

# **Strategic Environmental Assessment for the Penzance Neighbourhood Plan**

**Environmental Report to accompany the  
Regulation 14 version of the Neighbourhood Plan**

Penzance Town Council

November 2022

## Quality information

<b>Prepared by</b>	<b>Checked by</b>	<b>Verified by</b>	<b>Approved by</b>
Emily Baker Graduate Environmental Planner	Ryan Putt Senior Environmental Planner	Alastair Peattie Associate Director	Nick Chisholm- Batten Technical Director

## Revision History

<b>Revision</b>	<b>Revision date</b>	<b>Details</b>	<b>Authorized</b>	<b>Name</b>	<b>Position</b>
V1.0	9 <sup>th</sup> November 2022	Version for Neighbourhood Group comment	9 <sup>th</sup> November 2022	Nick Chisholm- Batten	Technical Director
V2.0	14 <sup>th</sup> November 2022	Regulation 14 consultation version	14 <sup>th</sup> November 2022	Nick Chisholm- Batten	Technical Director

Prepared for:

Penzance Town Council

Prepared by:

AECOM Limited  
Plumer House  
Third Floor, East Wing  
Tailyour Road  
Crownhill  
Plymouth PL6 5DH  
United Kingdom

aeom.com

© 2022 AECOM Limited. All Rights Reserved.

This document has been prepared by AECOM Limited (“AECOM”) for use of Locality (the “Client”) in accordance with generally accepted consultancy principles, the budget for fees and the terms of reference agreed between AECOM and the Client. Any information provided by third parties and referred to herein has not been checked or verified by AECOM, unless otherwise expressly stated in the document. No third party may rely upon this document without the prior and express written agreement of AECOM.

Front cover image: Penzance Harbour, as shown on the [Cornish Secrets](#) website which presents a ‘holiday handbook’ for the Plan area.



## Table of Contents

Non-Technical Summary .....	i
1. Introduction .....	1
Background .....	1
SEA Screening for the Penzance Neighbourhood Plan .....	2
SEA explained .....	2
Structure of this SEA Environmental Report.....	3
2. Local Plan context and vision for the Penzance Neighbourhood Plan.....	5
3. What is the scope of the SEA? .....	7
Summary of SEA Scoping .....	7
Key Sustainability Issues.....	10
SEA Framework .....	14
4. Consideration of reasonable alternatives for the Penzance Neighbourhood Plan.....	17
Defining reasonable alternatives .....	17
Housing numbers to deliver within the Plan area .....	17
Options to inform policy approaches within the Neighbourhood Plan .....	18
Approach to the options appraisal process .....	20
What is the preferred approach for the Neighbourhood Plan? .....	29
5. Appraisal of the Regulation 14 version of the Neighbourhood Plan.....	33
Introduction .....	33
Penzance Neighbourhood Plan policies.....	33
Approach to this appraisal.....	36
Biodiversity and Geodiversity .....	36
Climate Change .....	37
Landscape and Townscape .....	39
Historic Environment .....	40
Land, Soil, and Water Resources.....	41
Community Wellbeing .....	42
Transportation .....	44
Conclusions at this current stage .....	46
6. What are the next steps? .....	48
Appendix A SEA Scoping – Context Review and Baseline Information.....	49

## Non-Technical Summary

### What is Strategic Environmental Assessment (SEA)?

A Strategic Environmental Assessment (SEA) has been undertaken to inform the Penzance Neighbourhood Plan. This process is required by the SEA Regulations.

Neighbourhood Plan groups use SEA to assess Neighbourhood Plans against a set of sustainability objectives developed in consultation with interested parties. The purpose of the assessment is to help avoid adverse environmental and socio-economic effects through the Neighbourhood Plan and identify opportunities to improve the environmental quality of the area covered by the Neighbourhood Plan and the quality of life of residents.

### What is the Penzance Neighbourhood Plan?

The Penzance Neighbourhood Plan has been prepared as a Neighbourhood Development Plan under the Localism Act 2011 and the Neighbourhood Planning (General) Regulations 2012.

### Purpose of this Environmental Report

This Environmental Report, which accompanies the Regulation 14 version of the Penzance Neighbourhood Plan, is the latest document to be produced as part of the SEA process. The first document was the SEA Scoping Report (September 2022), which included information about the neighbourhood area's environment and community.

The purpose of this Environmental Report is to:

- Identify, describe, and evaluate the likely significant effects of the Penzance Neighbourhood Plan and alternatives.
- Provide an opportunity for consultees to offer views on any aspect of the SEA process which has been carried out to date.

The Environmental Report contains:

- An outline of the contents and main objectives of the Penzance Neighbourhood Plan and its relationship with other relevant policies, plans and programmes.
- Relevant aspects of the current and future state of the environment and key sustainability issues for the area.
- The SEA Framework of objectives against which the Penzance Neighbourhood Plan has been assessed.
- The appraisal of alternative approaches for the Penzance Neighbourhood Plan.
- The likely significant effects of the Penzance Neighbourhood Plan.
- The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects as a result of the Penzance Neighbourhood Plan.
- The next steps for the Penzance Neighbourhood Plan and accompanying SEA process.

## Consideration of reasonable alternatives for the Penzance Neighbourhood Plan

### Housing numbers to deliver within the Plan area

As discussed within **Chapter 2** within the main body of the Environmental Report, the Cornwall Local Plan identifies a requirement for 2,150 new dwellings across Penzance with Newlyn, (in addition to the villages of Heamoor, Gulval and Longrock) between 2010 and 2030. This is to support the provision of around 16,083 sqm of B1a office accommodation and 16,083 sqm of B1c / B2 / B8 industrial space.

It should be noted that the housing allocation for the Plan area has already been met through a combination of existing completions and commitments (i.e., sites which have already been developed, or sites which already have planning approval but have not yet come forward), and through strategic site allocations within the Site Allocations DPD.

In this respect, the Penzance Neighbourhood Plan does not seek to allocate land for development. Therefore, reasonable alternative approaches for the level and distribution of growth have not been explored through the SEA. These elements were considered for the Sustainability Appraisal (SA) for the Cornwall Local Plan.

### Options to inform policy approaches within the Neighbourhood Plan

Whilst the Penzance Neighbourhood Plan does not need to allocate land for development within the Plan area, the Town Council has explored a range of planning issues and considerations for the Neighbourhood Plan relating to its vision and aspirations (as presented in **Chapter 2** within the main body of the Environmental Report).

In light of this, the SEA process has undertaken appraisals of a series of high-level approaches and alternatives (hereafter referred to as “options”) which are currently being evaluated as part of plan development. This is for the benefit of plan-makers tasked with selecting preferred policy approaches for the Penzance Neighbourhood Plan and to highlight to consultees the relative sustainability merits of the different approaches that can be taken relating to the key elements of the Plan.

A description of the options (i.e., the reasons for selecting the alternatives dealt with), are as follows:

#### Options for non-principal residences

The location and environmental quality of the Plan area has resulted in a demand for second homes and holiday lets, and this is part of the tourism-related aspects of the local economy. The Neighbourhood Plan recognises the benefits of the visitor economy, but also acknowledges the key challenges associated with this key sector of the local economy. This includes with respect to reducing the supply of available housing which affects the ability of local people to buy or rent in the Plan area.

In the context of the above, the relative sustainability merits of establishing ‘principal residency zones’ within the Plan area has been explored.

The following options have been considered through the SEA:

- Option A: Take a policy approach to limit non-principal residences within the Plan area by establishing ‘principal residency zones’.

- Option B: Do not take a policy approach to limit non-principal residences within the Plan area.

### **Options for car-free residential development**

A central priority for the Penzance Neighbourhood Plan is to address key challenges within the town centre, relating to the enhancing the quality of the built environment, supporting regeneration opportunities, and focusing on measures to improve accessibility, connectivity, and the quality of the public realm. With a view to addressing these challenges, the relative sustainability merits of encouraging car-free residential development within Penzance Town has been explored.

The following options have been considered through the SEA:

- Option A: Encourage car-free residential development within Penzance Town.
- Option B: Do not encourage car-free residential development within Penzance Town.

### **Options for protecting settlement identity**

As identified within the Neighbourhood Plan, one of the main outcomes of public consultation during preparation of the Cornwall Local Plan was the importance of retaining the separate identity of settlements across the Plan area. This is reflected in one of the Strategic Aims of the Site Allocations DPD, *“To ensure the settlements of Penzance, Newlyn, Heamoor, Gulval... maintain their individual and distinctive characters.”* Public consultation on the Neighbourhood Plan to date has reinforced this importance, which applies equally to Mousehole and Paul given that they are in close proximity yet remain as distinct communities.

With a view to ensuring that the distinct identities of the settlements in the Plan area are preserved, the relative sustainability merits of establishing ‘green buffers’ has been explored. The purpose of the green buffers would be to retain undeveloped areas around settlement edges which are key to maintaining their distinct identities.

The following options have been considered through the SEA:

- Option A: Rely on existing policy provisions within the Cornwall Local Plan and Site Allocations DPD to protect the separate identity of settlements within the Plan area.
- Option B: Define ‘green buffers’ to protect the separate identity of settlements within the Plan area.

### **Options for managing the impacts of strategic site allocations**

As discussed above, the Penzance Neighbourhood Plan does not allocate land for development as the housing targets have been met. Nonetheless, it is recognised that the scale of development to be brought forward within the Plan area (totalling 2,150 dwellings) has the potential to significantly impact upon the local community and the natural and built environment.

Whilst the policy requirements within the Site Allocations DPD include a range of criteria relating to the delivering of high-quality and sustainable design within the design of the strategic allocations, the relative sustainability merits of preparing additional ‘supplementary briefing notes’ have been explored. Specifically, the briefing notes would be designed to ensure local community knowledge and

aspirations are reflected in shaping the way development of the allocated sites is delivered within the Plan area. These briefing notes would accompany and seek to compliment the policy requirements set out in the Site Allocations DPD.

The following options have been considered through the SEA:

- Option A: Encourage developers to consider supplementary briefing notes for the strategic site allocations within the Site Allocations DPD to ensure that local community knowledge and aspirations are reflected within new development areas.
- Option B: Do not encourage developers to consider supplementary briefing notes for the strategic site allocations, relying solely on the site-specific criteria and requirements in the Site Allocations DPD for new development areas.

### Approach to the options appraisal process

Each set of options has been considered against the SEA Framework of objectives and assessment questions developed at SEA scoping. The following information is presented in **Chapter 4** within the main body of the Environmental Report:

- A ranking of the sustainability performance of each option relating to each SEA theme to highlight their relative sustainability merits, with '1' the most favourable ranking; and
- An overview of the likely significant effects (both positive, and negative) of each option.

The appraisal findings are presented in **Chapter 4** within the main body of the Environmental Report. A summary of the conclusions and the preferred approach for the Neighbourhood Plan for each set of options is provided below.

### What is the preferred approach for the Neighbourhood Plan?

#### Options for non-principal residences

The appraisal findings indicate that Option A is likely to perform more favourably than Option B with respect to the Transportation SEA theme. Option B, by taking an approach which would not limit non-principal residences in the plan area, will likely result in longer-term increases in traffic at peak times of the year. Issues will be more pronounced during these times, e.g., during the summer months. Although Option A would bring an increase to year-round traffic flows, it could also offer support to the local transport network to improve sustainable transport and maintaining the viability of public transport options.

The Community Wellbeing SEA theme also performs more favourably under Option A. By taking a policy approach which seeks to limit non-principal residences in the Plan area, this is likely to increase the availability of housing stock for local people and ensure that fewer properties are left unoccupied throughout the year. However, it is recognised this could cause more pronounced issues for neighbouring areas as the interest in second homes and holiday lets could shift to other locations along the Cornish coastline. Additionally, by having a higher 'human capital' (number of year-round residents) across the year, local infrastructure, facilities, and services can be maintained and improved – such as health and education. This will also bring benefits under the Community Wellbeing SEA theme. Furthermore, a higher human capital can also improve the maintenance of existing properties and enable a more

effective response and increased resilience to extreme weather events. This is a significant positive under the Climate Change SEA theme.

It is recognised that establishing principal residence zones will only apply to new housing developments within the Plan area. In this respect, Option A could lead to a shift in focus of second home ownership from new builds to the existing housing stock, including buildings that may be significant from a heritage perspective (i.e., nationally designated and / or locally recognised). This could lead to inappropriate development occurring on buildings with heritage importance, or buildings with heritage importance deteriorating as they become second homes or holiday lets, as the property might not be occupied or maintained throughout the year. Therefore, there could be impacts on the Historic Environment SEA theme under Option A. Additionally, under Option B, during peak times of the year heritage assets and resources may experience increased stresses associated with an influx of visitors (and associated recreational and tourism activities). This is also a consideration when thinking about the resilience of ecological assets within and within proximity to the Plan area. However, it is difficult to conclude whether these impacts would be significantly different to what is currently experienced within the Plan area.

In the context of the above, the preferred approach for the Neighbourhood Plan is to proceed with Option A and establish principal residence zones within the most sensitive locations in the Plan area (i.e., where issues with second home ownership and holiday lets are most pronounced). Further information is presented in Policy H2 within the Neighbourhood Plan.

### **Options for car-free residential development**

The appraisal findings indicate that Option A is more likely to encourage a shift towards engagement with sustainable travel, including public transport and active transport, which will lead to a reduction in carbon emissions. In this respect, it is considered that Option A, by encouraging car-free residential development within Penzance Town, is more likely to have positive impacts with respect to the Transportation SEA theme and Climate Change SEA theme.

Option A, through encouraging car-free residential development within Penzance Town, also has the potential to result in a safer environment for pedestrians within the town centre environment by limiting increases to the number of cars on the road. This is likely to positively impact the Community Wellbeing SEA theme and the Landscape SEA theme by improving the quality of the public realm and town centre environment (i.e., via establishing a more tranquil townscape through a reduction in noise from vehicles). Option A also has the potential for indirect positive impacts on the Historic Environment SEA theme by reducing the impacts of traffic on the setting of heritage assets.

Whilst there are several potentially positive impacts associated with encouraging car-free residential development within Penzance Town, Option A may reduce the appeal of the new residential developments within the town centre due to not facilitating car provision. Additionally, as the aspirations of Option A are limited to residential development – and in town centre environments car usage is more likely to be for non-residential purposes (i.e., travelling or parking cars to access local employment) – restricting residential cars within the town centre is perhaps less likely to have significant positives with respect to the Community Wellbeing SEA theme and Landscape SEA theme (although the positives are noted).



It is noted that regardless of whether Option A or Option B is taken forward, the delivery of new homes via the strategic allocations in the Local Plan and the Site Allocations DPD will impact upon traffic levels within the Plan area. Nonetheless, Option A is concluded to perform more favourably than Option B with respect to encouraging a modal shift to sustainable transport options in the most accessible locations in the Plan area, supporting climate change mitigation efforts by limiting emissions, positively enhancing the quality of the public realm, and indirectly safeguarding the setting of heritage assets.

In the context of the above, the preferred approach for the Neighbourhood Plan is to proceed with Option A and encourage car-free residential development within Penzance Town. Further information is presented in Policy PEN2 within the Neighbourhood Plan.

### **Options for protecting settlement identity**

With respect to Option A, it is useful to recognise that policies and approaches within the Cornwall Local Plan and Site Allocations DPD provide an existing level of protection to settlement character and identity for communities within Cornwall. This includes (but is not limited to):

- An identified green buffer between Penzance and Gulval within the 'Green infrastructure Strategy Map' in the Site Allocations DPD.
- A strategy within the Site Allocations DPD to deliver key habitat / green corridors, which are likely to indirectly maintain the separation of the settlements.
- Policies for open space provision and biodiversity net gains, which will likely positively contribute to local distinctiveness through protecting and enhancing the natural environment through new development areas.

As such, taking an approach which relies upon local policy provisions to maintain settlement identity and distinctiveness (i.e., as proposed through Option A) is considered positive.

As the implementation of green buffers through Option B is heavily focused on the protection of community identity rather than securing natural environmental benefits, potential impacts with respect to the Biodiversity SEA theme and the Climate Change SEA theme are uncertain. Nonetheless, it is acknowledged that the protection of open areas alongside settlement edges through the implementation of green buffers has the potential to have positive impacts with respect to these themes, including in relation to safeguarding natural features of the landscape (i.e., trees and hedgerows) which contribute to adaptation efforts (i.e., resilience to flooding).

With respect to Option B, the identification of green buffers is likely to protect locations within the Plan area where new development has the greatest potential to erode local character and distinctiveness. This is likely to have positive impacts in relation to the Landscape SEA theme and the Community Wellbeing SEA theme. The buffers might also indirectly and positively impact upon the setting of heritage assets (i.e., protecting views into / out of conservation areas). Therefore, Option B is also likely to have positive impacts in relation to the Historic Environment SEA theme.

In the context of the above, the preferred approach for the Neighbourhood Plan is to proceed with Option B and establish green buffers. Specifically, the Neighbourhood

Plan states: *“The combination of Local Plan policies and this Plan’s identification of green buffers around settlements offers a flexible but defined approach to specify inappropriate and appropriate locations for development focusing on the distinct edges of settlements, which should not be compromised.”* Further information is presented in Policy GI5 within the Neighbourhood Plan.

### **Options for managing the impacts of strategic site allocations**

Whilst the supplementary briefing notes perform positively for several SEA themes, there is an element of uncertainty as to whether the implementation of the notes would have significant impacts in relation to these themes. This is given that the notes might not necessarily go above and beyond local policy provisions (which, in their current form, have a strong focus on delivering high-quality and sustainable design through the strategic allocations).

However, it is recognised that the inclusion of supplementary briefing notes within the Neighbourhood Plan (as proposed through Option A) will provide an extra level of detail and certainty, helping to ensure local aspirations are taken into consideration during development design. This is likely to have significant positive effects in relation to the Community Wellbeing SEA theme.

In conclusion, the preferred approach for the Neighbourhood Plan is to proceed with Option A and prepare supplementary briefing notes for the strategic allocations within the Site Allocations DPD. This will ensure community preferences are taken into consideration, with development more likely to be supported when local aspirations and knowledge has been applied.

## **Appraisal of the Regulation 14 version of the Penzance Neighbourhood Plan**

The Regulation 14 version of the Penzance Neighbourhood Plan presents 65 planning policies for guiding development in the Plan area. These were developed following extensive community consultation and evidence gathering.

