue to press for the undergrounding of overhead power lines where they have an adverse

effect on the landscape and urban environment. However, account will also be taken of technical and practical considerations, as well as cost. It should be noted that POLICY GD-2 (para. 5.3.7) requires that development utilises energy efficient building types.

Renewable Energy Sources

- 13.3.31 Renewable energy is a term applied to continuous energy flows that occur naturally in the environment from the sun, wind, oceans, plants and the fall of water. Energy from wastes from within the earth are also included. National policy is to encourage the development and use of renewable energy resources where they have prospects of being economically viable and environmentally acceptable. The intention is to provide diversity and security of energy supply and to reduce the present adverse environmental impacts of producing energy from fossil fuels, notably carbon dioxide (CO²) emissions. Accordingly PPG 22 (PPS 22) "Renewable Energy", stresses the advantages of energy from alternative sources over that produced by conventional methods. However, it is also identified that some renewable energy resources can only be utilised where they occur and often sites proposed for development will be in rural areas and on the coast. PPG 22 makes it clear that a balance must be found between utilising the energy resource and the need to take account of the value of designated areas.
- 13.3.32 Policy ENER 2 of the Structure Plan allows for renewable energy schemes where they are environmentally acceptable having regard to the benefits arising from generating energy from non-fossil sources. The estimates for energy generation from the various sources identified in paragraphs 13.3.34 to 13.3.41 are those quoted in Table ENER 1 of the Structure Plan, and have been identified from ETSU's 'Land Use Planning and Renewable Energy in Cornwall' report.
- 13.3.33 In formulating the approach of the Local Plan to the generation of energy from renewable sources it is necessary to assess the potential the District offers for the production of energy and the following paragraphs outline various types of projects and their likely relevance to Penwith. The Community Plan, Penwith 'A Vision for the Future' (2003) addresses the need to investigate the use of renewable forms of energy within Penwith through Objective N22.

Wind Power

- 13.3.34 Wind energy is recognised as one of the most promising renewable resources and the technology is well advanced. Typical turbines are 30 to 35 metres high with two or three blades revolving at 30-50 revolutions per minutes around a horizontal axis. They can be deployed singly, in small clusters or in larger 'wind farms'. A medium sized wind farm might consist of 10 to 25 turbines. Generally turbines need to be located in open exposed areas with high annual mean wind speeds. The ability to connect to the electricity grid is also an important factor in site suitability. Individual turbines and wind farms are highly visible over wide areas and while it is possible to locate such developments in sympathy with the landform and existing features, such as hedges, regard must be paid to their wider landscape impact. They can also cause problems of shadow flicker, reflected light, television and radio interference and noise both from the turbine and the blades. The unusual and novel nature of turbines can also prove distracting to car drivers in some locations. Traffic generation, after construction, is low and their actual land take minimal. It is estimated that allowing for technical requirements, physical constraints and the need to protect designated areas the unexploited practicable wind resource of Cornwall is 65 megawatts. Clearly the exposed and windy nature of Penwith lends itself to the production of

energy from this source, but the distinctive scale and character of the landscape in the western part of the District must also be fully taken into account.

Waste Combustion

- 13.3.35 Fuel for waste combustion can come from a variety of sources including municipal waste, tyres, straw, animal litter and sewage sludge. Municipal waste can be 'mass burnt' or certain elements reclaimed prior to combustion and it is anticipated that in the future an average plant would handle 200,000 tonnes per year. Other low value wastes, such as straw and wood, are expensive to transport and facilities are therefore likely to be small scale and locally orientated. In general terms installations of this type require good access for heavy vehicles and there is usually a need for a tall chimney. Emissions must conform to the requirements of the Environmental Protection Act. If the production of energy from municipal waste is to be pursued a central and accessible location will be required. Any other projects within the District are likely to be limited in scale and restricted to locations close to the source of supply of the raw material. All proposals including the burning of waste will be dealt with by the County Council (para. 13.3.13).

Biogas

- 13.3.36 Anaerobic digestion of sewage sludge and farm waste produces a mixture of methane and carbon dioxide which can be burnt directly for heating buildings or process heating or used to produce electricity by means of a gas-burning engine/generator set. Power plants intended to process sewage sludge are likely to be installed at existing sewage treatment works and consequently may not be particularly intrusive. However, a flare stack may be required to burn unwanted gas and these can have a significant impact and cause problems of noise. Farm installations are likely to be very limited in scale and can often be located in existing buildings. Within Penwith there may be some capacity to install a plant at the Start Plantation Sewage Works at St. Erth but other than this such plants are likely to be of the small 'on farm' type with very limited impact.

Energy Forestry and Crops

- 13.3.37 While waste material from woodland and forest management can be used as a fuel to produce energy, commercial production usually requires specialist wood crops such as willow or poplar. These crops can be grown on a two to three year rotation period and arable coppicing must be seen as a relatively long-term commitment as no harvest or income will be generated for three to four years. Straw, whole crop cereals and high yield tropical alternatives, which might be suited to Cornwall, can also be used. The growth of such crops could be undertaken on 'set aside' land and the production of crops for fuel could prove a valuable form of diversification for local farmers. This aspect is referred to in paragraph 9.3.30 of the Employment section. As installations of up to 2 megawatts output can be successfully located in many traditional farm buildings they need not be visually intrusive. However, there will be a need for a chimney stack and, if the wood is chipped on site, the noise will be similar to a saw-mill. The delivery of the raw material from off-site sources will require a considerable number of traffic movements. By far the greatest visual impact will come from the growing of the crops, an operation which does not require planning permission. Within Cornwall it is estimated that a resource of 17 megawatts per year is available based on willow coppice only. It is possible that production of suitable crops could be undertaken in Penwith particularly in the more sheltered areas.

Solar Energy

- 13.3.38 Active solar systems are those which collect the sun's radiation and transfer it in the form of heat to water or air. Direct sunlight is not necessary to make these systems effective. Passive solar design uses a building's form, fabric and orientation to capture, store and distribute solar energy with a consequent reduction in demand for additional heat and light. The installation of active solar systems usually involves fitting panels to the roof or a collector system in the garden. The visual impact of such installations will vary depending upon their context but particular attention should be paid to their impact in Conservation Areas (POLICY TV-6, para. 7.3.19), on Listed Buildings (POLICY TV-10, para. 7.3.28) and in other sensitive locations. While the total resource for Cornwall has been identified as 1.5 megawatts this is a form of energy which is available throughout the District and can be generated at the point of use with limited impact. POLICY GD-2 (para. 5.3.7) requires development to maximise passive solar gain.