**Chapter 5** within the main body of the Environmental Report presents the findings of the appraisal of the Regulation 14 version of the Penzance Neighbourhood Plan. Utilising the SEA Framework of objectives and assessment questions developed during the earlier scoping stage of the SEA, the SEA process has assessed the policies put forward through the Regulation 14 version of the Penzance Neighbourhood Plan. The Environmental Report has presented the findings of the assessment under the following SEA Themes:

- Biodiversity and Geodiversity.
- Climate Change.
- Landscape and Townscape.
- Historic Environment.
- Land, Soil, and Water Resources.
- Community Wellbeing; and
- Transportation.

The conclusions of the appraisal are as follows, presented for each SEA theme:

## **Biodiversity and Geodiversity**

As a focus of the Penzance Neighbourhood Plan is to be a place where the natural environment can be accessed and enjoyed, the plan has an emphasis on safeguarding, maintaining, and enhancing biodiversity. The policies work well to protect and enhance existing features that contribute to biodiversity and geodiversity in the area whilst also seeking ways to add to the network. Additionally, specific policies for Newlyn detail how biodiversity is to be enhanced at named locations. Overall, Neighbourhood Plan policies should help ensure that ecological sensitivities are appropriately considered during the planning, construction, and operational phases for new development proposals which come forward during the plan period, whilst also delivering net gains. It is concluded that long-term positive effects are anticipated under the Penzance Neighbourhood Plan.

## **Climate Change**

The Penzance Neighbourhood Plan has policies in place to help mitigate and adapt to the effects of climate change and flood risk in the area. The plan recognises the importance of natural features, as well as built infrastructure in adapting to a changing climate – and the settlement specific policies work to ensure Penzance and Newlyn attract development that is considerate of sustainable transportation. As such, it is concluded that minor positive effects are anticipated under the Penzance Neighbourhood Plan. It is also anticipated that the provisions of the NPPF, Local Plan policy, and the Climate Emergency DPD will positively and proactively support the delivery of mitigation and adaptation measures within the strategic allocations that come forward during the plan period.

## **Landscape and Townscape**

As a focus of the Penzance Neighbourhood Plan is to be a place where the natural and built environment can be accessed and enjoyed, the plan has a landscape and townscape focus. The Parish-wide policies work well to safeguard existing landscape and townscape features. Additionally, specific policies for Penzance detail how landscape and townscape character is to be respected, including the establishment of green buffers to protect the individuality and separation of the distinct communities in the Plan area. Alongside the key design principles which contribute to the evidence base for the Neighbourhood Plan (within Appendix 5 of the Regulation 14 version), these policies will help to facilitate opportunities for high quality design and layout to the benefit of landscape and townscape character. Overall, the policies work well to help the Plan area maintain and enhance its landscape and townscape value, and it is concluded that long-term positive effects are anticipated under the Penzance Neighbourhood Plan.

## **Historic Environment**

Overall, the policies within the Penzance Neighbourhood Plan work to safeguard the historic environment and the features that contribute to it, whether they are nationally designated, locally designated or contribute to the historic setting of the Plan area. Not only do the policies safeguard and enhance features and their settings, but a number of policies are focused on bringing historic buildings out of redundancy and back into use in a way that is considerate of their heritage. Given the key design principles and the supplementary briefing notes within the Neighbourhood Plan sets out a comprehensive range of provisions relating to the built environment, this will help provide an appropriate basis for the conservation and enhancement of the

historic environment surrounding the strategic allocations which will come forward during the plan period. As such, it is concluded that long-term positive effects are anticipated under the Penzance Neighbourhood Plan.

## **Land, Soil, and Water Resources**

Overall, the policies within the Penzance Neighbourhood Plan work to protect and enhance the soil resources in the Plan area, by implementing waste policies and encouraging brownfield land use and land remediation. Additionally, the policies work to safeguard the water infrastructure in the Plan area from negative effects linked to an increase in the built footprint. As such, it is concluded that minor positive effects are anticipated under the Penzance Neighbourhood Plan.

## **Community Wellbeing**

The Penzance Neighbourhood Plan does not allocate sites for development due to meeting its housing target through existing commitments and completions, and via strategic allocations within the Site Allocations DPD. Nonetheless, the policies within the Penzance Neighbourhood Plan work to enhance the community wellbeing within the Plan area. This will be achieved through safeguarding green spaces, ensuring high-quality design through new development areas, and protecting features that contribute to a sense of community. The Neighbourhood Plan also has a strong focus on the regeneration of the town centre environment to enhance the economic and social vitality of a key hub within the Plan area. This includes supporting the aspirations within the Town Deal to deliver significant benefits for community wellbeing. As such, it is concluded that long-term positive effects are anticipated under the Penzance Neighbourhood Plan.

## **Transportation**

Overall, the policies within the Penzance Neighbourhood Plan work to improve transportation and movement in the Plan area, by implementing policies that encourage a modal shift to sustainable and active travel options. It is concluded that minor positive effects are anticipated under the Penzance Neighbourhood Plan.

## **Next steps**

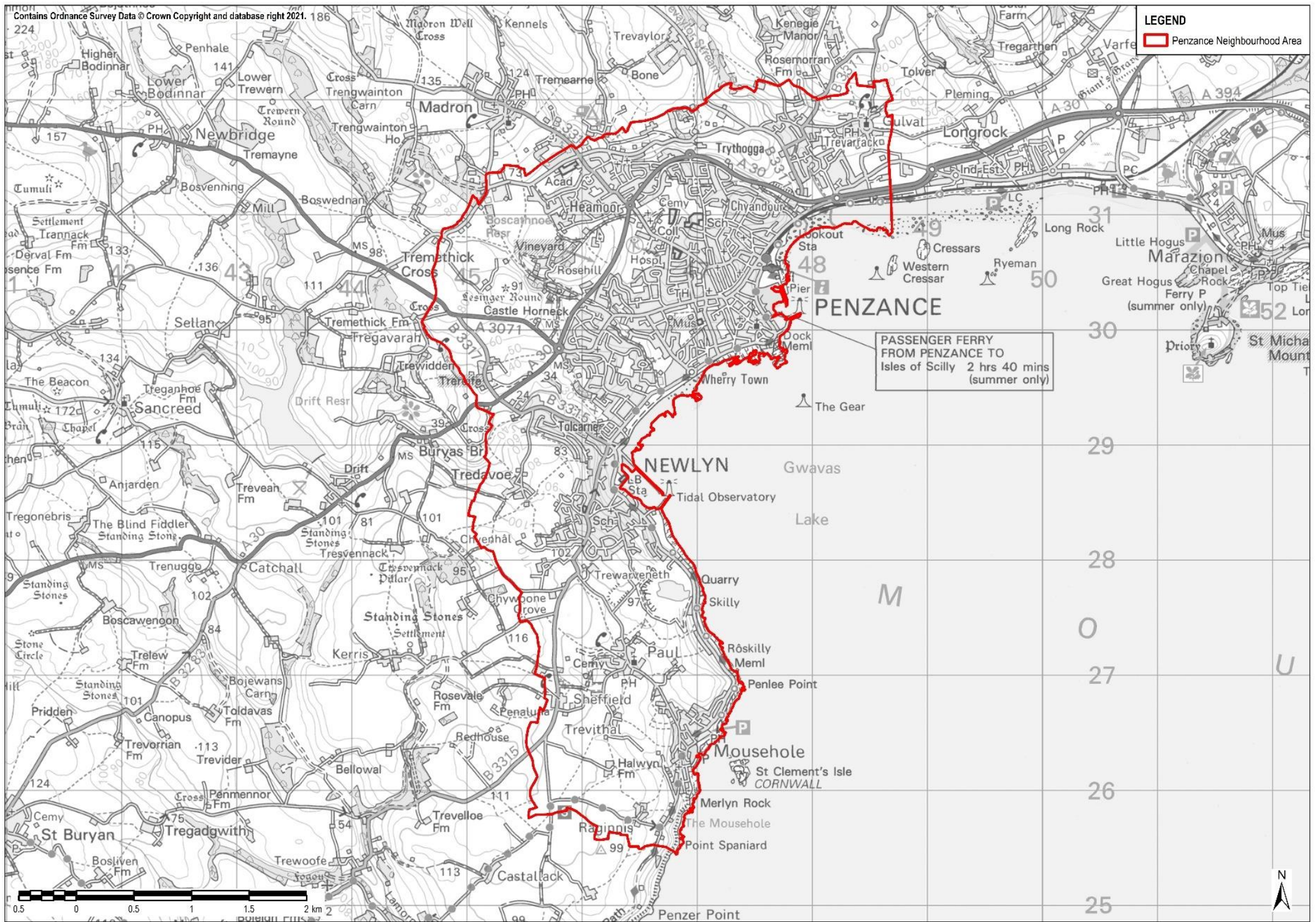
This SEA Environmental Report accompanies the Penzance Neighbourhood Plan for Regulation 14 consultation. Following the close of Regulation 14 consultation, any representations made will be considered by the Steering Group, and the Penzance Neighbourhood Plan and Environmental Report will be updated as necessary. The updated and final version of the SEA Environmental Report will then accompany the Penzance Neighbourhood Plan for submission to the Local Planning Authority, Cornwall Council, for subsequent Independent Examination.

At Independent Examination, the Penzance Neighbourhood Plan will be considered in terms of whether it meets the Basic Conditions for Neighbourhood Plans and is in general conformity with local planning policy.

If the Independent Examination is favourable, the Penzance Neighbourhood Plan will be subject to a referendum, organised by Cornwall Council. If more than 50% of those who vote agree with the Penzance Neighbourhood Plan, then it will be 'made'. Once made, the Penzance Neighbourhood Plan will become part of the Development Plan for the town.



**LEGEND**  
Penzance Neighbourhood Area



# 1. Introduction

## Background

- 1.1 AECOM has been commissioned to undertake an independent Strategic Environmental Assessment (SEA) in support of the emerging Penzance Neighbourhood Plan.
- 1.2 The Penzance Neighbourhood Plan has been prepared as a Neighbourhood Development Plan under the Localism Act 2011 and the Neighbourhood Planning (General) Regulations 2012. The Penzance Neighbourhood Plan is being prepared in the context of the adopted Cornwall Local Plan<sup>1</sup>, the key documents of which include the Strategic Policies (2010-2030), Site Allocations Development Plan Document (DPD) and the Minerals Safeguarding DPD.
- 1.3 The neighbourhood area (hereafter referred to as the “Plan area”), which covers Penzance Parish, is shown in the figure above. Within the Plan area, the key concentrations of housing and employment development is within Penzance Town, where more than half of the population live. The rest of the population is distributed across the parish in other settlements, including (but not limited to) the distinct communities of Newlyn, Paul, Mousehole, Gulval, Heamoor, and Eastern Green.
- 1.4 It is currently anticipated that the Penance Neighbourhood Plan will be submitted to Cornwall Council in 2023. Key information relating to the Penzance Neighbourhood Plan is presented in **Table 1.1** below.

**Table 1.1 Key facts relating to the Penzance Neighbourhood Plan**

Name of Responsible Authority	Penzance Town Council
Title of Plan	Penzance Neighbourhood Plan
Subject	Neighbourhood planning
Purpose	The Penzance Neighbourhood Plan is being prepared as a Neighbourhood Plan under the Localism Act 2011 and Neighbourhood Planning (General) Regulations 2012. The Neighbourhood Plan will be in general conformity with the Cornwall Local Plan, the key documents of which include the Strategic Policies (2010-2030), Site Allocations DPD and the Minerals Safeguarding DPD.
Timescale	To 2030
Area covered by the plan	The Plan area covers the parish of Penzance, in Cornwall (shown in the figure above)
Summary of content	The Penzance Neighbourhood Plan will set out a vision, strategy, and range of policies for the Plan area
Plan contact point	Stuart Todd, Chartered Town Planner & Consultant for the Neighbourhood Group.  Email: <a href="mailto:stuart@stuarttoddassociates.co.uk">stuart@stuarttoddassociates.co.uk</a>

<sup>1</sup> Cornwall Council (2016): [Cornwall Local Plan Strategic Policies 2010-2030](#)



## SEA Screening for the Penzance Neighbourhood Plan

- 1.5 A Neighbourhood Plan requires SEA where it is likely to have significant environmental effects. In this respect, Neighbourhood Plans are more likely to be screened in as requiring an SEA if both the following apply:
- i. The Neighbourhood Plan is being prepared within a Plan area with significant environmental constraints, such as, for example, within an Area of Outstanding Natural Beauty, World Heritage Site, Site of Special Scientific Interest, or large concentrations of heritage assets; and
  - ii. The Neighbourhood Plan is likely to allocate sites for development.<sup>2</sup>
- 1.6 The Penzance Neighbourhood Plan was screened on behalf of Cornwall Council in June 2022. Though the Neighbourhood Plan isn't allocating sites for housing development, the statutory consultees consider that an SEA is required for the following reasons:
- The inclusion of a number of economic regeneration policies which have not been considered through the sustainability appraisal work completed for the Local Plan. In this respect, the SEA will likely need to explore reasonable alternatives for some of these policy aspirations.
  - Historic England have also stated that their opinion is that SEA should also be required to avoid potential harm to heritage assets as they have some concerns about policy wording in the draft plan. They state: "*The grade I listed Market House is on the Heritage at Risk Register and is centrally located in the town. Whilst there are plans afoot to repair and find a new use for it, it has been rather neglected for a number of years and it would benefit from extra and continuing focus.*"
  - Potential significant effects to the Marazion Marsh Special Protection Area, which is approximately 5 km east of Penzance and is designated for its populations of aquatic warbler and wintering bittern.
- 1.7 In light of this screening outcome, an SEA process is being undertaken to meet the specific requirements prescribed by the Environmental Assessment of Plans and Programmes Regulations 2004 (the SEA Regulations).<sup>3</sup>

## SEA explained

- 1.8 SEA is a mechanism for considering and communicating the potential impacts of an emerging plan, and potential alternatives in terms of key environmental issues. The aim of the SEA is to inform and influence the plan-making process with a view to avoiding and mitigating potential negative impacts and maximising the potential for positive effects. Through this approach, the SEA for the Penzance Neighbourhood Plan seeks to maximise the emerging plan's contribution to sustainable development.
- 1.9 Two key procedural requirements of the SEA Regulations are that:

---

<sup>2</sup> DLUHC (February 2022): Chief Planner's Newsletter: [SEA for Neighbourhood Plans: timely and effective screening](#)

<sup>3</sup> [The Environmental Assessment of Plans and Programmes Regulations 2004](#)

- i. When deciding on ‘the scope and level of detail of the information’ which must be included in the Environmental Report there is a consultation with nationally designated authorities concerned with environmental issues.
- ii. A report (the ‘Environmental Report’) is published for consultation alongside the Draft Plan (i.e., the draft Penzance Neighbourhood Plan) that presents outcomes from the environmental assessment (i.e., discusses ‘likely significant effects’ that would result from plan implementation) and reasonable alternatives.

## Structure of this SEA Environmental Report

1.10 This document is the SEA Environmental Report for the Penzance Neighbourhood Plan and hence needs to answer all four of the questions listed below with a view to providing the information required by the SEA Regulations. Each of the four questions is answered in turn within this report, as follows:

**Table 1.2 Questions that must be answered by the SEA Environmental Report to meet the regulatory<sup>4</sup> requirements**

Environmental Report question	In line with the SEA Regulations, the report must include... <sup>5</sup>
What’s the scope of the SEA?	<p>What is the plan seeking to achieve?</p> <ul style="list-style-type: none"> <li>An outline of the contents and main objectives of the plan.</li> </ul>
	<p>What is the sustainability ‘context’?</p> <ul style="list-style-type: none"> <li>Relationship with other relevant plans and programmes.</li> <li>The relevant environmental protection objectives established at international or national level.</li> <li>Any existing environmental problems which are relevant to the plan including those relating to any areas of a particular environmental importance.</li> </ul>
	<p>What is the sustainability ‘baseline’?</p> <ul style="list-style-type: none"> <li>The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan.</li> <li>The environmental characteristics of areas likely to be significantly affected.</li> <li>Any existing environmental problems which are relevant to the plan including those relating to any areas of a particular environmental importance.</li> </ul>
	<p>What are the key issues and objectives?</p> <ul style="list-style-type: none"> <li>Key problems / issues and objectives that should be a focus of (i.e., provide a ‘framework’ for) assessment.</li> </ul>
What has plan-making/SEA involved up to this point?	<ul style="list-style-type: none"> <li>Outline reasons for selecting the alternatives dealt with.</li> <li>The likely significant effects associated with alternatives.</li> <li>Outline reasons for selecting the preferred approach in-light of alternatives appraisal/a description of how environmental objectives and considerations are reflected in the current version of the plan.</li> </ul>

<sup>4</sup> Environmental Assessment of Plans and Programmes Regulations 2004

<sup>5</sup> NB this column does not quote directly from Schedule II of the Regulations. Rather, it reflects a degree of interpretation.



---

Environmental Report question	In line with the SEA Regulations, the report must include... <sup>5</sup>
What are the assessment findings at this stage?	<ul style="list-style-type: none"><li>• The likely significant effects associated with the Regulation 14 version of the plan.</li><li>• The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects of implementing the Regulation 14 version of the plan.</li></ul>
What happens next?	<ul style="list-style-type: none"><li>• The next steps for the plan making / SEA process.</li></ul>

---

## 2. Local Plan context and vision for the Penzance Neighbourhood Plan

### Local Plan context for the Neighbourhood Plan

- 2.1 The overarching document for the Cornwall Local Plan, the *Cornwall Local Plan: Strategic Policies 2010-2030*, was adopted in November 2016. This sets out the land use policies to meet Cornwall's economic, environmental, and social needs and aims for the future, and provides the framework for all subsequent documents which form part of the Local Plan.
- 2.2 The Cornwall Local Plan identifies a requirement for 2,150 new dwellings across Penzance with Newlyn, (in addition to the villages of Heamoor, Gulval and Longrock) between 2010 and 2030. This is to support the provision of around 16,083 sqm of B1a office accommodation and 16,083 sqm of B1c / B2 / B8 industrial space.
- 2.3 Cornwall Council has prepared a Site Allocations DPD<sup>6</sup> to support the delivery of objectives within the Local Plan. The purpose of the Site Allocations DPD is to allocate land for a range of uses to meet the growth targets for the main towns in Cornwall, relating to housing growth, commercial growth and enabling infrastructure. It should be noted that the housing allocation for the Plan area has already been met through a combination of existing completions and commitments (i.e., sites which have already been developed, or sites which already have planning approval but have not yet come forward), and through strategic site allocations within the Site Allocations DPD.
- 2.4 Neighbourhood plans will form part of the development plan for Cornwall, alongside, but not as a replacement for the Local Plan. Neighbourhood plans are required to be in general conformity with the Local Plan and can develop policies and proposals to address local place-based issues. In this way it is intended for the Local Plan to provide a clear overall strategic direction for development in Cornwall, whilst enabling finer detail to be determined through the neighbourhood planning process where appropriate.