Hydro-Power

- 13.3.39 The majority of projects which harness water power produce electricity and, whilst some older installations include a dam and storage reservoir, new developments are likely to be small in scale and to utilise a natural pool or headpond to supply a turbine via a conduit. The turbine can be installed in a building the size of a domestic garage. While water channels and the building are likely to be visible these may not be detrimental to the landscape or may be screened. Problems of noise are minimal and traffic movements very light. The generation capacity of Cornwall is estimated at 0.75 megawatts and within this figure the resource available in Penwith is likely to be very limited.

Landfill Gas

- 13.3.40 Landfill gas, which is principally a mixture of methane and carbon dioxide, may be used as a source of energy through combustion for heating or for electricity generation. In order to exploit landfill gas a site must be provided with a gas collection system and the necessary plant for energy generation. Clearly this type of gas is only available in commercially viable quantities from fairly extensive landfill sites. As there are no significant sites of this type at present operational in Penwith there is no prospect of producing energy from this source.

Wave Hub and Tidal Barriers

- 13.3.41 Wave Hub consists of an electrical 'socket' connecting arrays of wave-powered electricity generators to the national grid. The best area for wave energy has been identified as being close to the electricity grid off the North Cornwall coast. Critical constraints are the wave and sea areas excluded by a variety of other established users. Taking into account water depth, seabed condition, shipping lanes, the MOD practice firing range and following consultation with the fishing industry, SWRDA have established that the best place for a wave hub would be about 10 miles off the coast of Hayle. Tidal barrages work by placing turbines in a barrage to harness the movement of the tide to generate electricity. There is a particularly high tidal range along the west coast of England which creates favourable conditions for this type of electricity generation, however, the only location identified in Cornwall as being suitable for a major scheme of this type is the Camel Estuary.
- 13.3.42 From the foregoing it is apparent that the most likely sources of renewable energy within Penwith are wave, wind, energy crops and biogas. The last two mentioned

are likely to involve relatively small generating plants which, with careful siting, could be well related to existing enterprises or installations. The growing of energy crops could have visual impact but this is beyond planning control. Without doubt it is the exploitation of wind power which could have the greatest implications for the District.

13.3.43 As a matter of principle the production of energy from renewable sources is one that should be supported. However, if renewable energy generation proves to be commercially viable the exploitation of the resource could have significant implications for the environment and it is essential that any proposals are judged within the context of all the relevant policies in the Local Plan, particularly those in the General Development Guidance section (Section 5) and those intended to protect areas and sites of landscape, nature conservation, historic and scientific value. In addition it is important to ensure that specific projects do not adversely effect the character of the area in which they are located or cause disturbance. Within the areas designated as AONB and Heritage Coast, the need for renewable energy development will be assessed against the specific features or qualities which justified the designation.

13.3.44 **POLICY CS-9: PROPOSALS FOR RENEWABLE ENERGY SCHEMES WILL BE PERMITTED PROVIDED THAT ANY ADVERSE IMPACT ON THE CHARACTER OR NATURE CONSERVATION INTERESTS OF THE SURROUNDING AREA OR LIKELY SIGNIFICANT DISTURBANCE BY NOISE, SMELL, DUST, VIBRATION OR MAINTENANCE ACTIVITIES ARE OUTWEIGHED BY THE NEED FOR THE DEVELOPMENT. WHERE PROPOSALS INVOLVE THE GENERATION OF ENERGY FROM WIND POWER THEY MUST NOT CONFLICT WITH POLICY CS-10.**

13.3.45 While one of the significant potential sources of renewable energy in Penwith is wind power it is also one which has the most significant visual impact. Policy ENER 2 of the Structure Plan identifies that provision should be made for the development of renewable energy schemes which are environmentally acceptable but that in so doing account should be taken of landscape impact and the effect on agricultural land and measures taken to minimise impact on local amenity and to secure the removal of redundant installations. In considering proposals for wind turbines, either individually or in groups, it is essential that they meet the terms of POLICY CS-9 (para. 13.3.44) and to ensure that their operation would not constitute a risk to public safety or cause problems of interference or disturbance. Where wind energy projects are acceptable the Council will wish to conclude a planning obligation to secure the removal of the generating equipment and ancillary installations should the enterprise cease operations; as due to the alien physical dominance of wind installations, their continued existence in the countryside, when they become redundant, would be unacceptable in landscape terms. Also, developer funded remediation of interference with telecommunications may be appropriate. The AONB and Heritage Coast within Penwith together cover the greater part of the coast and the central moorland. The landscape within these is very open and the views, both across the peninsula and along the coast, are extensive. The overall impression is of an unspoilt landscape with a wild and timeless character. The development of large turbines or groups of turbines would have a significantly detrimental effect on these designations by being visible over considerable distances, breaking the continuity of the coast and introducing dominant, modern industrial structures which are totally alien. Proposals for such developments in areas adjoining the AONB could also have an adverse visual impact which would prove detrimental to the amenity and enjoyment of the designated area. It is vital that the AONB and Heritage Coast are protected from potentially damaging developments and accordingly

only small single turbines located in or adjacent to existing complexes will be acceptable. Proposals for wind energy projects within the AONB, Heritage Coast, or in locations which would have an effect on the AONB must be considered in the context of POLICIES CC-3 and CC-4 (paras. 6.3.13 and 6.3.18).

- 13.3.46 **POLICY CS-10: PROPOSALS FOR INDIVIDUAL WIND TURBINES, GROUPS OF TURBINES OR WIND FARMS WILL BE PERMITTED PROVIDED THAT:-**
- (i) **THEY MEET THE REQUIREMENTS OF POLICY CS-9;**
 - (ii) **THEY WOULD NOT POSE A RISK TO PUBLIC SAFETY OR CAUSE DISTURBANCE BY SHADOW FLICKER, REFLECTED LIGHT OR INTERFERENCE WITH TELECOMMUNICATION RECEPTION; AND**
 - (iii) **MEASURES TO ENSURE THE REMOVAL OF INSTALLATIONS, SHOULD THEY CEASE TO OPERATE, AND THE RESTORATION OF THE SITE CAN BE SECURED THROUGH THE USE OF CONDITIONS OR A PLANNING OBLIGATION.**

Telecommunications

- 13.3.47 Planning Policy Guidance "Telecommunications" (PPG 8) makes it clear that the Government supports the development of the present networks and future new technologies. While it is accepted that environmental considerations need to be weighed in the balance it is expected that, with certain safeguards, the planning system will enable comprehensive and adequate coverage to be achieved. The needs of the different technologies often limit the locations where equipment can be installed. Frequently 'line of sight' requirements or a need to place receiving and transmitting apparatus above other 'clutter' such as building and trees results in locations on high and open ground being preferred. Penwith already contains a number of installations of varying sizes and there is a notable concentration within the Area of Outstanding Natural Beauty between St. Just and Land's End. While the location of the District in the far west of the country may make it significant in some areas of communication, for example aircraft navigation aids, the lack of a large land mass should reduce the need for equipment related to other networks such as the 'cell' systems.
- 13.3.48 Whilst it is accepted that there are certain constraints on the placing of telecommunications equipment, careful siting and the avoidance of sensitive locations such as the designated areas, Conservation Areas and the setting of Listed Buildings can considerably reduce the effect of installations and public reaction. Whilst it is accepted that there are technical limitations all proposals for telecommunications equipment will be expected to be located, designed and coloured in such a way as to minimise their impact on both the wider area and the immediate locality. It is acknowledged that equipment of this type does not readily lend itself to being hidden. However, every opportunity should be taken to screen buildings and lower sections of masts where this is appropriate in landscape terms. The pace of technology development in telecommunications is rapid and the Council will seek planning obligations or planning conditions to ensure the removal of equipment should it cease to operate, and the subsequent restoration of the site. Due to the alien intrusion of telecommunications equipment its continued presence in the countryside, once it has become redundant, would be unacceptable in landscape terms. Where a proposal is for a large mast or tower the Council will need to be satisfied that it is not possible to use an existing structure or building and where equipment is to be located on an existing building it must, within technical limitations, be located in such a way as to minimise the impact on the appearance of the building. It is considered appropriate to limit the

development of telecommunications installations in the AONB and Heritage Coast to those for which there is no practicable alternative site.

13.3.49 At a domestic scale there is an increasing demand for satellite television receivers. While the installation of satellite dishes may fall within permitted development there can be occasions where exercising such a right could have a serious effect on amenity. In certain circumstances the local planning authority can intervene where the conditions of the permitted development have not been fully complied with and householders are advised to obtain "A Householder's Planning Guide for the Installation of Satellite Television Dishes" from the Department of the Environment and Transport or contact the Planning and Building Control Service for advice.

13.3.50 Revised PPG8 "Telecommunications" states that "if a proposed mobile 'phone base station meets the I.C.N.I.R.P. guidelines for public exposure it should not be necessary for a local planning authority, in processing an application for planning permission or prior approval, to consider the further health aspects and concerns about them. While health issues are likely to remain a matter of public concern, if a proposal meets the I.C.N.I.R.P. guidelines, it is not necessary to consider health matters any further."

13.3.51 **POLICY CS-11: PROPOSALS FOR TELECOMMUNICATION EQUIPMENT WILL BE PERMITTED PROVIDED THAT:-**

- (i) THEY UTILISE LOCATIONS, AS FAR AS TECHNICALLY FEASIBLE, WHICH MINIMISE THE IMPACT ON THE CHARACTER AND AMENITY OF THE WIDER LANDSCAPE;**
- (ii) THEY ARE SITED, DESIGNED AND COLOURED TO MINIMISE THE EFFECT ON RESIDENTIAL AMENITY, LOCAL LANDSCAPE FEATURES AND THE SETTING OF SETTLEMENTS; AND**
- (iii) THEY INCORPORATE, WHERE APPROPRIATE, LANDSCAPING AND PLANTING TO INTEGRATE THE DEVELOPMENT WITH ITS SURROUNDINGS AND**

IN THE CASE OF A LARGE MAST OR TOWER IT MUST BE DEMONSTRATED THAT THE USE OF AN EXISTING MAST, TOWER OR OTHER TALL BUILDING OR STRUCTURE IS IMPRACTICABLE. WHERE THE PROPOSAL IS TO INSTALL EQUIPMENT ON A BUILDING IT MUST, AS FAR AS PRACTICABLE, BE POSITIONED TO MINIMISE THE EFFECT ON EXTERNAL APPEARANCE.

WITHIN THE AREA OF OUTSTANDING NATURAL BEAUTY AND HERITAGE COAST SUCH PROPOSALS WILL NOT BE PERMITTED UNLESS THERE IS NO PRACTICABLE ALTERNATIVE LOCATION OUTSIDE THE DESIGNATIONS.

Note: Where a determination as to whether approval of siting and appearance is necessary the Local Planning Authority will require prior approval where the proposal does not comply with the above policy. The Local Planning Authority will intervene to seek the relocation of an antenna installed under permitted development rights where it does not comply with the above policy.

13. COMMUNITY SERVICES

Summary of POLICIES and PROPOSALS

TOPIC	LOCAL PLAN POLICIES/PROPOSALS	STRUCTURE PLAN POLICIES 1997 (2004)
Community services and facilities	CS-1	R 1, R 3 (Policy 26)
Education	(GD-8, TV-2)	
Health and Social Services	(H-17)	
Other County Council services	(GD-5)	
Local community services	CS-2, (R-1)	
Waste disposal and recycling	CS-3 (GD-3)	W 1 to W 4 (Policy 6)
Water environment	GD-4	MAR 1 to MAR 3, R 1
Flooding/Inundation	CS-4 (CC-14)	MAR 3 (Policy 3)
Groundwater	CS-5 (GD-4)	
Private sewage treatment	CS-7(GD-4)	
Watercourses, waterbodies and the coast	CS-8 (CC-14)	MAR 1 (Policy 4)
Drainage	CS-6	
Energy supply	(GD-2)	ENER 1 (Policies 7 & 3)
Renewable energy sources	CS-9 (GD-2)	ENER 2
Wind power	CS-10, (CC-3, CC-4)	ENER 2
Telecommunications	CS-11	