### Vision and objectives for the Neighbourhood Plan

- 2.5 The vision for the Penzance Neighbourhood Plan is as follows:



---

*Penzance Parish will:*

- *reconnect with the sea - our greatest natural asset – driving sustainable economic regeneration and growth;*
- 

---

<sup>6</sup> Cornwall Council (2017): [Cornwall Site Allocations Development Plan Document](#)

- 
- *see the main centre for the Parish, the town of Penzance, be a place where people have improved opportunities to live, work, meet, shop and visit;*
  - *have a built environment which is easy for people to get around on foot, by bicycle and using mobility aids;*
  - *be a place where people have the opportunity to access and enjoy our natural environment across the Parish and pursue a healthy and active lifestyle;*
  - *have new housing development which meets the needs of the local community, as well as supporting economic growth and responds positively to the challenges posed by a changing climate; and,*
  - *see future development within the Parish which respects the quality and heritage of our built and natural landscape and the distinct identities of the communities that make it up.*
- 

## Vision statement for the Penzance Neighbourhood Plan



2.6 This vision statement is underpinned by specific objectives which will help to deliver the following aspirations for the Plan area:

- Public realm improvements to reconnect the town centre with the waterfront.
- Improved public realm around the railway/bus station, Market Place and Harbour / Coinagehall.
- Creating a safe waterfront route for pedestrians & cyclists.
- Parish-wide network of green spaces.
- More workspace and residential accommodation in the town centre.
- Pedestrian, cycle and disability friendly and prioritised town and village centres.
- Marazion – Mousehole connectivity (Mount’s Bay Maritime Park) to enhance the coastal path and provide an accessible linkway along the shoreline with connections inland.
- Investing in Newlyn & Penzance harbours to strengthen their importance as economic hubs.
- Penzance Promenade becoming a hub for leisure, sport, and activities.
- Well designed, affordable housing for local people.
- Investing in community infrastructure and facilities.
- Parish-wide network of cycleways, paths, and green lanes.
- Minimising the impact of development on the environment.
- Respecting and enhancing built character and heritage assets; and
- Respecting the distinct identities and qualities of the Parish’s communities.

## 3. What is the scope of the SEA?

### Summary of SEA Scoping

- 3.1 The SEA Regulations require that: *“When deciding on the scope and level of detail of the information that must be included in the report, the responsible authority shall consult the consultation bodies”*. In England, the consultation bodies are Natural England, the Environment Agency, and Historic England.<sup>7</sup> These authorities are being consulted on the scope of the Penzance Neighbourhood Plan SEA for a period of five weeks, between 27<sup>th</sup> September 2022 and 1<sup>st</sup> November 2022.
- 3.2 The purpose of scoping is to outline the ‘scope’ of the SEA through setting out:
- A context review of the key environmental and sustainability objectives of national, regional, and local plans and strategies relevant to the Neighbourhood Plan.
  - Baseline data against which the Neighbourhood Plan can be assessed.
  - The key sustainability issues for the Neighbourhood Plan, presented under a series of environmental themes which incorporate the ‘SEA topics’ suggested by Annex I (f) of the SEA Directive.
  - An ‘SEA Framework’ of objectives against which the Neighbourhood Plan can be assessed.
- 3.3 Responses received on the Scoping Report and how these have been considered through the SEA process are presented below in **Table 3.1**.

**Table 3.1 Consultation responses received on the SEA Scoping Report**

Consultation response	How the response was considered and addressed
<b>Historic England</b>	
<i>Historic Places Adviser (email response received on 31<sup>st</sup> October 2022)</i>	
<p>Thank you for inviting us to comment on the Scoping Report for the Strategic Environmental Assessment (SEA) commissioned for the Penzance Neighbourhood Plan.</p> <p>The approach seems rigorous and likely to form a solid foundation as a heritage evidence-base for the various site allocations proposed within the plan.</p> <p>We have no specific comments to make at this point in time. However, we look forward to having the opportunity to commenting further at the Regulation 14 consultation stage.</p>	<p>Potential impacts to the historic environment associated with the Neighbourhood Plan’s policies and proposals is further explored within the appraisal sections of this Environmental Report (specifically within Chapter 4 and Chapter 5). It is recognised that the Neighbourhood Plan has a strong focus on ensuring that high-quality design is delivered through new development areas which is sensitive to the built and natural environment. Positive impacts to the historic environment are anticipated.</p>
<b>Environment Agency</b>	
<i>No response received</i>	

<sup>7</sup> In-line with Article 6(3). of the SEA Directive, these consultation bodies were selected because *‘by reason of their specific environmental responsibilities, [they] are likely to be concerned by the environmental effects of implementing plans and programme’*.



Consultation response	How the response was considered and addressed
<p><b>Natural England</b> <i>Lead Adviser (email response and letter received 6<sup>th</sup> October 2022)</i></p>	
<p><u>Chapter 2: Air Quality</u></p> <p>Baseline summary and key issues – the scoping report, understandably, focusses on the human health impacts of air pollution and the proximity of the neighbourhood plan area to Air Quality Management Areas. Natural England advises that the Strategic Environmental Assessment should also consider the effects of air pollution on the natural environment, in line with the Clean Air Strategy. Air Pollution Information Service (APIS) provides specific air pollution advice based on habitats, ecosystems, and species, and provides critical loads for acidity and nitrogen for designated features within every SAC, SPA or SSSI in the UK.</p>	<p>Potential impacts to internationally designated sites for biodiversity associated with the strategic site allocations have been considered and assessed through the HRA work which accompanied the Cornwall Local Plan.</p> <p>The HRA for the Penzance Neighbourhood Plan concludes the Plan will not result in adverse impacts to designated sites linked to air quality.</p> <p>More broadly, potential impacts on biodiversity and geodiversity associated with the Plan’s policies and proposals is explored in Chapter 4 and Chapter 5 of this Environmental Report.</p>
<p><u>Chapter 3: Biodiversity and geodiversity</u></p> <p>Baseline summary and key issues - Natural England notes that a Habitats Regulations Assessment screening report was prepared for the Penzance neighbourhood plan, which concluded that an Appropriate Assessment was required. The Strategic Environmental Assessment should be informed by and reflect the findings of the appropriate assessment.</p>	<p>The HRA process has concluded that the Penzance Neighbourhood Plan will not have an adverse effect on the integrity of any internationally designated sites in Cornwall, alone or in combination with other plans and projects.</p> <p>Further details can be found within the HRA report which accompanies the Neighbourhood Plan at Regulation 14 consultation.</p>
<p><u>Chapter 4: Climate change</u></p> <p>Policy context - Natural England advise that the requirements of the relevant Shoreline Management Plan should be considered, as applicable to the plan area.</p> <p>The SEA Scoping report should also consider that one of the messages from the Cornwall Climate Emergency DPD, for this neighbourhood plan area, is that Chyandour and Eastern Green have been identified as a candidate Coastal Change Management Area.</p>	<p>The Shoreline Management Plan has been a useful source of evidence during the SEA process, and the identification of a Coastal Change Management Area has been noted.</p>
<p><u>Chapter 5: Landscape</u></p> <p>SEA Objectives – The adverse impact of light pollution is identified as a key issue for the neighbourhood plan area; but this is not reflected in the SEA Objective and assessment questions for this chapter.</p>	<p>The SEA objectives have been revisited to reflect this key issue.</p>

Consultation response	How the response was considered and addressed
<p><u>Chapter 7: Land, soil, and water resources</u></p> <p>Policy context – Natural England advises that the following plans should be reviewed, and the key messages considered as part of this chapter, as applicable to the plan area:</p> <p><a href="#">South-West Draft River Basin Management Plan data</a></p> <p><a href="#">South West Marine Plans - GOV.UK (www.gov.uk)</a></p> <p><a href="#">South West Water - Water Resources Management Plan</a></p> <p>SEA Objectives – Natural England welcomes the assessment question that seeks to avoid the loss of best and most versatile agricultural land but would also welcome a sub-objective that assesses whether the plan promotes the sustainable management of soils within development schemes.</p>	<p>The recommended documents have been a useful source of evidence during the SEA process.</p> <p>As the Neighbourhood Plan does not allocate sites for development, impacts to soil resources associated with the Plan’s proposals are not considered to be significant in this context. Nonetheless, the Neighbourhood Plan does include supplementary briefing notes alongside the strategic allocations within the Site Allocations DPD to ensure that key constraints are mitigated and high-quality design is included within the schemes, and has a strong focus on protecting the natural environment of the Plan area. This is further explored within Chapter 5 of this Environmental Report.</p>
<p><u>Chapter 8. Community wellbeing</u></p> <p>Policy context – We advise that the Cornwall Countryside Access Strategy, though dated, might provide useful information relating to Cornwall’s right of way improvement plan, and strategy for the management of coast and countryside access.</p> <p>SEA Objectives - we would welcome the inclusion of sub-objectives that will assess whether the Plan improves community access to green infrastructure and nature; and whether it seeks to avoid impacts on the quality and extent of existing green infrastructure/recreational assets.</p>	<p>The Cornwall Countryside Access Strategy has been a useful source of evidence during the SEA process.</p> <p>The appraisal of Neighbourhood Plan policies and proposals (including with respect to their potential for improving access to green infrastructure and nature) is explored further within Chapter 5 of this Environmental Report.</p>
<p><u>General advice on baseline information</u></p> <p>Existing environmental evidence can be gathered from various sources including online data sources like MAGIC, Local Environmental Record Centres (LERCs) and strategies for green infrastructure, open space provision, landscape, climate and ecosystem services, and biodiversity opportunity mapping.</p>	<p>The recommended sources of evidence have been an essential reference point throughout the SEA process.</p>
<p><u>General advice on baseline information</u></p> <p>Natural England is working with Defra and other partners and stakeholders to deliver the Government’s 25 YEP commitment to develop a National Framework of Green Infrastructure Standards. The GI Framework web portal provides a link to the GI Mapping Database which brings together data from over 40 individual environmental and socio-economic datasets.</p>	<p>Comment noted.</p>

Consultation response	How the response was considered and addressed
<p><u>General advice on baseline information</u></p> <p>Please see the attached annex for our advice on sources of neighbourhood plan evidence on the natural environment.</p>	<p>Comment noted, the attached annex has been an essential reference point through the SEA process.</p>

3.4 Baseline information (including the context review and baseline data) is presented in **Appendix A**. The key sustainability issues and SEA Framework are presented below.

## Key Sustainability Issues

### Air Quality

- Increased congestion and reduced air quality have the potential to negatively affect the health of residents. Such effects will be explored under the ‘community wellbeing’ SEA theme.
- While there are Air Quality Management Areas (AQMA) in the wider area, they are far enough away that development through the Penzance Neighbourhood Plan will not have a substantial effect. This includes Camborne-Pool-Redruth AQMA.
- The Neighbourhood Plan also presents opportunities to enhance accessibility and support more local and sustainable journeys / connections around Penzance. These opportunities will be explored in more depth under the ‘transportation’ SEA theme.
- Considering the above, within the Plan area there is an absence of any significant air quality issues (i.e., AQMA) and there are no exceeded or expected exceedances of national air quality objectives. Therefore, it is recommended that the air quality theme is scoped out for the purposes of the SEA process.

### Biodiversity and Geodiversity

- As the Plan area falls within the Zone of Influence for the Marazion Marine Conservation Zone and Marazion Marsh Special Protection Area, any new residential development will be required to mitigate the effects of the development and show how this will be achieved prior to approval of planning permission. Consultation with Natural England is also likely to be required.
- In terms of nationally designated biodiversity sites, both Penlee Quarry Site of Special Scientific Interest (SSSI) and Penlee Point SSSI are located in the southern section of the Plan area. Increased recreational access to these areas as a potential result from Neighbourhood Plan proposals, without mitigation, could result in the significant features of the sites being degraded or lost.
- The Ancient Woodland and County Wildlife Sites within the Plan area host a variety of plant and animal species that contribute to biodiversity and

support ecological connectivity. These areas should be retained and enhanced where appropriate.

## Climate Change

- Cornwall has observed a 36.3% reduction in the percentage of total emissions per capita between 2005 and 2016, slightly lower than the reductions for the southwest of England (36.7%) and England (37.6%).
- The transport sector is the largest contributor to emissions in Cornwall, and continues to be a key challenge locally, reflecting the rural nature of the Plan area. There is a distinct lack of charging stations to the north of Penzance, potentially discouraging sustainable travel methods in this direction.
- Opportunities to influence per capita emissions could be sought the Penzance Neighbourhood Plan process, particularly by planning for integrated and connected development, which reduces the need to travel and supports opportunities to travel by more sustainable modes.
- The Plan area is partially affected by areas of fluvial and surface water flood risk, notably along the main watercourses and adjacent to Gwavas Lake. It is vital that major development proposals within the Plan area should not only provide a long-term water management plan, but also demonstrate that adequate contractual and funding arrangements are in place to ensure the continuity of the plan over the lifetime of the development. This is particularly important given the recent history of flooding incidents in the Penzance Critical Drainage Area catchment, and local residents' concerns about downstream flooding as a result of development as expressed in the community consultations.
- Opportunities to enhance the resilience of both the Plan area and its residents to the effects of climate change should be sought. This can include adaptation strategies, green infrastructure enhancement, flood betterment measures, infrastructure development, and increased renewable energy sources.

## Landscape and Townscape

- The Penzance Neighbourhood Plan should seek to maintain the integrity and setting of the Cornwall Area of Outstanding Natural Beauty; protecting and enhancing locally important landscape and townscape features wherever possible and protect the identity of the distinct communities within the Plan area.
- Adverse impact of light pollution is a key issue within the Plan area. As such light arising from development should seek to limit impacts from artificial light on local amenity, intrinsically dark skies, and nature conservation.
- The Plan area falls within Landscape Character Area (LCA) 04 Mounts Bay and LCA 01 West Penwith South as set out in the Cornwall and Isles of Scilly Landscape Character Assessment. The unique nature of LCAs should be conserved and enhanced through the appropriate design of new development in the Plan area.



- Moreover, Cornish hedges should form a key element within the design of any new development's green infrastructure network. The space required to achieve a well-designed green infrastructure network which sustainably retains Cornish hedges (amongst other landscape features), should be factored into calculations to determine available built areas / density of the development. The Biodiversity Guide describes acceptable scenarios within plans which involve consideration of buffer zones, retaining connectivity, enhancement measures, light shielding and overall management.

## Historic Environment

- The Plan area is home to 404 Listed Buildings, three scheduled monuments, conservation areas, and one registered park and garden. Moreover, three designated assets within the Plan area are known to be 'at risk' according to Historic England's risk register.
- Opportunities to further understanding and protection of the historic environment should be encouraged through the Neighbourhood Plan, including with relation to 1) any of the conservation areas which do not currently benefit from an appraisal or management plan, and 2) the heritage at risk asset which has been specifically mentioned by Historic England in their consultation responses to date.
- The town is also rich in non-designated assets with the Cornwall and Isles of Scilly Historic Environment Record recognising 796 heritage assets which lie either wholly or partially within the Plan area.
- New development within the Plan area should seek to protect and enhance the special character of designated Conservation Areas and other heritage assets, along with their settings, including areas of Penzance town, Newlyn, Mousehole, Paul and Gulval.
- Conservation area appraisals don't exist for some of the conservation areas in the Plan area, which indicates a gap in the existing baseline information. As such, the Neighbourhood Plan presents an opportunity to further enhance our understanding on the special qualities of these areas (including potentially through compiling a local heritage list).

## Land, Soil, and Water Resources

- A proportion of the Plan area is underlain by land classified as best and most versatile agricultural land, including areas of Grade 1 land. Future development should seek to avoid loss of productive and high-quality agricultural land wherever possible.
- The south of the Plan area also intersects a site of aggregate Mineral Safeguarding Area. New development within the Plan area should seek to protect the integrity of mineral resources.
- Future development has the potential to affect water resources and quality through increased consumption, diffuse pollution, waste-water discharges, water run-off, and modification.

## Community Wellbeing

- The Index of Multiple Deprivation 2019 shows significantly high levels of deprivation in central and east Penzance (including Treneere), Eastern Green and parts of Heamoor, with low and middle levels in other parts of the parish. As such, opportunities to revitalise Penzance Town Centre environment and (more widely) the additional community areas within the Plan area should be encouraged through the Neighbourhood Plan. This may include supporting the key projects proposed through the [Penzance Town Deal](#) such as the Newlyn Harbour Marine Skills and Resource Centre Project or improving the health and wellbeing of Penzance residents through 'The Waterfront Project'.
- A large proportion of the population within the Plan area are within the over 65 age band. This suggests there is an ageing population within the parish and a subsequent need to plan for more adaptable homes, specialist homes, etc. Furthermore, an ageing population can place extra and different demands on local health, education, transport and potentially housing.
- There is a range of community facilities in the Plan area, including provision of equipped space for teenagers and a very high level of allotment space (but still a waiting list), which can help reduce barriers to accessing services and improve the living environment.

## Transportation

- Considering trends which favour cars/vans as the primary mode of transport and low levels of public transport use, planning should seek to maximise opportunities to reduce the need to travel, enable home working, and access a choice of sustainable transport modes where possible including active travel opportunities.
- New development has high potential to increase traffic and lead to additional localised congestion and parking issues which in turn may reduce road safety. A key concern in this respect is narrow streets which are already heavily trafficked, and the exacerbation of existing peak time congestion.
- According to the Community Vision Statement for Gulval, more local traffic includes journeys to and from the primary school and cars and delivery vans avoiding congestion on the A30 in and out of Penzance. The roads within the village are mostly unsuitable for this amount of traffic and the main road creates a barrier between different parts of the village with no designated crossing points. The lack of safe pedestrian, or cycling, routes within the village, and between the village and Penzance town centre, results in movement around the village, or between the village and Penzance, which is often hazardous and unpleasant for residents.
- The Penzance Neighbourhood Plan should seek to support small-scale infrastructure improvements and active travel opportunities that seeks to maximise opportunities for pedestrian and cyclist movements, as suggested in the Penzance Local Cycling and Walking Infrastructure Plan.

## SEA Framework

3.5 The SEA Framework provides a way in which environmental effects can be defined and subsequently analysed based on standard ‘tests’. Each proposal within the Regulation 14 version of the Penzance Neighbourhood Plan will be assessed consistently using the framework, shown in **Table 3.2** below.

**Table 3.2 SEA Framework**

SEA theme	SEA objective	Assessment questions (will the proposal help to...)
Biodiversity and geodiversity	Protect and enhance biodiversity and geodiversity sites and features, by avoiding impacts on regionally and locally designated sites, and delivering demonstrable biodiversity net gains.	<ul style="list-style-type: none"> <li>Regionally and locally designated sites, including supporting habitats and mobile species that are important to the integrity of these sites?</li> <li>Protect and enhance priority habitats and species and the areas that support them?</li> <li>Achieve a net gain in biodiversity?</li> <li>Support enhancements to multifunctional green infrastructure networks?</li> <li>Support access to, interpretation and understanding of biodiversity and geodiversity?</li> </ul>
Climate change	Reduce the contribution to climate change made by activities within the Plan area	<ul style="list-style-type: none"> <li>Reduce the number of journeys made?</li> <li>Promote the use of sustainable modes of transport including walking, cycling and public transport?</li> <li>Increase the number of new developments meeting or exceeding sustainable design criteria?</li> <li>Generate energy from low or zero carbon sources?</li> <li>Reduce energy consumption from non-renewable resources?</li> <li>Support proposals for EV charging infrastructure?</li> </ul>
	Support the resilience of the Plan area to the potential effects of climate change, including flooding.	<ul style="list-style-type: none"> <li>Ensure that inappropriate development does not take place in areas at higher risk of flooding, considering the likely future effects of climate change?</li> <li>Improve and extend green infrastructure networks in the plan area to support adaptation to the potential effects of climate change?</li> <li>Sustainably manage water runoff, reducing surface water runoff (either within the plan area or downstream)?</li> <li>Ensure the potential risks associated with climate change are considered through new development in the Plan area?</li> <li>Increase the resilience of biodiversity in the area to the effects of climate change, including through enhancements to ecological networks?</li> </ul>
Landscape and townscape	To protect and enhance the character and quality of the immediate and surrounding landscape.	<ul style="list-style-type: none"> <li>Conserve and enhance the AONB?</li> <li>Protect and/ or enhance local landscape and townscape character and quality of place (including potential impacts of light pollution)?</li> <li>Conserve and enhance local identity, diversity, and settlement character?</li> <li>Identify and protect locally important viewpoints which contribute to character and sense of place?</li> <li>Protect visual amenity and locally important views in the Plan area?</li> </ul>

SEA theme	SEA objective	Assessment questions (will the proposal help to...)
		<ul style="list-style-type: none"> <li>Retain and enhance landscape and townscape features that contribute to the river setting, or rural setting, including trees and hedgerows?</li> </ul>
Historic environment	To protect, conserve and enhance the historic environment within and surrounding the Plan area.	<ul style="list-style-type: none"> <li>Conserve and enhance buildings and structures of architectural or historic interest, both designated and non-designated, and their settings?</li> <li>Conserve and enhance the Conservation areas in the Plan area?</li> <li>Protect the integrity of the historic setting of key monuments of cultural heritage interest as listed in the Cornwall HER?</li> <li>Support the undertaking of early archaeological investigations and, where appropriate, recommend mitigation strategies?</li> <li>Support access to, interpretation and understanding of the historic evolution and character of the Plan area?</li> </ul>
Land, soil, and water resources	To ensure the efficient and effective use of land	<ul style="list-style-type: none"> <li>Avoid the loss of high-quality agricultural land resources?</li> <li>Avoid the unnecessary sterilisation of, or hindering of access to mineral resources in the Plan area?</li> <li>Affect the integrity of waste infrastructure within and surrounding the Plan area?</li> <li>Promote any opportunities for the use of previously developed land, or vacant/ underutilised land?</li> </ul>
	To protect and enhance water quality and use and manage water resources in a sustainable manner.	<ul style="list-style-type: none"> <li>Avoid impacts on water quality?</li> <li>Support improvements to water quality?</li> <li>Ensure appropriate drainage and mitigation is delivered alongside development?</li> <li>Protect waterbodies from pollution, including NVZs?</li> <li>Maximise water efficiency and opportunities for water harvesting and/ or water recycling?</li> <li>Improve the resilience of water supplies?</li> </ul>
Community Wellbeing	Ensure growth in the Parish is aligned with the needs of all residents and capacity of the settlement and social infrastructure, improving accessibility, anticipating future needs and specialist requirements, and supporting cohesive and inclusive communities.	<ul style="list-style-type: none"> <li>Support the priority projects emerging through the Town Deal?</li> <li>Provide everyone with the opportunity to live in good quality, and affordable housing?</li> <li>Support the provision of a range of house types and sizes?</li> <li>Meet the needs of all sectors of the community?</li> <li>Provide flexible and adaptable homes that meet people's needs, particularly the needs of an ageing population?</li> <li>Improve the availability and accessibility of key local facilities, including specialist services for disabled and older people?</li> <li>Encourage and promote social cohesion and active involvement of local people in community activities?</li> <li>Promote the use of sustainable building techniques, including use of sustainable building materials in construction?</li> <li>Minimise fuel poverty?</li> </ul>

SEA theme	SEA objective	Assessment questions (will the proposal help to...)
Transportation	Promote sustainable transport use and reduce the need to travel.	<ul style="list-style-type: none"> <li>• Maintain or enhance the quality of life of existing local residents?</li> <li>• Support the key objectives within the Cornwall Local Transport Plan to encourage more sustainable transport?</li> <li>• Enable sustainable transport infrastructure enhancements?</li> <li>• Ensure sufficient road capacity to accommodate new development?</li> <li>• Promote improved local connectivity and pedestrian and cyclist movement?</li> <li>• Facilitate on-going high levels of home and remote working?</li> <li>• Improve road safety?</li> <li>• Reduce the impact on residents from the road network?</li> <li>• Improve parking facilities?</li> </ul>



## 4. Consideration of reasonable alternatives for the Penzance Neighbourhood Plan

### Introduction

- 4.1 In accordance with the SEA Regulations the Environmental Report must include...
- An outline of the reasons for selecting the alternatives dealt with; and
  - The likely significant effects on the environment associated with alternatives / an outline of the reasons for selecting the preferred approach in light of alternatives appraised.
- 4.2 The 'narrative' of plan-making / SEA up to this point is told within this part of the Environmental Report. Specifically, how the SEA process to date has informed the consideration of different approaches for key elements of the Penzance Neighbourhood Plan.

### Defining reasonable alternatives

- 4.3 Whilst work on the Penzance Neighbourhood Plan has been underway for some time, the aim here is not to provide a comprehensive explanation of work to date, but rather to explain work undertaken to develop and appraise reasonable alternatives.
- 4.4 In the context of the above, this chapter of the Environmental Report presents information on reasonable alternative approaches to addressing key issues that are of central importance to the Neighbourhood Plan.

### Housing numbers to deliver within the Plan area

- 4.5 As discussed within Chapter 2 of this Environmental Report, the Cornwall Local Plan identifies a requirement for 2,150 new dwellings across Penzance with Newlyn, (in addition to the villages of Heamoor, Gulval and Longrock) between 2010 and 2030. This is to support the provision of around 16,083 sqm of B1a office accommodation and 16,083 sqm of B1c / B2 / B8 industrial space.
- 4.6 It should be noted that the housing allocation for the Plan area has already been met through a combination of existing completions and commitments (i.e., sites which have already been developed, or sites which already have planning approval but have not yet come forward), and through strategic site allocations within the Site Allocations DPD.
- 4.7 In this respect, the Penzance Neighbourhood Plan does not seek to allocate land for development. Therefore, reasonable alternative approaches for the level and distribution of growth have not been explored through the SEA. These elements were considered for the Sustainability Appraisal (SA) for the Cornwall Local Plan.

## Options to inform policy approaches within the Neighbourhood Plan

- 4.8 Whilst the Penzance Neighbourhood Plan does not need to allocate land for development within the Plan area, the Town Council has explored a range of planning issues and considerations for the Neighbourhood Plan relating to its vision and aspirations (as presented in Chapter 2, above).
- 4.9 In light of this, the SEA process has undertaken appraisals of a series of high-level approaches and alternatives (hereafter referred to as “options”) which are currently being evaluated as part of plan development. This is for the benefit of plan-makers tasked with selecting preferred policy approaches for the Penzance Neighbourhood Plan and to highlight to consultees the relative sustainability merits of the different approaches that can be taken relating to the key elements of the Plan.
- 4.10 A description of the options (i.e., the reasons for selecting the alternatives dealt with), are as follows:

### Options for non-principal residences

- 4.11 The location and environmental quality of the Plan area has resulted in a demand for second homes and holiday lets, and this is part of the tourism-related aspects of the local economy. The Neighbourhood Plan recognises the benefits of the visitor economy, but also acknowledges the key challenges associated with this key sector of the local economy. This includes with respect to reducing the supply of available housing which affects the ability of local people to buy or rent in the Plan area.
- 4.12 In the context of the above, the relative sustainability merits of establishing ‘principal residency zones’ within the Plan area has been explored.
- 4.13 The following options have been considered through the SEA:
- Option A: Take a policy approach to limit non-principal residences within the Plan area by establishing ‘principal residency zones’.
  - Option B: Do not take a policy approach to limit non-principal residences within the Plan area.

### Options for car-free residential development

- 4.14 A central priority for the Penzance Neighbourhood Plan is to address key challenges within the town centre, relating to the enhancing the quality of the built environment, supporting regeneration opportunities, and focusing on measures to improve accessibility, connectivity, and the quality of the public realm. With a view to addressing these challenges, the relative sustainability merits of encouraging car-free residential development within Penzance Town has been explored.
- 4.15 The following options have been considered through the SEA:
- Option A: Encourage car-free residential development within Penzance Town.
  - Option B: Do not encourage car-free residential development within Penzance Town.

## **Options for protecting settlement identity**

- 4.16 As identified within the Neighbourhood Plan, one of the main outcomes of public consultation during preparation of the Cornwall Local Plan was the importance of retaining the separate identity of settlements across the Plan area. This is reflected in one of the Strategic Aims of the Site Allocations DPD, *“To ensure the settlements of Penzance, Newlyn, Heamoor, Gulval... maintain their individual and distinctive characters.”* Public consultation on the Neighbourhood Plan to date has reinforced this importance, which applies equally to Mousehole and Paul given that they are in close proximity yet remain as distinct communities.
- 4.17 With a view to ensuring that the distinct identities of the settlements in the Plan area are preserved, the relative sustainability merits of establishing ‘green buffers’ has been explored. The purpose of the green buffers would be to retain undeveloped areas around settlement edges which are key to maintaining their distinct identities.
- 4.18 The following options have been considered through the SEA:
- Option A: Rely on existing policy provisions within the Cornwall Local Plan and Site Allocations DPD to protect the separate identity of settlements within the Plan area.
  - Option B: Define ‘green buffers’ to protect the separate identity of settlements within the Plan area.

## **Options for managing the impacts of strategic site allocations**

- 4.19 As discussed above, the Penzance Neighbourhood Plan does not allocate land for development as the housing targets have been met. Nonetheless, it is recognised that the scale of development to be brought forward within the Plan area (totalling 2,150 dwellings) has the potential to significantly impact upon the local community and the natural and built environment.
- 4.20 Whilst the policy requirements within the Site Allocations DPD include a range of criteria relating to the delivering of high-quality and sustainable design within the design of the strategic allocations, the relative sustainability merits of preparing additional ‘supplementary briefing notes’ have been explored. Specifically, the briefing notes would be designed to ensure local community knowledge and aspirations are reflected in shaping the way development of the allocated sites is delivered within the Plan area. These briefing notes would accompany and seek to compliment the policy requirements set out in the Site Allocations DPD.
- 4.21 The following options have been considered through the SEA:
- Option A: Encourage developers to consider supplementary briefing notes for the strategic site allocations within the Site Allocations DPD to ensure that local community knowledge and aspirations are reflected within new development areas.
  - Option B: Do not encourage developers to consider supplementary briefing notes for the strategic site allocations, relying solely on the site-specific

criteria and requirements in the Site Allocations DPD for new development areas.

### **Approach to the options appraisal process**

4.22 Each set of options has been considered against the SEA Framework of objectives and assessment questions developed at SEA scoping. The following information is presented:

- A ranking of the sustainability performance of each option relating to each SEA theme to highlight their relative sustainability merits, with '1' the most favourable ranking; and
- An overview of the likely significant effects (both positive, and negative) of each option.

4.23 The appraisal findings are presented below.

# Options for Non-Principal Residences



Biodiversity and Geodiversity



Climate Change



Landscape and Townscape



Historic Environment



Land, Soil and Water Resources



Community Wellbeing



Transportation

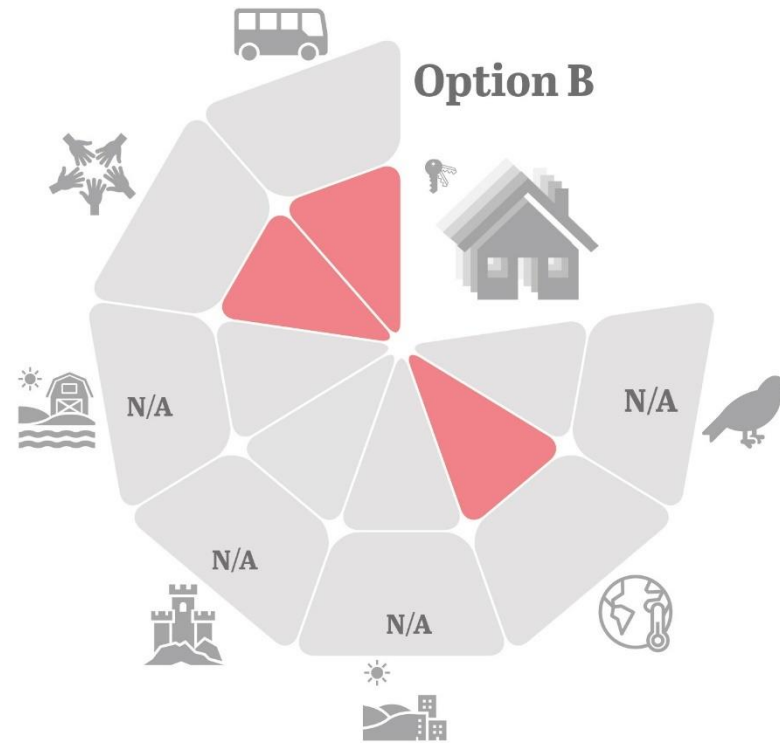
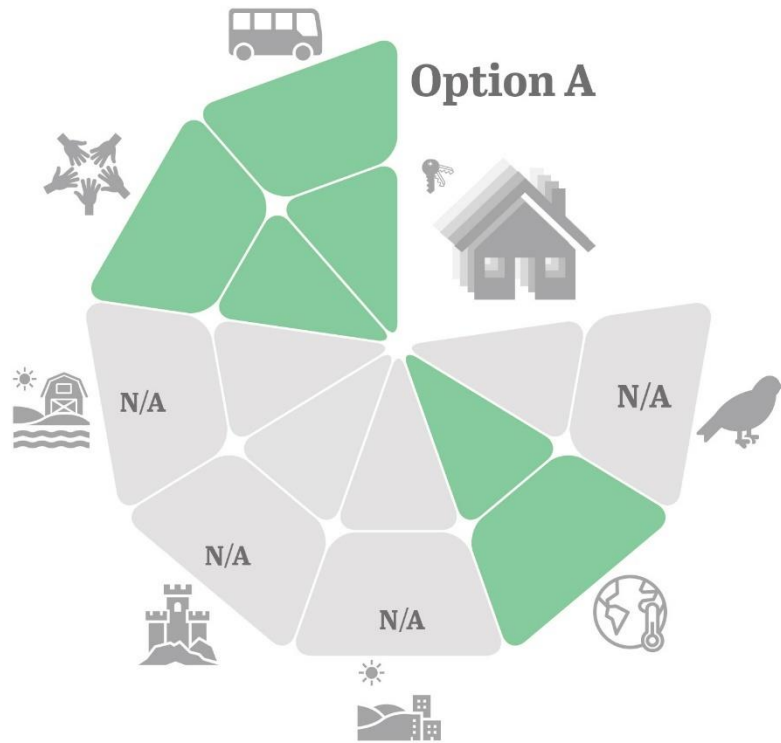
## Option A:

Take a policy approach to limit non-principal residences within the Plan area by establishing 'principal residency zones'.

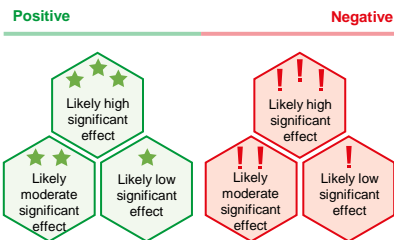
## Option B:

Do not take a policy approach to limit non-principal residences within the Plan area.