Section 14

Environmental Appraisal

14. ENVIRONMENTAL APPRAISAL

14.1 INTRODUCTION

- 14.1.1 National planning policy guidance on development plans advises that environmental implications should be appraised as part of the preparation process. With or without such guidance it is clearly important to assess how far the approach and policies of the Plan have regard to environmental implications and are seeking to achieve sustainable development.
- 14.1.2 The Council has considered a range of environmental issues in formulating previous Local Plans and non-statutory policies. In the past, however, the issues considered were mainly limited to the visual effect on the countryside or townscape and the protection of areas designated of special national or countywide value. While the effects of traffic, additional demands on water supplies and sewerage have been taken into account, it has usually been in the sense that the development must be adequately serviced rather than in terms of conserving the extent and quality of resources.
- 14.1.3 As a result of the Town and Country Planning Act, 1990, PPG 1 "General Policy and Principles", PPG 12 "Development Plans and Regional Planning Guidance" and other planning policy guidance, there is a requirement for taking account of much wider environmental issues and, specifically, to work towards ensuring that development and growth in the District are sustainable. These wider issues include such matters as the protection, and efficient use of, a wide range of renewable and non-renewable resources, the effect of 'greenhouse' gases, CO² fixing, the protection of ground water and rivers, renewable energy sources and energy efficiency.
- 14.1.4 As an example of how much broader environmental issues are being taken into account, the location of new housing in the main towns and villages has been a fundamental basis of planning policies in order to avoid the spread and visual impact of development in the countryside and to relate it to centres where utility and other community services are available. This approach now has additional justification in seeking to reduce the number and length of trips between home and work, school, shops or other services and in allowing for a reduction in reliance on use of the private car. Similarly the planting and retention of appropriate trees is important, not only in terms of the appearance of the countryside or townscape but in contributing to CO² fixing and maintaining natural habitats for wildlife.
- 14.1.5 Development and change are taking place continually and, while the local effects can be seen, it may be difficult to identify a specific level, or point in time, where the change becomes obviously damaging in environmental terms. In Penwith most new developments are, individually, small-scale which in some ways makes it harder to assess the cumulative effect.
- 14.1.6 The good practice guide "Environmental Appraisal of Development Plans" published by the Department of the Environment identifies that appraisal needs a baseline position so that policies and proposals can be considered in terms of the changes they are likely to make. However, it is also identified that the task of quantifying all that is of environmental value in the District is potentially enormous. As a result it can only be undertaken gradually, starting with information already held by the Council and adding to it systematically from other sources as opportunities arise. It is important to avoid duplication of effort in this respect and the establishment of environmental measuring and monitoring

systems should be co-ordinated with the Council's Local Agenda 21 and Community Planning responsibilities and with the programmes of other relevant organisations.

- 14.1.7 The identification of specific resources and assets to be safeguarded provides a basis for considering the effect of the Plan's policies and for future monitoring of their effectiveness. This is termed environmental stock. The good practice guide suggests three levels of concern - global sustainability, natural resource management and local environmental quality - with a number of elements of stock, and indicators, for each.

Global Sustainability

- 14.1.8 This heading relates primarily to the atmosphere and biodiversity. The atmosphere is affected by the use of fossil fuels and planning policies relating to transport energy, energy use in buildings and the development of renewable energy sources, therefore, are relevant. The protection of natural habitats, which support a wide range of species, has been closely associated with planning legislation for a considerable time and relates both to nationally designated sites and, increasingly, to other sites of nature conservation value and management issues. The protection and planting of trees is also important in terms of habitat and of CO² fixing.

Natural Resources

- 14.1.9 This heading relates to the use and safeguarding of resources such as local air quality, water supply and quality, land and soil quality, including good agricultural land, and raw materials and minerals, including fossil fuels. While the Environment Agency has more direct responsibilities in some respects, planning policies can influence sources of pollution and the effects of development on water quality, the use of land and materials, the amount and type of development and the encouragement of recycling and re-use of buildings.

Local Environmental Quality

- 14.1.10 The quality of the local environment results from a wide range of factors. Landscape character and quality, including nationally designated areas, areas of local value, and the countryside in general, the quality of the built environment, including the character of towns and villages, their vitality, safety and amenity, the cultural heritage of the area, including features that contribute to the special character of Penwith, access by the public for the enjoyment of open spaces, water and the countryside and the maintenance, and use, of buildings all make an important contribution. They are directly affected by development pressures and, therefore, by planning policies.
- 14.1.11 The stock criteria and indicators recommended in the good practice guide, together with some amendments and additions, have been used as the basis for appraisal and are set out in Figure 1.

14.2 **PLAN APPRAISAL**

- 14.2.1 The purpose of the environmental appraisal is:-

- * to clarify the environmental objectives of the Plan;
- * to identify the environmental implications of policies, or alternative policy options, and

- * to consider potential areas of conflict between different aspects of the environment and between environmental issues and economic or social issues.

It forms an integral part of both the Plan's preparation and subsequent review.

- 14.2.2 As part of the consultation stage public comment was invited specifically on the environmental approach of the Plan. A leaflet was published identifying environmental resources and assets together with a summary of the approach adopted in each section of the Plan in terms of safeguarding those resources.
- 14.2.3 The Plan Strategy and Objectives (Sections 3 and 4) incorporate the fundamental principles of safeguarding the environment, in the broadest sense, while providing for the employment, housing, recreational and social needs of the local community through pursuing development which is sustainable. In progressing to the Deposit stage the strategy and objectives were simplified to provide a clearer and more concise basis for the plan and its policies and the objectives, in particular, have provided a strong focus for considering comments and options and drafting policies at different stages of the process. Each policy section of the Plan identifies the objectives being carried forward and the environmental implications of its approach.
- 14.2.4 A 'needs led' approach was an important element in the earliest stages of preparing the plan and has been retained through the process as a means of pursuing sustainable development, particularly in relation to the use of land. For example, if the rate at which sites are granted planning permission for housing is not related to the need for such development, that is to the number of additional dwellings required to meet population growth and the increase in the number of separate households, suitable housing sites are likely to be developed in advance of the requirement and will not remain available, therefore, to meet the need for housing in the future.
- 14.2.5 All development will have an impact on the environment, through the use of energy, materials and land apart from any other implications. However, the Local Plan can only have an influence within the scope of its policies. These have been written within the context of national, regional and County Structure Plan policies and must generally conform with those policies. While there can still be a strong Penwith emphasis, which reflects the special character, needs and circumstances of the District and its residents, there are limitations imposed by national planning guidance on how far development can be restricted. As a result many policies seek to manage land use change so as to minimise adverse environmental impact and it is on this basis that appraisal has been carried out.
- 14.2.6 In addition, in line with the guidance applicable during the Plan's preparation, the criteria and indicators used in the appraisal reflect aspects of the environmental stock rather than the broader social aspects of sustainability. As a result policy approaches may be shown as having an insignificant or unknown environmental impact without the positive social impact which is an important element of sustainable development and meeting local needs. The emphasis on Sustainability Appraisal that is to be a fundamental part of the new development plan system will redress this imbalance in future.