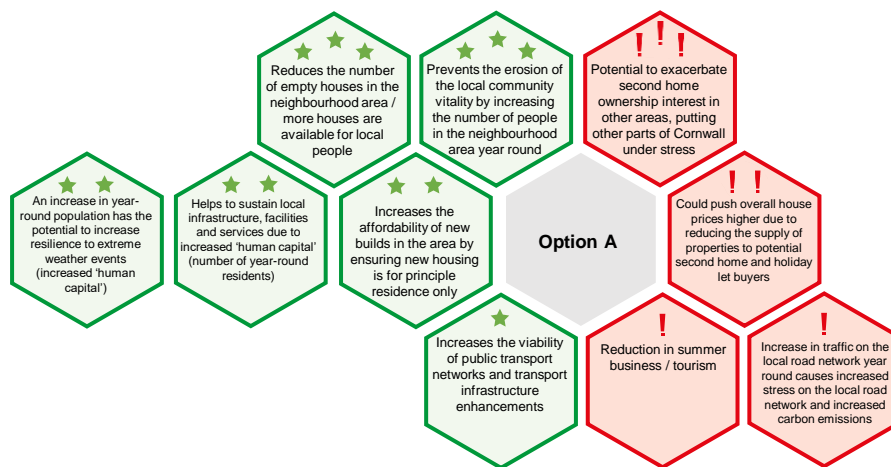
Ranking



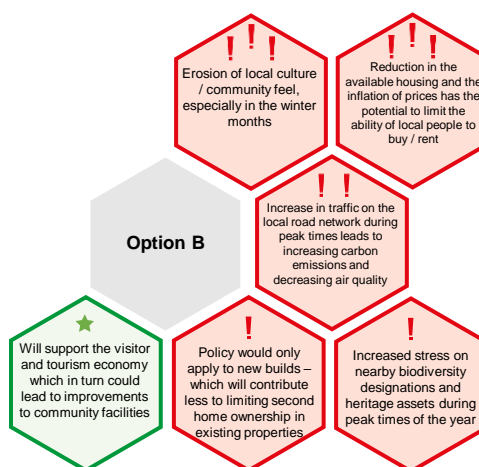
Likely significant effects:



**Option A: Take a policy approach to limit non-principal residences within the Plan area by establishing 'principal residency zones'**



**Option B: Do not take a policy approach to limit non-principal residences within the Plan area**





# Options for Car-Free Residential Development



Biodiversity and Geodiversity



Climate Change



Landscape and Townscape



Historic Environment



Land, Soil and Water Resources



Community Wellbeing



Transportation

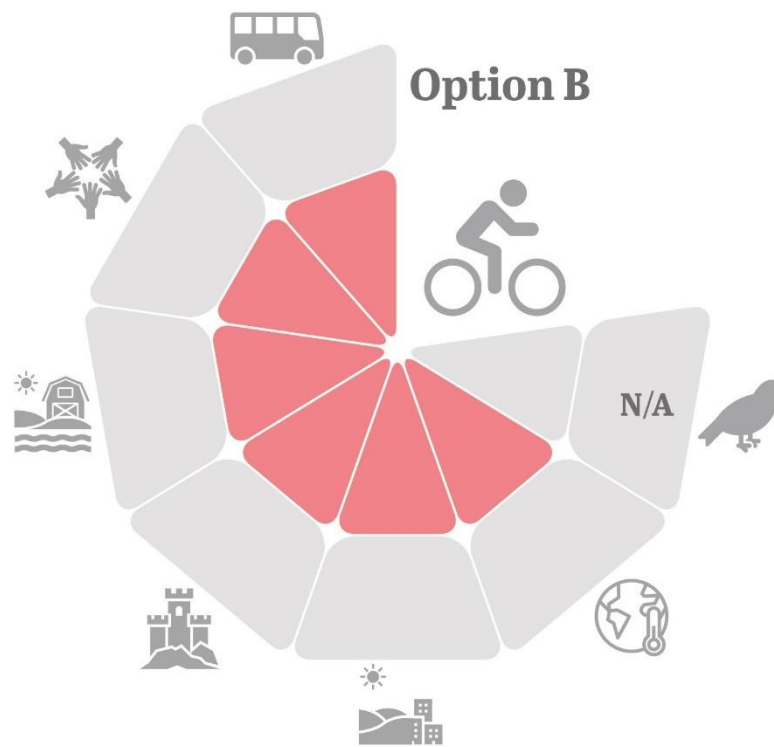
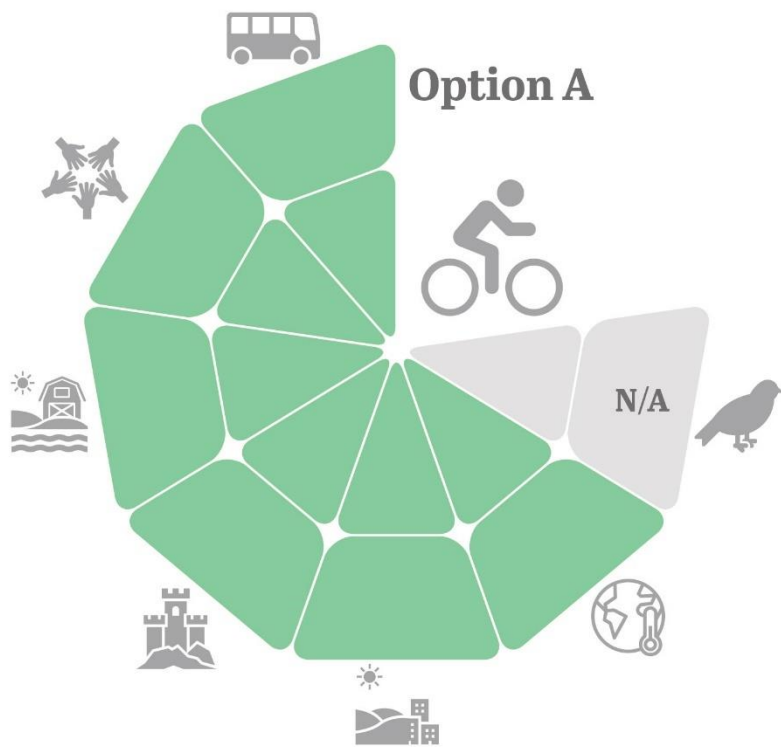
## Option A:

Encourage car-free residential development within Penzance Town.

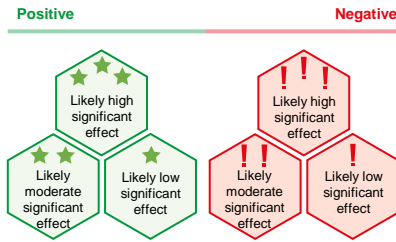
## Option B:

Do not encourage car-free residential development within Penzance Town.

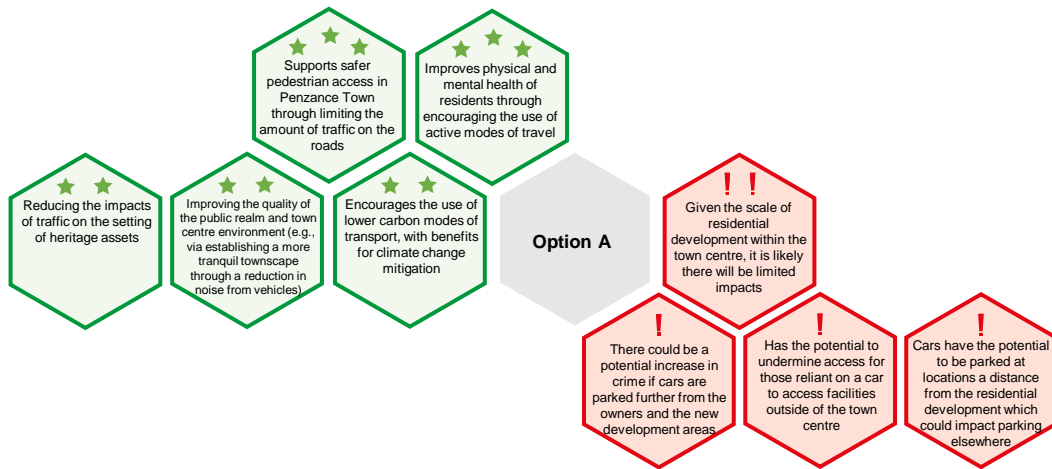
Ranking



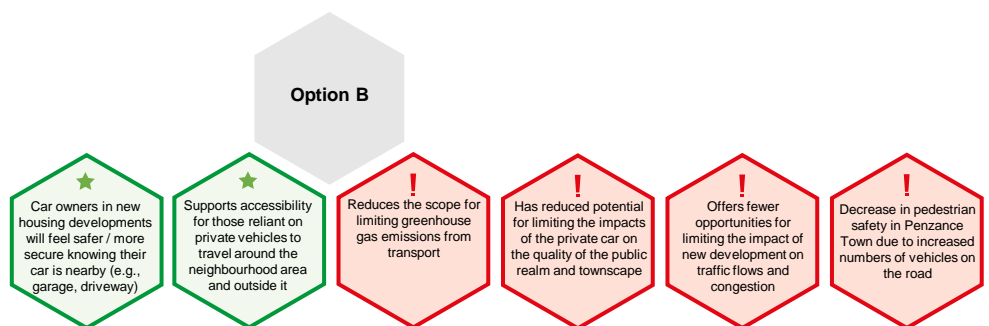
Likely significant effects:



**Option A: Encourage car-free residential development within Penzance Town**



**Option B: Do not encourage car-free residential development within Penzance Town**



# Options for Protecting Settlement Identity



Biodiversity and Geodiversity



Climate Change



Landscape and Townscape



Historic Environment



Land, Soil and Water Resources



Community Wellbeing



Transportation

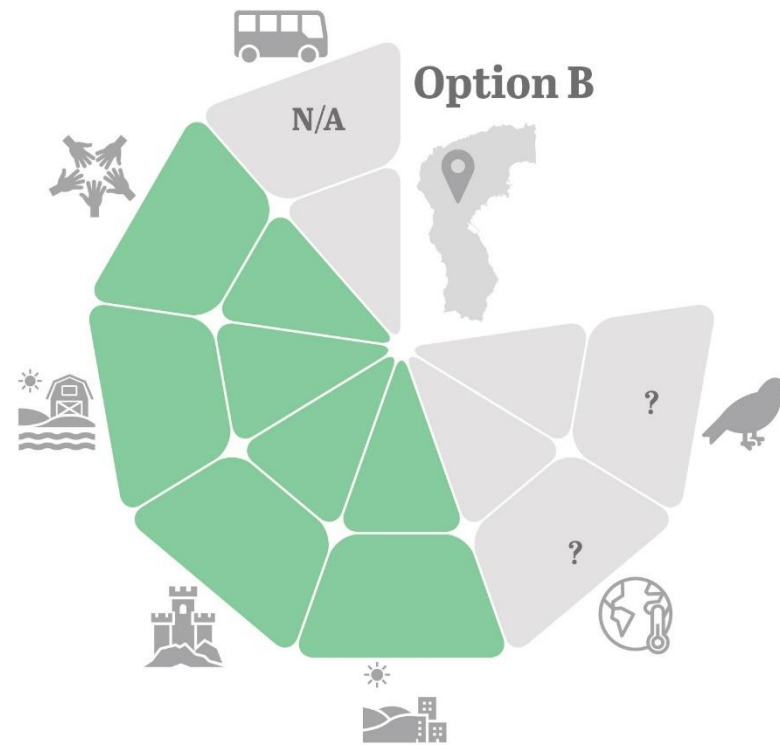
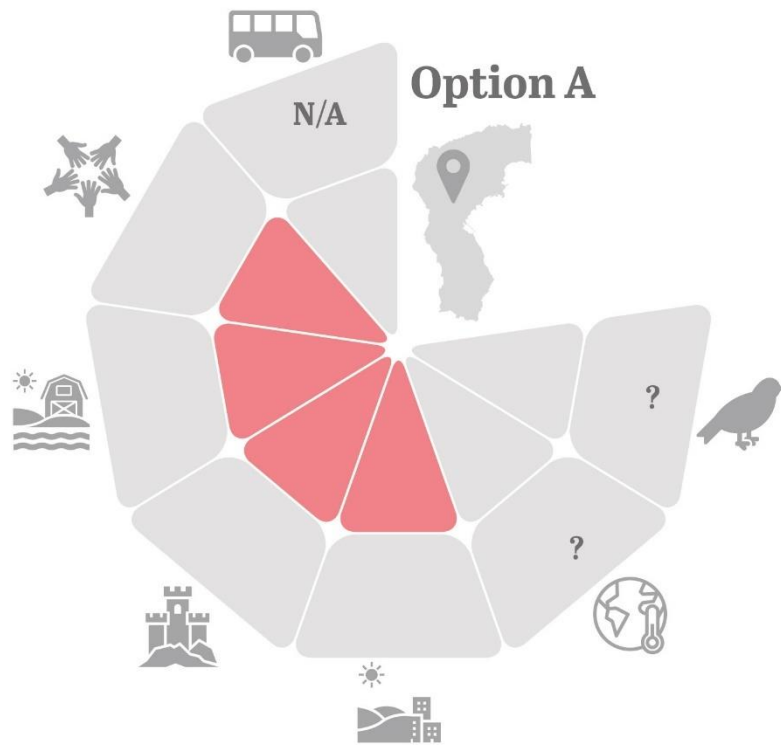
## Option A:

Rely on existing policy provisions within the Cornwall Local Plan and Site Allocations DPD to protect the separate identity of settlements within the Plan area.

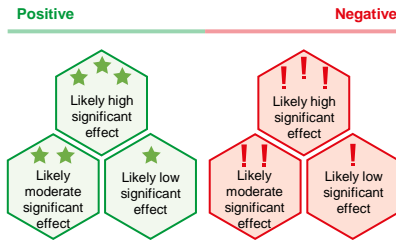
## Option B:

Define 'green buffers' to protect the separate identity of settlements within the Plan area.

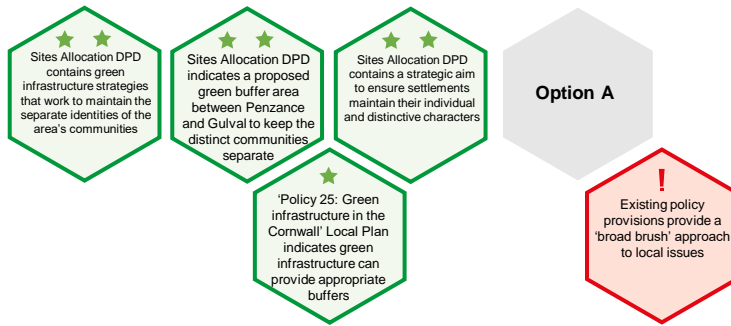
Ranking



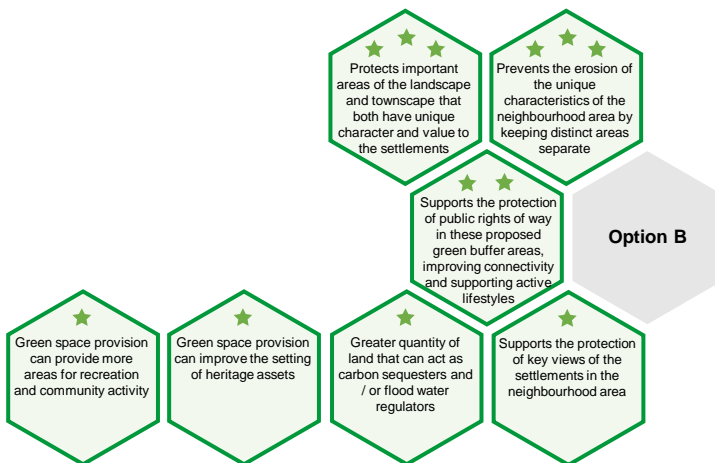
Likely significant effects:



**Option A: Rely on existing policy provisions within the Cornwall Local Plan and Site Allocations DPD to protect the separate identity of settlements within the Plan area**



**Option B: Define 'green buffers' to protect the separate identity of settlements within the Plan area**



# Options for Managing the Impact of Strategic Site Allocations



Biodiversity and Geodiversity



Climate Change



Landscape and Townscape



Historic Environment



Land, Soil and Water Resources



Community Wellbeing



Transportation

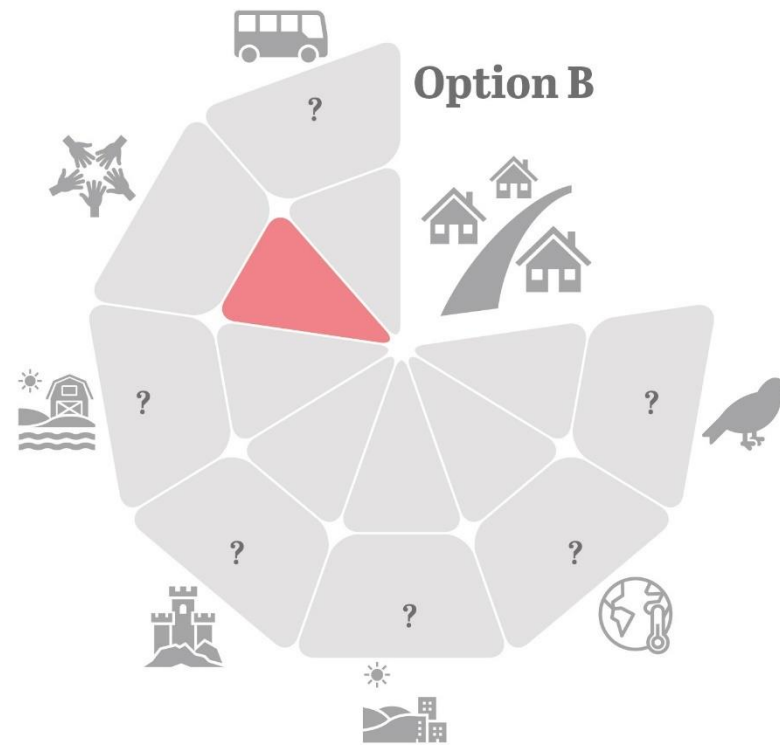
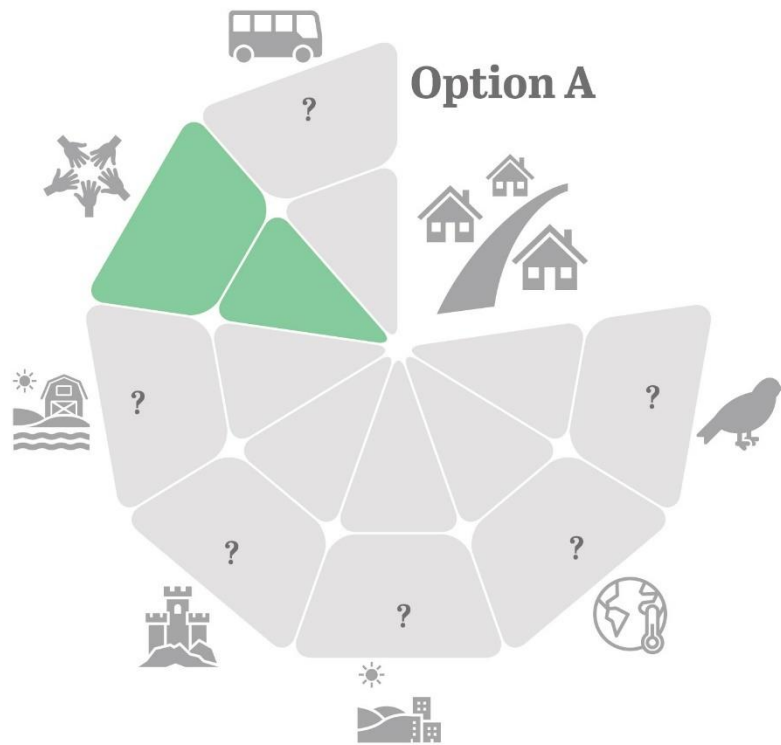
## Option A:

Encourage developers to consider supplementary briefing notes for the strategic site allocations within the Site Allocations DPD to ensure that local community knowledge and aspirations are reflected within new development areas.

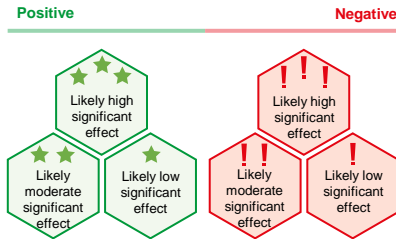
## Option B:

Do not encourage developers to consider supplementary briefing notes for the strategic site allocations, relying solely on the site-specific criteria and requirements in the Site Allocations DPD for new development areas.

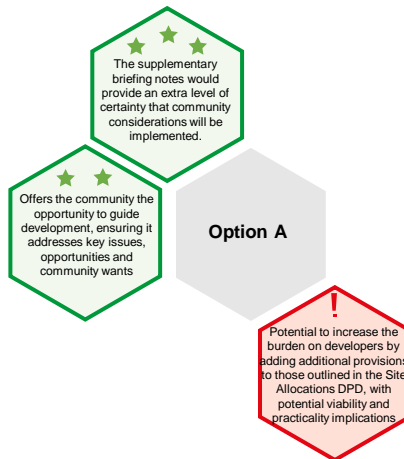
Ranking



**Likely significant effects:**



**Option A: Encourage developers to consider supplementary briefing notes for the strategic site allocations within the Site Allocations DPD to ensure local community knowledge and aspirations are reflected within new development areas**



**Option B: Do not encourage developers to consider supplementary briefing notes for strategic site allocations, relying solely on the site-specific criteria and requirements in the Site Allocations DPD for new development areas**





## What is the preferred approach for the Neighbourhood Plan?

### Options for non-principal residences

- 4.24 The appraisal findings presented above indicate that Option A is likely to perform more favourably than Option B with respect to the Transportation SEA theme. Option B, by taking an approach which would not limit non-principal residences in the plan area, will likely result in longer-term increases in traffic at peak times of the year. Issues will be more pronounced during these times, e.g., during the summer months. Although Option A would bring an increase to year-round traffic flows, it could also offer support to the local transport network to improve sustainable transport and maintaining the viability of public transport options.
- 4.25 The Community Wellbeing SEA theme also performs more favourably under Option A. By taking a policy approach which seeks to limit non-principal residences in the Plan area, this is likely to increase the availability of housing stock for local people and ensure that fewer properties are left unoccupied throughout the year. However, it is recognised this could cause more pronounced issues for neighbouring areas as the interest in second homes and holiday lets could shift to other locations along the Cornish coastline. Additionally, by having a higher 'human capital' (number of year-round residents) across the year, local infrastructure, facilities, and services can be maintained and improved – such as health and education. This will also bring benefits under the Community Wellbeing SEA theme. Furthermore, a higher human capital can also improve the maintenance of existing properties and enable a more effective response and increased resilience to extreme weather events. This is a significant positive under the Climate Change SEA theme.
- 4.26 It is recognised that establishing principal residence zones will only apply to new housing developments within the Plan area. In this respect, Option A could lead to a shift in focus of second home ownership from new builds to the existing housing stock, including buildings that may be significant from a heritage perspective (i.e., nationally designated and / or locally recognised). This could lead to inappropriate development occurring on buildings with heritage importance, or buildings with heritage importance deteriorating as they become second homes or holiday lets, as the property might not be occupied or maintained throughout the year. Therefore, there could be impacts on the Historic Environment SEA theme under Option A. Additionally, under Option B, during peak times of the year heritage assets and resources may experience increased stresses associated with an influx of visitors (and associated recreational and tourism activities). This is also a consideration when thinking about the resilience of ecological assets within and within proximity to the Plan area. However, it is difficult to conclude whether these impacts would be significantly different to what is currently experienced within the Plan area.
- 4.27 In the context of the above, the preferred approach for the Neighbourhood Plan is to proceed with Option A and establish principal residence zones within the most sensitive locations in the Plan area (i.e., where issues with second home ownership and holiday lets are most pronounced). Further information is presented in Policy H2 within the Neighbourhood Plan.

## Options for car-free residential development

- 4.28 The appraisal findings presented above indicate that Option A is more likely to encourage a shift towards engagement with sustainable travel, including public transport and active transport, which will lead to a reduction in carbon emissions. In this respect, it is considered that Option A, by encouraging car-free residential development within Penzance Town, is more likely to have positive impacts with respect to the Transportation SEA theme and Climate Change SEA theme.
- 4.29 Option A, through encouraging car-free residential development within Penzance Town, also has the potential to result in a safer environment for pedestrians within the town centre environment by limiting increases to the number of cars on the road. This is likely to positively impact the Community Wellbeing SEA theme and the Landscape SEA theme by improving the quality of the public realm and town centre environment (i.e., via establishing a more tranquil townscape through a reduction in noise from vehicles). Option A also has the potential for indirect positive impacts on the Historic Environment SEA theme by reducing the impacts of traffic on the setting of heritage assets.
- 4.30 Whilst there are several potentially positive impacts associated with encouraging car-free residential development within Penzance Town, Option A may reduce the appeal of the new residential developments within the town centre due to not facilitating car provision. Additionally, as the aspirations of Option A are limited to residential development – and in town centre environments car usage is more likely to be for non-residential purposes (i.e., travelling or parking cars to access local employment) – restricting residential cars within the town centre is perhaps less likely to have significant positives with respect to the Community Wellbeing SEA theme and Landscape SEA theme (although the positives are noted).
- 4.31 It is noted that regardless of whether Option A or Option B is taken forward, the delivery of new homes via the strategic allocations in the Local Plan and the Site Allocations DPD will impact upon traffic levels within the Plan area. Nonetheless, Option A is concluded to perform more favourably than Option B with respect to encouraging a modal shift to sustainable transport options in the most accessible locations in the Plan area, supporting climate change mitigation efforts by limiting emissions, positively enhancing the quality of the public realm, and indirectly safeguarding the setting of heritage assets.
- 4.32 In the context of the above, the preferred approach for the Neighbourhood Plan is to proceed with Option A and encourage car-free residential development within Penzance Town. Further information is presented in Policy PEN2 within the Neighbourhood Plan.

## Options for protecting settlement identity

- 4.33 With respect to Option A, it is useful to recognise that policies and approaches within the Cornwall Local Plan and Site Allocations DPD provide an existing level of protection to settlement character and identity for communities within Cornwall. This includes (but is not limited to):
- An identified green buffer between Penzance and Gulval within the 'Green infrastructure Strategy Map' in the Site Allocations DPD.

- A strategy within the Site Allocations DPD to deliver key habitat / green corridors, which are likely to indirectly maintain the separation of the settlements.
  - Policies for open space provision and biodiversity net gains, which will likely positively contribute to local distinctiveness through protecting and enhancing the natural environment through new development areas.
- 4.34 As such, taking an approach which relies upon local policy provisions to maintain settlement identity and distinctiveness (i.e., as proposed through Option A) is considered positive.
- 4.35 As the implementation of green buffers through Option B is heavily focused on the protection of community identity rather than securing natural environmental benefits, potential impacts with respect to the Biodiversity SEA theme and the Climate Change SEA theme are uncertain. Nonetheless, it is acknowledged that the protection of open areas alongside settlement edges through the implementation of green buffers has the potential to have positive impacts with respect to these themes, including in relation to safeguarding natural features of the landscape (i.e., trees and hedgerows) which contribute to adaptation efforts (i.e., resilience to flooding).
- 4.36 With respect to Option B, the identification of green buffers is likely to protect locations within the Plan area where new development has the greatest potential to erode local character and distinctiveness. This is likely to have positive impacts in relation to the Landscape SEA theme and the Community Wellbeing SEA theme. The buffers might also indirectly and positively impact upon the setting of heritage assets (i.e., protecting views into / out of conservation areas). Therefore, Option B is also likely to have positive impacts in relation to the Historic Environment SEA theme.
- 4.37 In the context of the above, the preferred approach for the Neighbourhood Plan is to proceed with Option B and establish green buffers. Specifically, the Neighbourhood Plan states: *“The combination of Local Plan policies and this Plan’s identification of green buffers around settlements offers a flexible but defined approach to specify inappropriate and appropriate locations for development focusing on the distinct edges of settlements, which should not be compromised.”* Further information is presented in Policy GI5 within the Neighbourhood Plan.

### Options for managing the impacts of strategic site allocations

- 4.38 Whilst the supplementary briefing notes perform positively for several SEA themes, there is an element of uncertainty as to whether the implementation of the notes would have significant impacts in relation to these themes. This is given that the notes might not necessarily go above and beyond local policy provisions (which, in their current form, have a strong focus on delivering high-quality and sustainable design through the strategic allocations).
- 4.39 However, it is recognised that the inclusion of supplementary briefing notes within the Neighbourhood Plan (as proposed through Option A) will provide an extra level of detail and certainty, helping to ensure local aspirations are taken into consideration during development design. This is likely to have significant positive effects in relation to the Community Wellbeing SEA theme.

4.40 In conclusion, the preferred approach for the Neighbourhood Plan is to proceed with Option A and prepare supplementary briefing notes for the strategic allocations within the Site Allocations DPD. This will ensure community preferences are taken into consideration, with development more likely to be supported when local aspirations and knowledge has been applied.

# 5. Appraisal of the Regulation 14 version of the Neighbourhood Plan

## Introduction

5.1 The aim of this chapter is to present appraisal findings and recommendations in relation to the Regulation 14 version of the Penzance Neighbourhood Plan. This chapter presents:

- An appraisal of the current version (i.e., the Regulation 14 version) of the Penzance Neighbourhood Plan under the seven SEA theme headings.
- The overall conclusions at this current stage.

## Penzance Neighbourhood Plan policies

5.2 The Plan area includes the settlements of Penzance Town, Newlyn, Eastern Green, Gulval, Heamoor, Mousehole and Paul. The housing allocation for the Plan area has already been met through a combination of existing completions and commitments (i.e., sites which have already been developed, or sites which already have planning approval but have not yet come forward), and through strategic site allocations within the Site Allocations DPD.

5.3 The Plan seeks to reconnect the community with the natural environment, encourage opportunities to regenerate key areas of the community (e.g., Penzance Town), and facilitate housing development that meets local needs and respects the quality and heritage of the natural and built environment. This will be achieved through a variety of policies that cover a range of themes, including the natural environment and green infrastructure, the economy and development, design, and heritage, as well as specific policies for the Penzance Town and Newlyn settlements.

5.4 To support the implementation of the vision statement for the Neighbourhood Plan, the Regulation 14 version of the Penzance Neighbourhood Plan puts forward 65 policies to guide new development within the Plan area. Policies were developed following extensive community consultation and evidence gathering and are listed below in **Table 5.1**.

Table 5.1: Penzance Neighbourhood Plan policies

Policy reference	Policy name
<b>Parish-wide Policies</b>	
DDH1	Design and Local Distinctiveness
DDH2	Development and Heritage Assets
DDH3	Light Pollution and the Night Sky
DDH4	Sustainability
DDH5	Development and New Pedestrian and Cycling Links



<b>Policy reference</b>	<b>Policy name</b>
DDH6	Protecting (non-greenspace) Civic Spaces and Pedestrian Routes (including lanes and opes / alleys within the Settlements)
DDH7	Community Consultation and Engagement
DDH8	Flooding and Drainage Impact of Development Proposals
EC1	Units and Workspaces to Support the Small and Micro Businesses which Underpin the Local Economy
EC2	Live-work Units
EC3	Protecting Maritime Industries
EC4	Supporting a Sustainable Tourism / Visitor Economy
EC5	Providing Accommodation for Hotel, Bed & Breakfast and Guest House Employees
EC6	Supporting a Sea Taxi Service
EC7	Agriculture and Food Security
EC8	Farm Diversification
H1	Housing Mix
H2	Principal Residence Policy
H3	Emergency Temporary Housing Units / Pods
H4	Ensuring Quality in Houses in Multiple Occupation
H5	Rural Exception Sites
H6	Retaining Affordable Housing in Perpetuity
H7	Meeting Local Affordable Housing Needs (Local Lettings)
H8	Extra Care Supported Living
H9	Integrating Large Scale Housing Developments with the Local Community
H10	Cornwall Council Adult Social Care Site, Roscadghill Road, Heamoor
H11	Housing Built by Design
H12	Local Development Site Supplementary Briefing Notes (Housing)
GI1	Local Green Spaces
GI2	Protecting, Enhancing and Extending Strategic Green Routes, Historic Routes and other Public Rights of Way
GI3	Biodiversity Corridors and Habitats

<b>Policy reference</b>	<b>Policy name</b>
GI4	Supporting Biodiversity in New Development
GI5	Green Buffers
GI6	Cornish Hedges
GI7	Protecting Trees from Loss
GI8	New Trees in Development
<b>Penzance Town and Waterfront Policies</b>	
PEN1	Penzance Transport, Accessibility and Public Realm Plan
PEN2	Car-free Residential Development
PEN3	Car Parking Capacity
PEN4	Core Town Centre Retail Zone (Heart of the Town Centre)
PEN5	Town Centre Mixed-use Development and Conversion of Retail and other Town Centre Uses
PEN6	New Retail Premises
PEN7	Harbour and Headland
PEN8	Harbour Car Park
PEN9	Vitality of the Promenade
PEN10	Mount's Bay Linear Park
PEN11	Protecting Facilities which support the Creative, Arts and Culture Sectors in Penzance
PEN12	Penzance (Wherry Town / Waterfront) Local Development Site Supplementary Briefing Note (Mixed-use)
<b>Newlyn Policies</b>	
NEW1	Newlyn Transport, Accessibility and the Public Realm Plan
NEW2	Stable Hobba and Sandy Cove Park and Walk / Cycle Hubs
NEW3	Access to the South Pier and Observatory
NEW4	Parking for Residents at Chywoone Hill
NEW5	Newlyn Local Development Site Supplementary Briefing Note (Employment)
NEW6	The Old Bottle Top Factory
NEW7	Enhancements at Newlyn Green

Policy reference	Policy name
NEW8	Penlee Quarry (Pippon Lagoon)
NEW9	The Heritage Harbour (Old Quay)
NEW10	The Village Square
NEW11	The Old Iceworks
NEW12	The Fradgan
NEW13	The Seafood Training Hub Facility
NEW14	The Fisherman's Mission
NEW15	Protecting Facilities which support the Creative, Arts and Culture Sections in Newlyn
NEW16	Boathouse Storage for Gig Rowing
NEW17	Protecting the Village Centre Retail Core

## Approach to this appraisal

- 5.5 For each SEA theme, 'significant effects' of the Regulation 14 version of the Penzance Neighbourhood Plan on the baseline are predicted and evaluated. Account is taken of the criteria presented within Schedule 2 of the Regulations. So, for example, account is taken of the probability, duration, frequency, and reversibility of effects as far as possible. These effect 'characteristics' will be described within the assessment, as appropriate.
- 5.6 Every effort is made to identify / evaluate effects accurately; however, this is inherently challenging given the high-level nature of the Penzance Neighbourhood Plan. The ability to predict effects accurately is also limited by understanding of the baseline and the nature of future planning applications. Because of the uncertainties involved, there is a need to exercise caution when identifying and evaluating significant effects to ensure all assumptions are explained. In many instances it is not possible to predict significant effects, but it is possible to comment on merits (or otherwise) in more general terms.
- 5.7 Finally, it is important to note that effects are predicted taking account of the criteria presented within Schedule 1 of the SEA Regulations. So, for example, account is taken of the probability, duration, frequency, and reversibility of effects as far as possible. These effect 'characteristics' are described within the assessment as appropriate.

## Biodiversity and Geodiversity

- 5.8 The Penzance Neighbourhood Plan includes policies focused on biodiversity and geodiversity. Policy DDH1: Design and Local Distinctiveness sets out the need for development proposals to incorporate green corridors, tree planting and landscaping on site boundaries. Policy DDH4: Sustainability reiterates the need for development proposals to include tree planting in addition to measures that support net gain in biodiversity. Policy DDH8: Flooding and Drainage

Impact of Development Proposals recognises the flood risk mitigation that trees and hedges provide, especially within the Penzance Critical Drainage Area.