Figure 1: Environmental Stock Criteria, Penwith Local Plan

General Criteria	Indicators
Global Sustainability - primarily concerned with atmospheric and climatic stability and with the conservation of biodiversity	
Transport Energy Efficiency	<ul style="list-style-type: none"> * reducing trip length * reducing number of trips by private car * safeguarding/increasing public transport share * increasing attraction of walking and cycling * safeguarding/increasing opportunities for sea transport * safeguarding/increasing opportunities for rail freight transport
Built Environment Energy Efficiency	<ul style="list-style-type: none"> * reducing heat loss from buildings * reducing energy requirements in manufacturing/construction * increasing combined heat and power (CHP) potential
Renewable Energy Potential	<ul style="list-style-type: none"> * safeguarding wind, water, wave and biomass potential * increasing direct solar gain * increasing renewable energy generation
Rate of CO2 "Fixing"	<ul style="list-style-type: none"> * increasing tree cover especially broad-leaved woodland * retaining existing trees
Wildlife Habitats	<ul style="list-style-type: none"> * safeguarding designated sites (eg SSSIs) * increasing general wildlife potential (eg corridors) * safeguarding biodiversity
Natural Resources - husbanding of resources concerned with appropriate use and, where necessary, appropriate protection of our resources of air, water, the land and its minerals	
Air Quality	<ul style="list-style-type: none"> * reducing levels of pollutants
Water Conservation and Quality	<ul style="list-style-type: none"> * maintaining ground water and river levels * safeguarding water supply purity
Land and Soil Quality	<ul style="list-style-type: none"> * safeguarding soil quality and soil retention * reducing contamination/dereliction * safeguarding good quality agricultural land
Conservation of Minerals/Raw Materials	<ul style="list-style-type: none"> * reduce consumption of fossil fuels and minerals * increase reuse/recycling of materials
Local Environmental Quality - conservation of local environmental quality concerned with the protection and enhancement (and sometimes retrieval) of local environmental features and systems ranging from landscape and open land to cultural heritage	
Landscape and Open Land	<ul style="list-style-type: none"> * safeguarding and enhancing designated areas (AONBs etc) * safeguarding and enhancing general landscape quality and character * retaining countryside/open land
Built Environment "Liveability"	<ul style="list-style-type: none"> * enhancing/retaining townscape quality and character of villages * increasing safety and sense of security * improving aural and olfactory environment * avoiding light pollution * regeneration/revitalisation of communities * vitality/viability of town and village centres
Cultural Heritage	<ul style="list-style-type: none"> * safeguarding Listed Buildings and Conservation Areas * safeguarding archaeological/geological value * safeguarding special character of the District
Public Access and Enjoyment of Open Space	<ul style="list-style-type: none"> * increasing/maintaining quality and availability of open space in urban and rural areas * increasing/maintaining public access to water and the countryside
Building Quality and Use	<ul style="list-style-type: none"> * maintaining/improving the maintenance and continuous renewal of buildings * making efficient use of existing buildings

- 14.2.7 Policies focus new development on the main towns and those villages which have a range of community facilities and a practical public transport service. They therefore allow for a reduction in car trips and an increase in use of public transport and have been appraised on that basis. The actual extent to which such environmental benefits will result, especially in a District that has almost half its population living outside the three main urban areas, is less certain.
- 14.2.8 The Plan's policies have been grouped under relevant headings as part of the appraisal process and the matrix (Figure 2) sets out the results. They have been assessed on the basis of their individual wording; however, all development proposals are subject to the requirements of the General Development Guidance policies as well as to specific policy requirements. These policies, which have been assessed as a separate group, will usually be significant in ensuring that the environmental impact of development is minimised.

Figure 2 : Environmental Appraisal - Policy Impact Matrix

Criteria	Global Sustainability		Natural Resources				Local Environmental Quality								
	Transport Energy Efficiency - car trips	- modes	Built Environment Energy Efficiency	Renewable Energy Potential	Rate of CO ₂ Fixing	Wildlife Habitats	Air Quality	Water Conservation and Quality	Land and Soil Quality	Conservation of Mineral/Straw Materials	Landscapes/Open Land	Built Environment 'Livability'	Cultural Heritage	Public Access / Enjoyment/Open Space	Building Quality and Use
Key: ☺ - Positive Impact ☹ - Negative Impact 😐 - Insignificant Impact ? - Uncertainty of Prediction or Knowledge □ - Unrelated	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺
Policy Groups Housing Provision : - general approach - development in towns and major villages - development outside towns and major villages - 'exceptional' rural sites - gypsy sites Employment Provision : - general approach - development in towns - development in villages - re-use of existing buildings - agriculture - fishing - retention of existing sites - additional sites - tourism, general approach - new hotels / holiday accommodation - camping / caravan sites - visitor attractions - Geevor visitor centre Provision for Shopping & other Commercial Developments : - in towns and villages	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺	☺

Section 15

Monitoring and Review

15. MONITORING AND REVIEW

15.1 INTRODUCTION

- 15.1.1 In order to ensure that the policies and proposals of the Plan are implemented effectively it is necessary to monitor decisions on applications and developments taking place. Monitoring is also important in identifying when review of the Plan is required.
- 15.1.2 Plans have to be reviewed regularly in order to keep them relevant and up to date. Changing local circumstances, unforeseen matters arising and significant changes in national policy guidance all contribute to a need for review. PPG 12 "Development Plans and Regional Planning Guidance" advises that plans should be reviewed at least once every five years and emerging guidance on the new development plan system advises that "review and monitoring are key aspects of the Government's 'plan, monitor and manage' approach to the planning system."
- 15.1.3 Monitoring and review is an ongoing process and, to an extent, has been incorporated in the Plan preparation process. Between the Deposit stage and adoption, for example, the Plan has been redrafted to reflect changes in national policy guidance.

15.2 PLAN MONITORING

- 15.2.1 The Plan Objectives (Section 4) provide the basis for monitoring the effectiveness of the Local Plan and, in the case of housing and industrial land provision, specific targets are identified for the Plan period which conform with the level of provision already approved in the Structure Plan. Wherever relevant and practical, monitoring will be co-ordinated with the work being carried out by the County Council to monitor the Structure Plan. An officers group, which consists of Forward Planning Officers from each of the six Districts and from the County Council, has been established to ensure that monitoring is being performed on a uniform basis throughout the County and in line with Government requirements. Specific policies and policy areas will be monitored in order to determine both their effectiveness and the extent to which the objectives are being met.
- 15.2.2 A considerable amount of information is already gathered on a regular basis which will continue to contribute to the monitoring process. Monitoring Reports on Housing and Employment policies are produced on an annual basis; monitoring of other policy issues is being developed with additional analysis to be carried out as required. Figure 3 sets out current and proposed areas of work.
- 15.2.3 Integration with the Council's budgets and Capital programme, sources of grant assistance, local and national regeneration programmes and those of Government Agencies will be a key element in fully implementing many of the Plan's objectives and it is intended that, as part of the monitoring process, links with related work will be continued, or further developed. This approach includes not only coordination with monitoring of the Structure Plan but with the Council's Community Plan, Housing Strategy, Economic Development programme and its other functions and responsibilities including the Conservation Service, Sustainable Communities agenda and community regeneration.

Environmental Monitoring

- 15.2.4 A particular area of work that needs to be developed is the establishment of an environmental baseline and appropriate methods of recording environmental changes. Information relevant to the indicators used in the Environmental Appraisal (Section 14) is available from a wide range of sources. In addition to the monitoring of planning applications and development affecting designated areas and the use of land and buildings, sources within the Council include environmental health records of air quality and Home Energy Conservation Act (HECA) reports, Local Agenda 21 information and recycling data. Cornwall County Council records include information on traffic and trip generation, mineral reserves and waste disposal/reduction while other agencies, such as English Nature, the Cornwall Wildlife Trust, the Countryside Agency, DEFRA, the Environment Agency and English Heritage, all hold relevant data.
- 15.2.5 Wherever possible environmental monitoring will be co-ordinated with the work being done by other agencies, for example through the Cornwall Environmental Records Centre or by contributing to the monitoring report for the Cornwall Area of Outstanding Natural Beauty (AONB) Management Plan.

Figure 3: Current and Proposed Monitoring, Penwith Local Plan

Housing Survey (Annual) (Objectives 7, 8, 9, 11, 13, 20)	<ul style="list-style-type: none"> - (E) Housing Monitoring Report - (E) supply of sites with planning permission or under construction; - (E) completions; - (E) analysis by location (town, major village, other); type (affordable, general market); site type and size; - (E) densities.
Industrial Land Survey (Annual) (Objectives 7, 8, 9, 11, 14, 19)	<ul style="list-style-type: none"> - (E) Employment Monitoring Report - (E) supply of sites allocated, with planning permission or under construction; - (E) sites developed; - (E) loss of serviced land and buildings; - (E) supply of premises; - (E) occupation and use; - (P) analysis of job creation/retention by site.
Previously Developed Land (Annual) (Objectives 11, 12)	<ul style="list-style-type: none"> - (E) housing completions and supply; - (E) industrial land developed and supply; - (P) to be extended to other uses; - (B) availability of sites (in conjunction with national NLUD survey).
Re-use of Buildings (Annual) (Objective 11)	<ul style="list-style-type: none"> - (E) housing completions and supply; - (B) industrial and business completions and supply; - (B) other uses.
Retail (Annual) (Objectives 7, 16, 21)	<ul style="list-style-type: none"> - (E) town centre surveys, units developed, occupied, vacant; - (E) major proposals permitted/refused.
Tourism (Annual) (Objectives 7, 18, 19)	<ul style="list-style-type: none"> - (E) applications/developments, tourist attractions; - (E) applications/developments, increase/ loss of holiday accommodation; - (E) occupancy conditions. - (E) recreational land.
Recreational provision (Annual) (Objectives 7, 21)	<ul style="list-style-type: none"> - (E) housing completions and supply; - (E) industrial land developed and supply.
Use of 'Greenfield' Sites (Objectives 1, 2, 3, 11)	<ul style="list-style-type: none"> - (E) housing completions and supply; - (E) industrial land developed and supply.
Analysis of Decisions and Development by Policy Area or Designated Area (Objectives 1, 2, 3, 16)	<ul style="list-style-type: none"> - (P) as required.
Environmental monitoring (Objectives 1, 2, 3, 4, 5, 6, 7, 10, 11, 12, 15, 22)	<ul style="list-style-type: none"> - (P) (to be developed).
Economic Indicators (ongoing) (Objective 19)	<ul style="list-style-type: none"> - (E) unemployment statistics; - (E) Census of Employment; - (E) anti-poverty/deprivation indicators.
Appeals (quarterly)	<ul style="list-style-type: none"> - (E) analysis of success rate.
Decisions contrary to Policy (quarterly)	<ul style="list-style-type: none"> - (E) applications decided contrary to policy or treated as departures.

Notes: (E) Existing
(B) Being developed
(P) Proposed

15.3 **PLAN REVIEW**

- 15.3.1 The Plan provides for the period to 2011, which coincides with the current Cornwall Structure Plan end date and relates to two thirds of the new Structure Plan which is due to be adopted later in 2004. Monitoring, particularly of housing and employment land provision, will be carried out in the context of the new Structure Plan, once adopted, as well as the Local Plan to ensure that policies remain relevant.
- 15.3.2 The anticipated process of review or alteration will, however, be changed by the introduction of the new development plan system, which is proposed to be in place later in 2004. The new system will continue to provide a two tier development plan but with a Regional Spatial Strategy (RSS) for the south west of England replacing the Cornwall Structure Plan and a Local Development Framework (LDF) progressively replacing the Local Plan.
- 15.3.3 The Local Development Framework will comprise a folder of separate documents relating to different issues which are likely to be prepared at different times. As the statutory documents (Development Plan Documents) are adopted they will, over a period of time, replace the relevant policies in the Local Plan. However, the Local Plan will be 'saved' in the new Framework for 3 years or until such time as its policies are replaced. The programme for preparing these documents will be informed by the results of monitoring and changes in national or regional guidance. The central document in the Framework will be the Core Strategy which will set out key spatial policies for development in the District, for example the amount of new housing to be provided and, in general terms (towns and villages), where it will be located; it is envisaged that preparation of the Core Strategy will follow from preparation of the Regional Spatial Strategy. Local Development Documents have to be in conformity with the Regional Spatial Strategy in the same way that the Local Plan is in conformity with the Structure Plan.
- 15.3.4 In terms of review of the Local Plan policies, therefore, the priority will be to ensure a continuing supply of land, and source of relevant and up to date guidance, for future development needs. The programme for review will be prepared and published in the context of the new system as a Local Development Scheme. There will also be a requirement to prepare an Annual Monitoring Report on the Local Development Framework which will incorporate existing monitoring reports on the Local Plan.

Glossary of Terms and Abbreviations

GLOSSARY OF TERMS AND ABBREVIATIONS

AFFORDABLE HOUSING : housing for sale or rent which is available to those who cannot afford to occupy houses generally available on the open market.