- 5.9 The Penzance Neighbourhood Plan also includes several specific policies on biodiversity and geodiversity and green infrastructure enhancements. Policy GI1: Local Green Spaces protects designated green spaces. Policy GI2: Protecting, Enhancing and Extending Strategic Green Routes, Historic Paths and other Public Rights of Way works to protect routeways and green routes that also act as wildlife corridors and have intrinsic biodiversity value. This links to policies GI3: Biodiversity Corridors and Habitats and GI4: Supporting Biodiversity in New Development, which recognise the importance of biodiversity corridors in the Plan area for connecting wildlife habitats and indicate development proposals should incorporate landscaping that allows for new and continued links between biodiversity corridors and sites. Policy GI5: Green Buffers outlines the important role boundary greenery, such as hedgerows, plays in contributing to biodiversity. This includes Cornish hedges, which are protected through policy GI6: Cornish Hedges. Policy GI7: Protecting Trees from Loss as a Result of Development; and policy GI8: New Trees and Planting recognise the biodiversity importance trees have in the Plan area – outlining the need to retain trees where possible and increase the tree population to enhance the environment.
- 5.10 Specific policies for Newlyn also have a biodiversity and geodiversity focus. Policy NEW7: Enhancements at Newlyn Green indicates development proposals should facilitate / support the planting of hardy seashore species on the site to support the site biodiversity. Additionally, Policy NEW8: Penlee Quarry (Pippoon Lagoon) sets out the need for maintaining and enhancing the flora and fauna at the site, providing net gains in biodiversity on site and avoiding adverse impacts on biodiversity in the site's setting.
- 5.11 It is important to note that a Habitats Regulation Assessment (HRA) has also been undertaken to evaluate how the Penzance Neighbourhood Plan will impact on internationally designated wildlife sites. This was undertaken due to the proximity of three sites to the Plan area: Lower Bostraze and Leswidden SAC, Tregonning Hill SAC, and Marazion Marsh SPA. However, of these three, only the Marazion Marsh SPA has the potential to be threatened by the implementation of the Penzance Neighbourhood Plan, due to the possibility for water pollution and public access / disturbance.
- 5.12 The HRA concludes there will not be an adverse effect on the integrity of any internationally designated sites in Cornwall due to the adoption of the Penzance Neighbourhood Plan, either alone or in combination with other plans and projects. Recreational pressure, water quality and resources and air pollution were considered as potential negative impacts on the internationally designated sites; however only air quality and water resources were taken forward as potential issues for the Marazion Marsh SPA but were proven to not cause any negative effects on the designation. The full HRA report accompanies the Neighbourhood Plan at Regulation 14 consultation.

## Climate Change

- 5.13 The Penzance Neighbourhood Plan sets out policies to protect the Plan area from the effects of climate change. Policy DDH1: Design and Local Distinctiveness indicates major development must use materials and finishes

that can withstand the effects of the local maritime climate and should incorporate tree planting which will benefit air quality through carbon sequestering. This links to policies GI4, GI7 and GI8. Policies GI4: Supporting Biodiversity in New Development; GI7: Protecting Trees from Loss as a Result of Development; and GI8: New Trees and Planting recognise the importance of trees in reducing air pollution and carbon sequestering. These policies sets out the need for tree losses to be avoided; where this is not possible, replacement trees must be planted and should make an equivalent contribution to air quality and carbon sequestration. Furthermore, the policies stipulate new trees should be species that are resilient to local climate change.

- 5.14 Policy DDH4: Sustainability sets out the need for climate change mitigation and adaptation techniques to be incorporated into development, including on site energy generation and electric vehicle charging points. The policy also stipulates that development needs to respond to several other policies, including the Cornwall Sustainable Building Guide, and that sustainable drainage systems (SuDS) should be implemented to aid in flood water management. This links to Policy DDH8: Flooding and Drainage Impact of Development Proposals, which indicates all development proposals need to undertake a drainage statement to outline how water on the site will be managed. Additionally, this policy stipulates that development proposals should provide a long-term water management plan and present funding arrangements for the entire development lifetime. Additionally, development proposals within the Penzance Critical Drainage Area need to consider the contribution that trees and hedges on the site make to flood risk mitigation. This policy compliments national policy and guidance on flood risk avoidance and minimisation, as well as policies within the Cornwall Local Plan and plans set out in the Cornwall Climate Change Action Plan.
- 5.15 Policy H9: Integrating Large Scale Housing Developments with the Local Community indicates major housing developments need to provide access, integration and connectivity – including pedestrian, cycle and public transport layouts to encourage sustainable transportation and a reduction in emissions. Policy H10: Cornwall Council Adult Social Care Site, Roscadgill Road, Heamoor indicates development proposals for this site should be to the highest possible standards of energy efficiency. Policy H11: Housing Built by Design stipulates developments for new and replacement dwellings must deliver good or best practice sustainability standards to help meet the challenges posed by a changing climate.
- 5.16 Specific policies for Penzance have a climate change focus. Policy PEN1: Penzance Transport, Accessibility and the Public Realm Plan demonstrates that measures and schemes that support the Penzance Local Cycling and Walking Infrastructure Plan and the Cornwall Local Transport Plan will be supported. Additionally, under this policy development proposals within or relating to the village centre should demonstrate active travel methods and travel via mobility aids are embedded into the development design where appropriate, and that there is the encouragement of sustainable transport links to and within the village. This policy will help to reduce emissions.
- 5.17 Specific policies for Newlyn also have a climate change focus. Policy NEW1: Newlyn Transport, Accessibility and the Public Realm Plan demonstrates that measures and schemes that support the Penzance Local Cycling and Walking



Infrastructure Plan and the Cornwall Local Transport Plan will be supported. Additionally, under this policy development proposals within or relating to the village centre should demonstrate active travel methods and travel via mobility aids are embedded into the development design, and that there is the encouragement of sustainable transport links to and within the village. Additionally, policy NEW2: Stable Hobba and Sandy Cove Park and Walk / Cycle Hubs indicates development contributing to this scheme will be supported. These policies will help to reduce emissions.

## Landscape and Townscape

- 5.18 Policies within the Penzance Neighbourhood Plan relate to the protection of landscape and townscape character. Policy DDH1: Design and Local Distinctiveness stipulates major development proposals need to reflect the character of the surrounding area and be well integrated into the landscape, including retaining and enhancing distinctive views. This links to policy DDH3: Light Pollution and the Night Sky, which works to protect night sky views and the night landscape from light pollution from development. Non-designated outdoor spaces are protected through policy DDH6: Protecting (non-greenspace) Civic Spaces, Outdoor Play Areas, Outdoor Sports Courts, Multi-use Games Areas and Pedestrian Routes (including lanes and opes / alleys) within the Settlements; these features play a key part in the landscape and this policy indicates their replacement will be supported where the new development is of a better quality.
- 5.19 Policies EC1: Units and Workspaces to Support the Small and Micro Businesses which Underpin the Local Economy; and EC2: Live-Work Units stipulate that development linked to business and the economy needs to be well-related to the surrounding landscape. This extends to maritime industries under policy EC3: Protecting Maritime Industries and the hospitality industry under policy EC5: Providing Accommodation for Hotel, Bed & Breakfast and Guest House Employees. Policy H4: Ensuring Quality in Houses in Multiple Occupation (HMOs) outlines the need for proposals to respond to the character and setting of the area. Policy H11: Housing Built by Design also indicates development proposals will need to respect and sit well within their landscape and / or streetscape setting.
- 5.20 Policies GI1: Local Green Spaces; GI2: Protecting, Enhancing and Extending Strategic Green Routes, Historic Paths and other Public Rights of Way; and GI3: Biodiversity Corridors and Habitats protect designated green spaces, green and blue routeways and built routeways, which contribute to the landscape by breaking up the urban development and allowing access to the wider landscape. Policy GI5: Green Buffers outlines the important role boundary greenery plays in contributing to the landscape – as it helps to keep the unique and distinct identities, characters and settings of the settlements separate. This reflects the Penzance Neighbourhood Plan’s high quality design focus, as green buffers will not only allow for the distinction of settlements and key areas but will also support biodiversity by preventing development in these identified areas, prevent identity erosion, increase green space potential for maintain natural sequesters and / or flood regulators, and enhance the setting of historic environment assets. Boundary greenery under policy GI5 also includes Cornish hedges, which are protected through policy GI6: Cornish Hedges. The plan also recognises the importance of trees in softening the built

landscape – policies GI7: Protect Trees from Loss as a Result of Development; and policy GI8: New Trees and Planting set out the need to retain and plant new trees where possible.

- 5.21 Specific policies for Penzance also safeguard the landscape and townscape character. For example, Policies PEN4: Core Town Centre Retail Zone (Heart of the Town Centre); PEN5: Town Centre Mixed-use Development and Conversion of Retail and other Town Centre Uses; and PEN10: Mount's Bay Linear Park outline the need for design to respect the local character and appearance of the area, which will extend to include the surrounding landscape.

## Historic Environment

- 5.22 The Penzance Neighbourhood Plan sets out policies to protect and enhance the historic environment in the Plan area. Policy DDH1: Design and Local Distinctiveness sets out the need for development proposals to incorporate design and use materials and finishes that reflect the character of the surrounding area. Additionally, this policy indicates development within and on the edge of settlement boundaries and the Penzance urban area should protect and enhance the special character of designated conservation areas, heritage assets and their settings. Policy DDH2: Development and Heritage Assets indicates that, where appropriate, Heritage Impact Assessments should be used to demonstrate how the historic environment has been considered in development.
- 5.23 Policy H9: Integrating Large Scale Housing Developments with the Local Community indicates planning applications or major housing developments should incorporate a sensitive approach to maintaining the quality of footpaths and greenways, as many of these connections have historical significance. This links to Policy GI2: Protecting, Enhancing and Extending Strategic Green Routes, Historic Paths and other Public Rights of Way – which indicates churchway paths and other paths of historic or heritage significance, or examples of historic infrastructure, will be safeguarded from development. Policy GI1: Local Green Spaces protects named green spaces, some of which are designated for their local heritage value; the policy also indicates development that would harm the openness and / or special character of these features, or its significance and value, will not be permitted unless in very special circumstances.
- 5.24 Policies for Penzance have an historic environment focus. Policy PEN4: Core Town Centre Retail Zone (Heart of the Town Centre) is focused on the area around the Grade I listed Market House and The Terrace; as such, development proposals that require planning permission need to respect the historic character of the area, especially the setting of the listed buildings, and a heritage impact assessment should be undertaken where appropriate. Policy PEN5: Town Centre Mixed-use Development and Conversion of Retail and other Town Centre Uses indicates development proposals for the areas outside the zone discussed in policy PEN4 should be designed to respect the historic character and appearance of the area, and a heritage impact assessment should be undertaken where appropriate. Policy PEN8: Harbour Car Park sets out the need for development proposals to respect the historic character of the town centre and harbour area.

- 5.25 Policies for Newlyn also have an historic environment focus. Policy NEW3: Access to the South Pier and Tidal Observatory indicates development proposals must enhance the heritage value of the South Pier and Tidal Observatory and their setting, or mitigate potential negative impacts caused by development. Additionally, policy NEW8: Penlee Quarry (Pippon Lagoon) stipulates development at this site should be considerate of the setting of this feature; incorporating design and materials that are similar to structures in the vicinity in order to celebrate the quarry's heritage. Policy NEW9: The Heritage Harbour (Old Quay) sets out the need for development proposals that require listed building consent and / or planning applications to protect and retain the heritage and significance of the structures in this area. The same can be said of policy NEW11: The Old Iceworks – proposals to bring the building back into appropriate use will be supported where they protect and enhance the heritage value of the structure, character and setting. Policy NEW12: The Fradgan stipulates development of this site should include heritage development to properly reflect the historic use of the building.
- 5.26 Overall, the policies within the Penzance Neighbourhood Plan work to safeguard the historic environment and the features that contribute to it, whether they are nationally designated, locally designated or contribute to the historic setting of the Plan area. Not only do the policies safeguard and enhance features and their settings, but a number of policies are focused on bringing historic buildings out of redundancy and back into use in a way that is considerate of its history.

## Land, Soil, and Water Resources

- 5.27 The policies within the Penzance Neighbourhood Plan work to ensure development that comes forward is considerate of land, soil and water resources. Policy DDH1: Design and Local Distinctiveness indicates development within and on the edge of settlement boundaries and the Penzance urban area should provide integrated facilities for recycling, composting and refuse collection. Policy DDH4: Sustainability reiterates this – ensuring recyclable material is kept separate from non-recyclable material, and biodegradable material is utilised in the composting process, which can be used to improve soil quality. Additionally, policy H4: Ensuring Quality in Houses in Multiple Occupation (HMOs) indicates development proposals for HMOs will be approved where it can be clearly demonstrated there is adequate rubbish and recycling storage available on site. Policy EC4: Supporting a Sustainable Tourism / Visitor Economy stipulates visitor and tourism-related development in coastal locations will be supported where it makes use of brownfield or previously development land; protecting undeveloped land from development where possible.
- 5.28 Policy DDH8: Flooding and Drainage Impact of Development Proposals stipulates development proposals must demonstrate how the disposal and management of waste water will be implemented (including surface water, waste-water and foul-water), how different water types will be separated and how sewer capacity will not be adversely impacted. Policy H9: Integrating Large Scale Housing Developments with the Local Community indicates planning applications for major housing developments should also demonstrate how foul water and surface water runoff generated by the proposal will be

managed over the development lifetime, including mapping the impact on the existing foul water drainage network.

- 5.29 Policy H10: Cornwall Council Adult Social Care Site, Roscadgill Road, Heamoor indicates development proposals for this site at Roscadgill Road will be supported where composting facilities are incorporated into the design to aid in a community-growing scheme. Additionally, policy NEW6: The Old Bottle Top Factory demonstrates development proposals for this site will be supported where the proposal would lead to the remediation of the site.
- 5.30 Overall, the policies within the Penzance Neighbourhood Plan work to protect and enhance the soil resources in the Plan area, by implementing waste policies and encouraging brownfield land use and land remediation. Additionally, the policies work to safeguard the water infrastructure in the Plan area from negative effects linked to an increase in the built footprint.

## Community Wellbeing

- 5.31 The housing allocation for the Plan area has already been met through a combination of existing completions and commitments (i.e., sites which have already been developed, or sites which already have planning approval but have not yet come forward), and through strategic site allocations within the Site Allocations DPD. In this respect, the Penzance Neighbourhood Plan does not allocate sites for development. Nonetheless, there is a strong focus through the Neighbourhood Plan on ensuring that new development areas deliver high-quality and sustainable designs which respect the settlement identity and unique character of the Plan area. Additionally, there is a strong focus on regeneration, supporting proposals to improve the economic and community vitality of the Plan area in line with the aspirations and projects within the Penzance Town Deal.
- 5.32 For example, it is recognised there are opportunities for brownfield and regeneration development in the Plan area, and certain areas have specific policies in place to encourage this. This includes policy H10: Cornwall Council Adult Social Care Site, Roscadgill Road, Heamoor; policy NEW6: The Old Bottle Top Factory; policy NEW11: The Old Iceworks and policy NEW12: The Fradgan. The regeneration of sites is also referenced in the Penzance Town Plan<sup>8</sup> - the Gardeners House in Morrab Gardens involves the refurbishment of a dilapidated house into a knowledge hub for the community.
- 5.33 The policies within the Penzance Neighbourhood plan work to bring benefits to the local community. Policy DDH7: Community Consultation and Engagement stipulates that development on sites allocated in the Cornwall Site Allocations DPD should engage with the community in all parts of the process, and this should be evidenced in a Community Integration Plan. This is reiterated in policy H9: Integrating Large Scale Housing Developments with the Local Community. Additionally, the supplementary briefing notes for the sites under the Cornwall Site Allocations DPD under policy H12: Local Development Site Supplementary Briefing Notes provide an extra level of detail and certainty, which helps to ensure local aspirations are taken into consideration during development design. By taking these notes into account, development is

---

<sup>8</sup> Love Penzance (no date) 'Penzance Town Deal' can be accessed [here](#).

demonstrating engagement with the community and the Penzance Neighbourhood Plan demonstrates it has a focus on high-quality design.

- 5.34 Policy DDH5: Development and New Pedestrian and Cycling Links indicates that development should protect and enhance existing Public Rights of Way (PRoW) on or in proximity to the site, as well as create new PRoW links to connect to the existing network. This will allow enhanced active travel in and around the Plan area to the direct benefit of residents' health. Additionally, development should take into consideration the Active Design principles and the Local Cycling and Walking Infrastructure Plan to ensure active travel routeways are safe and effective. PRoW are also protected under policy DDH6: Protecting (non-greenspace) Civic Spaces, Outdoor Play Areas, Outdoor Sports Courts, Multi-use Games Areas and Pedestrian Routes (including lanes and opes / alleys) within the Settlements. This also links to policies Policy GI1: Local Green Spaces and GI2: Protecting, Enhancing and Extending Strategic Green Routes, which both work to protect green spaces designated for recreational value, and public rights of way and routeways to allow for safe spaces for the community to engage in exercise and activity. A focus on recreational value is also present within the Penzance Town Deal<sup>9</sup>; the Waterfront project aims to create a new indoor sport and activity centre that allows affordable access to sport, and the Sustainable Travel Network project which aims to achieve a safe and accessible walking, cycling and green and open spaces network – both to the benefit of mental and physical health and wellbeing by creating more space for recreational activities. Policy GI7: Protecting Trees from Loss as a Result of Development acknowledges the importance of trees for mental health and indicates that where there is the loss of a tree, another should be planted as a replacement.
- 5.35 Some policies within the Penzance Neighbourhood Plan link to business and economic enhancement, which will benefit the local community. This includes maritime businesses like fishing under policy EC3: Protecting Maritime Industries, and small and micro businesses under policy EC1: Units and Workspaces to Support the Small and Micro Businesses which Underpin the Local Economy, which are key components of the local economy. It is recognised the local economy of the Plan area is in part reliant on tourism; policy EC4: Supporting a Sustainable Tourism / Visitor Economy recognises this and supports development that will contribute to visitor and tourism-related facilities, attractions and / or amenities. There are multiple approved projects within the Penzance Town Deal which will also work to boost the local economy. The Waterfront project will contribute to a year-round visitor economy, the Penzance Harbour will provide new and affordable spaces for businesses and boost local marine and engineering sectors, and the Enterprise Funds project will provide grants to micro, small and medium sized businesses to help them grow, diversify the local economy and generate local employment opportunities and strong local supply chains.
- 5.36 The housing policies work to ensure residential development within the Plan area enhances community wellbeing; with policy H1: Housing Mix indicating that a proportion of housing developments should be affordable housing to enable housing access for those on a lower income. This is linked to policy H7: Meeting Affordable Housing Needs in Communities (Local Lettings).

---

<sup>9</sup> Ibid.