AGRICULTURAL LAND CLASSIFICATION : classification by the Department of Environment, Food and Rural Affairs of land according to its agricultural quality and versatility.

AMENITY : the pleasantness (of a place).

ANCIENT MONUMENTS : see SCHEDULED ANCIENT MONUMENTS.

ANCIENT WOODLANDS : woodland where there has been continuous cover since at least medieval times to the present without being cleared for use other than timber production.

AREA OF GREAT HISTORIC VALUE (AGHV) : a County designation in the Cornwall Structure Plan which recognises the extent of survival and density of archaeological and historical sites.

AREA OF GREAT LANDSCAPE VALUE (AGLV) : a County designation in the Cornwall Structure Plan identifying landscapes of importance.

AREA OF GREAT SCIENTIFIC VALUE (AGSV) : a County designation in the Cornwall Structure Plan which defines areas to act as 'buffers' around the most important and sensitive nature conservation sites.

AREA OF OUTSTANDING NATURAL BEAUTY (AONB) : nationally important landscape areas designated under the National Parks and Access to the Countryside Act, 1949.

ARTICLE 4 DIRECTION : an order which means that planning permission is required for classes of development that would normally be permitted development.

BIODIVERSITY : the variety of animal and plant life and the habitats that support them.

'BROWNFIELD' SITES : sites that have been previously developed.

BUILDINGS OF LOCAL SIGNIFICANCE : buildings which are of local social or historical importance or which make a contribution to the character and appearance of an area but which are not LISTED BUILDINGS.

BUNKHOUSE BARNs : converted buildings containing basic facilities for communal camping use.

BUSINESS USES : uses which fall within Class BI of the Town and Country Planning (Use Classes) Order, 1987, (as amended) for example offices, research and development, studios, laboratories and light industry and which are capable of being carried out in a residential area.

CAMPING BARNs : converted buildings with very limited facilities and used for overnight shelter.

CARAVAN : a structure, of specified dimensions, designed or adapted for human habitation which is capable of being moved (including being towed or transported) and any motor vehicle so designed.

CHALETs : holiday accommodation built as individual units or in blocks and usually single storey. Often built to a lower standard than permanent residential accommodation.

CONSERVATION AREAS : areas, designated by local authorities under the Planning (Listed Buildings and Conservation Areas) Act, 1990, which are of architectural or historical interest and where it is desirable to protect and enhance the character and appearance.

CORNWALL WILDLIFE TRUST (CWT) : Cornwall based group responsible for designating local sites of conservation value or interest.

COUNTRYSIDE STEWARDSHIP : a scheme administered by the Department of Environment, Food and Rural Affairs which provides financial incentives to farmers, estate owners, voluntary bodies and local authorities to protect, enhance and regenerate certain types of landscape and habitats.

COUNTY GEOLOGICAL SITES (CGS) : locally important sites identified by Cornwall RIGS Group.

COUNTY WILDLIFE SITES (CWS) : sites of local ecological importance designated by the CORNWALL WILDLIFE TRUST.

DERELICT LAND : land so damaged by industrial or other development that it is incapable of beneficial use without treatment.

DEVELOPMENT : all building, engineering, mining or other operations or any material change of use in buildings or land.

DEVELOPMENT PLAN : a term used to describe the statutory plans for an area including the Structure Plan, Local Plan and plans related to specific matters such as Minerals and Waste Disposal.

DISTRIBUTION USES : uses which fall within Class B8 of the Town and Country Planning (Use Classes) Order, 1987, for example wholesale warehouses.

EDGE OF TOWNS AND VILLAGES : a site that immediately adjoins the built up area of a town or village.

ENVIRONMENTALLY SENSITIVE AREAS (ESA) : areas selected by the Department of Environment, Food and Rural Affairs for their nationally important scientific, historical and landscape value which is dependent on specific farming practices. Farmers are compensated for following practices which benefit the environment.

EQUESTRIAN ESTABLISHMENT : facilities such as indoor and outdoor riding schools and developments associated with horse breeding, training and hire.

'EXCEPTIONAL' SITES : sites which would not normally be granted planning permission but which may be acceptable for locally needed AFFORDABLE HOUSING.

FARM DIVERSIFICATION : projects linked to existing farms which supplement farm income.

FLUVIAL DEFENCES : works intended to protect land from flooding by rivers.

GENERAL DEVELOPMENT ORDER (GDO) : Government regulations which define the types of development which do or do not require planning permission.

GENERAL INDUSTRY : industrial uses which fall within Class B2 of the Town and Country Planning (Use Classes) Order, 1987, i.e. uses not within Class BI (Business).

'GREENFIELD' SITES : sites that have not been developed previously.

GROSS FLOORSPACE : the total floor area of a building measured to the outside of the external walls.

GYPSIES : persons of a nomadic habit of life, whatever their race or origin, but not including travelling showmen or those associated with circuses.

HERITAGE COAST : attractive and largely undeveloped lengths of coastline designated as being of national importance by the Countryside Agency.

HISTORIC PARKS AND GARDENS : sites identified by English Heritage as being of particular interest and quality by reason of their historic layout, features and architectural ornaments.

HISTORIC SETTLEMENTS : settlements, the boundaries of which are defined by Cornwall County Council, which had achieved Borough status before 1600 and where there is therefore likely to be important below ground archaeological and historic remains.

HOUSES IN MULTIPLE OCCUPATION (HIMOs) : properties which are divided into a number of dwelling units which are not self-contained.

HOUSING REGISTER : a list of people in need of accommodation who meet criteria set out in the Housing Acts.

HOUSING STRATEGY STATEMENT : a statement of the Council's housing policies.

INFRASTRUCTURE : roads, essential services and community facilities.

LANDSCAPE DESIGNATIONS : a general term used to encompass the AONB, AGLV and Heritage Coast designations.

LANDSCAPING : a general term used to describe the use of trees, shrubs or grass (soft landscaping) and/or walls, fences and paving (hard landscaping) to blend development with its surroundings.

LARGE SCALE VOLUNTARY TRANSFER (LSVT) : transfer of the Council's housing stock to a locally based REGISTERED SOCIAL LANDLORD.

LISTED BUILDINGS : nationally significant buildings identified by the Secretary of State for Culture, Media and Sport on the advice of English Heritage as being of special architectural or historical interest.

'LIVING OVER THE SHOP' (LOTS) : a non-profit making consultancy which works with local authorities, REGISTERED SOCIAL LANDLORDS and property owners to encourage the use or re-use of vacant space above retail or other premises for housing.

LOCAL COMMUNITY SERVICES : the term used in the Local Plan to define services provided by the District or Parish Councils, voluntary bodies and charities.

LOCAL NATURE RESERVES : areas of local nature conservation value designated by the Local Planning Authority in conjunction with English Nature.

LOCAL NEEDS HOUSING : housing which meets a clearly identified need for accommodation by people living or working in, or otherwise closely connected to, a particular locality such as a village, a parish or a wider defined area. (See also AFFORDABLE HOUSING).

LOCAL TRANSPORT PLAN (LTP) : Cornwall County Council produce the Local Transport Plan, the document sets out a comprehensive plan for all types of transport in Cornwall and includes an explanation of how the services are to be provided.

MOTORISED CARAVANS : self propelled caravans used for holidays.

NATIONAL TRUST : an independent charity which promotes the permanent preservation of land with outstanding natural features and buildings of beauty and historic interest.

NET FLOORSPACE : the floor area of a building used for the primary activity but excluding toilets, service installation and storage areas.

OBJECTIVE ONE : Objective One is one of three programmes set up to help reduce differences in social and economic conditions within the European Union. Objective One is the highest priority designation for European aid and is targeted at areas where prosperity, measured in Gross Domestic Product (GDP) per head of population, is 75% or less of the European average.

OPEN AREAS RELATED TO SETTLEMENTS : largely undeveloped areas close to or within towns and villages which are important in terms of their contribution to the form, environmental quality and character of the settlement.

OUTSTANDING PLANNING PERMISSION : a current valid planning permission which has not yet been implemented.

PARK AND RIDE : a scheme whereby parking provision, usually outside a town, is linked by a 'bus or train service to a nearby centre.

PLANNING OBLIGATION : a voluntary legal agreement between the Local Planning Authority and an interested party or a unilateral undertaking by an individual or developer under Section 106 of the Town and Country Planning Act, 1990, to secure certain measures related to a planning permission.

PLANNING POLICY GUIDANCE (PPG) : guidance on a range of subjects issued by the Government.

PLANNING POLICY STATEMENT (PPS) : sets out the Government's national policies on different aspects of land use planning in England

PRIME SHOPPING AREA : the core of a town's shopping area where it is intended to maintain a high percentage of retail outlets.

PROPOSALS MAP : the map, or series of maps at varying scales, which illustrates the precise sites and areas affected by the policies and proposals of the Local Plan. It is accompanied by a WRITTEN STATEMENT.

PVCu WINDOWS/DOORS : windows and doors manufactured from plastic usually with double glazing.

REAR SERVICING : facilities to deliver goods to the rear of commercial premises and shops usually in town centres.

RECYCLING : the collection, treatment and reuse of materials.

REGIONAL PLANNING GUIDANCE (RPG) : guidance issued by the Government relating to the English Regions.

REGISTERED SOCIAL LANDLORD (RSL): non profit making friendly societies that provide and manage housing for people in need.

RENEWABLE ENERGY : continuous energy flows that occur naturally in the environment from the sun, the wind, the oceans, plants and the fall of water together with energy from waste materials.

RESORT TOWNS : towns which are popular destinations for holiday makers and contain a range of facilities and accommodation.

RIGHT TO STAIRCASE : the right to increase the percentage owned in a SHARED OWNERSHIP property.

ROADSIDE FACILITIES : facilities such as petrol filling stations, restaurants and rest areas for use by the travelling public.

SCHEDULED ANCIENT MONUMENTS (SAMS) : nationally important sites and structures protected under the Ancient Monuments and Archaeological Areas Act 1979 and the National Heritage Act 1983.

SCREENING : use of fencing, walling, planting or bunding to conceal or limit the visual impact of development.

SECTION 106 AGREEMENT : see PLANNING OBLIGATION.

SERVICE INDUSTRIES : businesses which provide a direct or indirect service to the public but which do not involve the manufacture of goods.

SHARED OWNERSHIP : whereby a property is part owned by the occupier and part rented from a REGISTERED SOCIAL LANDLORD, with the parts relating to a percentage of the property value.

SITES OF SPECIAL SCIENTIFIC INTEREST (SSSIs) : nationally important areas identified by English Nature for their flora, fauna, geological or physiographic features.

SPECIAL INDUSTRIAL USES : industrial uses which used to fall within Classes B3 to B7 of the Town and Country Planning (Use Classes) Order, 1987 but which have been deleted and fall within Class B2, GENERAL INDUSTRY.

STATIC CARAVANS : caravans that are stationed on site all year round and which are often large and of a uniform design.

STORAGE OR DISTRIBUTION USES : uses which fall within Class B8 of the Town and Country Planning (Use Classes) Order, 1987, (as amended) for example repositories.

STRUCTURE PLAN : a strategic planning document which sets out broad levels of growth for the County and contains policies on issues of County-wide significance but which does not identify specific sites for development or the precise boundaries of areas to be protected.

SUSTAINABILITY : concept related to the present and future use of natural and cultural resources.

TELECOMMUNICATIONS : communications at a distance by cable, telegraph, telephone or radio.

TELECOMMUNICATIONS EQUIPMENT : the apparatus required for transmitting and receiving including masts, towers, aerials, dishes and satellite television receivers.

TIDAL DEFENCES : works intended to protect land from flooding by the sea.

TOURING CARAVANS : caravans towed by a vehicle and used for holidays.

TRANSPORT POLICIES AND PROGRAMME (TPP) : an annual document prepared by the County Council and submitted to the Government in support of bids for funding for transport projects and initiatives.

TRANS-SHIPMENT DEPOT : a facility specifically provided to enable goods to be transferred from one mode of transport to another, for example from rail to road, or from one size of vehicle to another.

TRAVEL TO WORK AREA (TTWA) : a defined area, relevant to employment patterns, which is used for the presentation of, for example, unemployment statistics.

TREE PRESERVATION ORDER (TPO): an order made and confirmed by a Local Planning Authority to protect individual trees or groups of trees from lopping, topping or felling without prior consent.

WATER RELATED RECREATION : recreational activities focused on the sea, lakes, reservoirs, other waterbodies or watercourses for example, sailing, wind surfing, power boating and diving.

WATER SERVICES : a general term used to encompass the provision of surface and foul water drainage, sewage treatment and water supply.

WRITTEN STATEMENT : a document which forms part of a statutory DEVELOPMENT PLAN and sets out the Local Planning Authority's policies and proposals together with a reasoned justification. It is accompanied by a PROPOSALS MAP and in the event of any conflict between the content of the Statement or Map the provisions of the Written Statement prevail.

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