- 5.37 Additionally, the neighbourhood plan indicates under policy H2: Principal Residence Policy that there will be areas that will be restricted to occupation as a principal residence, reducing the number of second homes and thus partly empty houses in the Plan area. This policy is expected to bring forward a number of benefits for the Plan area, including; a reduction of traffic at peak times of the year, providing housing stock for local people and ensuring less properties are empty throughout the year. This higher 'human capital' across the year will help to maintain important community infrastructure, such as health and education facilities, and enable a more effective response and increased resilience to extreme weather events. Policy H8: Extra Care Supported Living indicates that extra care supported living facilities will be provided to allow vulnerable people (elderly, people with disability issues etc) to live in more appropriate dwellings. Policy H11: Housing Built by Design outlines the need for quality in housing design to the benefit of the community, including ensuring good social design to create a cohesive and successfully functioning community.
- 5.38 Specific policies for Penzance have a community wellbeing focus. Policy PEN1: Penzance Transport, Accessibility and the Public Realm Plan indicates that development proposals within or relating to the village centre should demonstrate active travel methods which will support healthy lifestyles. Policies like PEN5: Town Centre Mixed-use Development and Conversion of Retail and other Town Centre Uses and PEN6: New Retail Premises will enhance community wellbeing by introducing a greater level of retail and other core sectors into the Plan area. Additionally, policy PEN11: Protecting Facilities which support the Creative, Arts and Culture Sectors in Penzance safeguards key components of the community infrastructure that contribute to the community's cultural understanding.
- 5.39 Specific policies for Newlyn also have a community wellbeing focus. Policy NEW1: Newlyn Transport, Accessibility and the Public Realm Plan indicates that development proposals within or relating to the village centre should demonstrate active travel methods which will support healthy lifestyles. Policy NEW7: Enhancements at Newlyn Green indicates development that will deliver improvements and additional infrastructure, like water play for children and toilet facilities, will be accepted for the benefit of the community. Under policy NEW15: Protecting Facilities which support the Creative, Arts and Culture Sectors in Newlyn safeguards key components of the community infrastructure that contribute to the community's cultural understanding. Additionally, policy NEW17: Protecting the Village Centre Retail Core indicates that the community value of the village centre (retail use, entertainment value and business use etc) should be safeguarded where possible.

## Transportation

- 5.40 Policies within the Penzance Neighbourhood Plan relate to transportation and movement in the Plan area. Policy DDH1: Design and Local Distinctiveness indicates development proposals need to demonstrate how they will ensure safe access for pedestrians, people with disabilities or limited mobility and cyclists, as well as provide storage for bicycles and reduce the impact of traffic within the development. This is built upon in policy DDH5: Development and New Pedestrian and Cycling Links and policy DDH6: Protecting (non-greenspace) Civic Spaces, Outdoor Play Areas, Outdoor Sports Courts, Multi-

use Games Areas and Pedestrian Routes (including lanes and opes / alleys) within the Settlements, both of which detail how development should work with the existing active transportation network to enhance pedestrian and cycle access and connectivity within the development area and beyond. Policy H9: Integrating Large Scale Housing Developments with the Local Community also includes the need for planning applications to indicate how additional vehicle movements will be managed and the quality of footpaths maintained. The importance of the PRoW network in the Plan area, and how the network should be maintained, enhanced and extended is discussed within policy GI2: Protecting, Enhancing and Extending Strategic Green Routes, Historic Paths and other Public Rights of Way. This links to the Penzance Town Deal project Sustainable Travel Network, which aims to use the Government fund to create a sustainable network of safe walking and cycle routes.

- 5.41 Specific development for Penzance also work to maintain and enhance transportation links in the settlement. Policy PEN1: Penzance Transport, Accessibility and the Public Realm Plan demonstrates that measures and schemes that support the Penzance Local Cycling and Walking Infrastructure Plan and the Cornwall Local Transport Plan will be supported. Additionally, under this policy development proposals within or relating to the village centre should demonstrate active travel methods and travel via mobility aids are embedded into the development design where appropriate, and that there is the encouragement of sustainable transport links to and within the village. Policies PEN2: Car-free Residential Development and PEN3: Car Parking Capacity detail the need for additional car parking in Penzance; with some development being 'car-free' where there is suitable sustainable travel options available. The implementation of policy PEN2 is expected to bring forward positives for the Plan area, including: a greater level of engagement with sustainable travel (leading to a reduction in carbon emissions linked to transport), the facilitation of transport aspirations including electric vehicle charging provision and the creation of a safer environment for pedestrians. Policies PEN7: Harbour and Headline and PEN8: Harbour Car Park set out the need for development proposals to consider the impact they could have on the harbour area, including on the Isles of Scilly ferry. Policy PEN10: Mount's Bay Linear Park stipulates development proposals that create an accessible linear park along the shoreline will be supported where they enhance the coastal path.
- 5.42 Specific policies for Newlyn also work to maintain and enhance transportation links in the settlement. Policy NEW1: Newlyn Transport, Accessibility and the Public Realm Plan demonstrates that measures and schemes that support the Penzance Local Cycling and Walking Infrastructure Plan and the Cornwall Local Transport Plan will be supported. Additionally, under this policy development proposals within or relating to the village centre should demonstrate active travel methods and travel via mobility aids are embedded into the development design, and that there is the encouragement of sustainable transport links to and within the village. Policy NEW2: Stable Hobba and Sandy Cove Park and Walk / Cycle Hubs indicates development for these hubs will need to include a safe route to Newlyn for pedestrians, people with disabilities or mobility issues and cyclists, and that electric charge points are fitted for car and bicycles. Additionally, policy NEW10: The Village Square indicates development proposals will need to be designed to enable safe pedestrian and cyclist access into, from and within the area.

5.43 Overall, the policies within the Penzance Neighbourhood Plan work to improve transportation and movement in the Plan area, by implementing policies that set out the need for the appropriate sustainable transportation methods and the need to adhere to the Penzance Local Cycling and Walking Infrastructure Plan and the Cornwall Local Transport Plan. This links to the Penzance Town Deal. Additionally, the PEN2 policy limiting housing development with vehicles will bring benefits to the area in terms of transportation and other SEA themes, as reducing traffic makes the environment safer for the community and reduces the impacts of pollution.

## Conclusions at this current stage

### Biodiversity and Geodiversity

5.44 As a focus of the Penzance Neighbourhood Plan is to be a place where the natural environment can be accessed and enjoyed, the plan has an emphasis on safeguarding, maintaining, and enhancing biodiversity. The policies work well to protect and enhance existing features that contribute to biodiversity and geodiversity in the area whilst also seeking ways to add to the network. Additionally, specific policies for Newlyn detail how biodiversity is to be enhanced at named locations. Overall, Neighbourhood Plan policies should help ensure that ecological sensitivities are appropriately considered during the planning, construction, and operational phases for new development proposals which come forward during the plan period, whilst also delivering net gains. It is concluded that long-term positive effects are anticipated under the Penzance Neighbourhood Plan.

### Climate Change

5.45 The Penzance Neighbourhood Plan has policies in place to help mitigate and adapt to the effects of climate change and flood risk in the area. The plan recognises the importance of natural features, as well as built infrastructure in adapting to a changing climate – and the settlement specific policies work to ensure Penzance and Newlyn attract development that is considerate of sustainable transportation. As such, it is concluded that minor positive effects are anticipated under the Penzance Neighbourhood Plan. It is also anticipated that the provisions of the NPPF, Local Plan policy, and the Climate Emergency DPD will positively and proactively support the delivery of mitigation and adaptation measures within the strategic allocations that come forward during the plan period.

### Landscape and Townscape

5.46 As a focus of the Penzance Neighbourhood Plan is to be a place where the natural and built environment can be accessed and enjoyed, the plan has a landscape and townscape focus. The Parish-wide policies work well to safeguard existing landscape and townscape features. Additionally, specific policies for Penzance detail how landscape and townscape character is to be respected, including the establishment of green buffers to protect the individuality and separation of the distinct communities in the Plan area. Alongside the key design principles which contribute to the evidence base for the Neighbourhood Plan (within Appendix 5 of the Regulation 14 version), these policies will help to facilitate opportunities for high quality design and layout to the benefit of landscape and townscape character. Overall, the policies work

well to help the Plan area maintain and enhance its landscape and townscape value, and it is concluded that long-term positive effects are anticipated under the Penzance Neighbourhood Plan.

### **Historic Environment**

5.47 Overall, the policies within the Penzance Neighbourhood Plan work to safeguard the historic environment and the features that contribute to it, whether they are nationally designated, locally designated or contribute to the historic setting of the Plan area. Not only do the policies safeguard and enhance features and their settings, but a number of policies are focused on bringing historic buildings out of redundancy and back into use in a way that is considerate of their heritage. Given the key design principles and the supplementary briefing notes within the Neighbourhood Plan sets out a comprehensive range of provisions relating to the built environment, this will help provide an appropriate basis for the conservation and enhancement of the historic environment surrounding the strategic allocations which will come forward during the plan period. As such, it is concluded that long-term positive effects are anticipated under the Penzance Neighbourhood Plan.

### **Land, Soil, and Water Resources**

5.48 Overall, the policies within the Penzance Neighbourhood Plan work to protect and enhance the soil resources in the Plan area, by implementing waste policies and encouraging brownfield land use and land remediation. Additionally, the policies work to safeguard the water infrastructure in the Plan area from negative effects linked to an increase in the built footprint. As such, it is concluded that minor positive effects are anticipated under the Penzance Neighbourhood Plan.

### **Community Wellbeing**

5.49 The Penzance Neighbourhood Plan does not allocate sites for development due to meeting its housing target through existing commitments and completions, and via strategic allocations within the Site Allocations DPD. Nonetheless, the policies within the Penzance Neighbourhood Plan work to enhance the community wellbeing within the Plan area. This will be achieved through safeguarding green spaces, ensuring high-quality design through new development areas, and protecting features that contribute to a sense of community. The Neighbourhood Plan also has a strong focus on the regeneration of the town centre environment to enhance the economic and social vitality of a key hub within the Plan area. This includes supporting the aspirations within the Town Deal to deliver significant benefits for community wellbeing. As such, it is concluded that long-term positive effects are anticipated under the Penzance Neighbourhood Plan.

### **Transportation**

5.50 Overall, the policies within the Penzance Neighbourhood Plan work to improve transportation and movement in the Plan area, by implementing policies that encourage a modal shift to sustainable and active travel options. It is concluded that minor positive effects are anticipated under the Penzance Neighbourhood Plan.

## 6. What are the next steps?

- 6.1 This SEA Environmental Report accompanies the Penzance Neighbourhood Plan for Regulation 14 consultation.
- 6.2 Following the close of Regulation 14 consultation, any representations made will be considered by the Steering Group, and the Penzance Neighbourhood Plan and Environmental Report will be updated as necessary. The updated and final version of the SEA Environmental Report will then accompany the Penzance Neighbourhood Plan for submission to the Local Planning Authority, Cornwall Council, for subsequent Independent Examination.
- 6.3 At Independent Examination, the Penzance Neighbourhood Plan will be considered in terms of whether it meets the Basic Conditions for Neighbourhood Plans and is in general conformity with local planning policy.
- 6.4 If the Independent Examination is favourable, the Penzance Neighbourhood Plan will be subject to a referendum, organised by Cornwall Council. If more than 50% of those who vote agree with the Penzance Neighbourhood Plan, then it will be 'made'. Once made, the Penzance Neighbourhood Plan will become part of the Development Plan for the town.

# Appendix A SEA Scoping – Context Review and Baseline Information

## A.1 Air Quality

### Context review

**Table A1.1** (below) presents the most relevant documents identified in the policy review for the purposes of the Penzance Neighbourhood Plan SEA.

**Table A1.1 Plans, policies and strategies reviewed in relation to air quality**

Document Title	Year of publication
<a href="#"><u>National Planning Policy Framework (NPPF)</u></a>	2021
<a href="#"><u>The Clean Air Strategy</u></a>	2019
<a href="#"><u>UK plan for tackling roadside nitrogen dioxide concentrations</u></a>	2017
<a href="#"><u>A Green Future: Our 25 Year Plan to Improve the Environment</u></a>	2018
<a href="#"><u>Clean Air for Cornwall Strategy</u></a>	2017
<a href="#"><u>Cornwall Local Plan</u></a>	2016
<a href="#"><u>Connecting Cornwall 2030</u></a>	2019

The key messages emerging from the review are summarised below:

- The Penzance Neighbourhood Plan should have regard to the NPPF, which predominantly seeks early planning to reduce/ mitigate air quality impacts in development and to take advantage of opportunities to improve air quality. Measures to improve air quality include traffic and travel management and green infrastructure provision. Strategic development is expected to be focused on locations that have or will be provided with high levels of accessibility; supporting both a reduced need to travel and offering a genuine choice of transport modes. Smaller-scale development should consider the potential for cumulative effects in relation to air quality.
- Published in January 2018 by the UK Government, ‘A Green Future: Our 25 Year Plan to Improve the Environment’ sets out a number of goals and policies in order to help the natural world regain and retain good health. In this context, Goal 1 ‘Clean Air’ and the policies contained within ‘Chapter 4: Increasing resource efficiency and reducing pollution and waste’ within the 25-year plan directly relate to the air quality SEA theme.
- Air Quality Management Areas (AQMA) are declared in areas which exceed national objectives for levels of particulates, nitrogen dioxide, sulphur dioxide, ozone, benzene, polycyclic aromatic hydrocarbons, butadiene, carbon monoxide, lead and/ or nitrogen oxides. The Air Quality ASRs for Cornwall demonstrates that there are several AQMA in Cornwall.



- Where exceedances exist, areas are declared as AQMAs and local authorities are required to produce an Air Quality Action Plan (AQAP) to improve air quality in the area. The latest Air Quality Action Plan (AQAP) for Cornwall is of relevance. Notably, it identifies key measures in relation to AQMAs, the need to coordinate the delivery of green travel plans between settlements (such as Penzance). This is with the intention of promoting travel alternatives and reducing the need to travel every day.
- To improve air quality across the UK, national strategies have in the last few decades focused on regulatory frameworks, investment by industry in cleaner processes and a shift in the fuel mix towards cleaner forms of energy (largely at point sources). Whilst there are dedicated strategies to reducing roadside emissions (as a significant source of nitrogen dioxide emissions), recent objectives outlined in the Clean Air Strategy seek to recognise wider sources (including smaller contributors and diffuse sources) that contribute to poor air quality. This includes; power generation, heating our homes, producing food, manufacturing consumer goods and powering transport.
- Released in March 2017, the Clean Air for Cornwall Strategy was developed to formalise Cornwall Council's implementation of current local and national planning policy and legislation, in addition to providing formal guidance for those wishing to develop within or within close proximity to an AQMA. The aims of the Strategy are:
  - To raise awareness of the air quality problems in Cornwall and provide an integrated approach to improving air quality;
  - To reduce levels of pollution within AQMAs to below objective levels and improve air quality in Cornwall as a whole;
  - To provide an approach for reducing emissions of fine particulates in order to help improve and protect public health; and
  - To improve Cornwall Council's performance in terms of emissions and to provide strong leadership with regard to environmental sustainability and ensure that all Council activity is integrated in considering the effect it has on air pollution.
- The *Cornwall Local Plan: Strategic Policies 2010-2030* were adopted in November 2016. The vision statement for the plan is as follows, with four overarching key themes underpinning the context of the plan: *'Achieve a leading position in sustainable living'*
  - To support the economy;
  - To enable self-sufficient and resilient communities;
  - To promote good health and wellbeing for everyone; and
  - To make the most of our environment.
- Objective 8 within key theme number 3 states to 'promote development that contributes to a healthy and safe population by ensuring the protection and improvement of air quality'. Furthermore, in regard to the 28 policies listed within the 'Cornwall Local Plan Strategic Policies 2010-2030' document, Policy 16 'Health and Wellbeing' directly relates to Air Quality.
- Each Local Transport Authority in England and Wales has a statutory duty to produce and adopt a Local Transport Plan (LTP) through the Local Transport Act

2000, as amended by the Local Transport Act 2008. 'Connecting Cornwall 2030' is the third LTP for Cornwall. The plan is a strategic policy tool through which the council exercises its responsibilities for planning, management and the development of transport in the county. The vision of the plan is that by 2030 'transport in Cornwall will be excellent, with the transport system connecting people, communities, businesses and services in a way that is reliable, efficient, safe, inclusive and enjoyable'. In order to achieve this goal, the LTP is supported by implementation plans that cover 3–4-year periods up until 2030.

### Summary of current baseline

In line with the Local Air Quality Management (LAQM) as set out in Section 82 of the Environment Act (1995), Cornwall Council is required to assess Air Quality standards within the region on an annual basis.

In this context, there are nine AQMAs within Cornwall, all of which are designated for exceedances in the annual mean concentration objective of 40µg/m<sup>3</sup> for nitrogen dioxide (NO<sub>2</sub>). These include Camborne-Pool-Redruth, Truro, St Austell, Bodmin, Tideford, Gunnislake, Camelford, Grampound and Launceston. The AQAPs for these AQMAs are contained within the Clean Air for Cornwall Strategy (minus Grampound and Launceston as they were not designated until after the Strategy was prepared).

There are no AQMAs within the Plan area.<sup>10</sup> The closest AQMA is Camborne-Pool-Redruth AQMA which has been primarily designated for exceedances in the annual mean concentration objective of 40µg/m<sup>3</sup> for nitrogen dioxide (NO<sub>2</sub>). This is located approximately 20km north-east of the Plan area.<sup>11</sup>

Cornwall Council has progressed with actions included in the AQAP and Clean Air for Cornwall Strategy, as well as other actions included within individual town transport strategies which have the aim of reducing congestion, increasing use of alternatives to the private car use and improving local air quality.<sup>12</sup>

It is also noted that in 2019 Cornwall Council was a winner of the Ultra-Low Emission Taxi Infrastructure Scheme competition, which fund local authorities in obtaining low emission taxis.<sup>13</sup> This £90,000 Office of Low Emission Vehicles (OLEV) grant will support the wider use of electric and hybrid vehicles throughout the county through installing fast and rapid electric vehicle charging points, specifically for use by taxis.

Due to its maritime location the Plan area generally exhibits clean air, although within Penzance town centre there are vehicle emission hotspots on Chyandour Cliff and the Albert Street gyratory in the "gateway" zone, and in the Greenmarket/Alverton Street area of the town centre; trucks offloading freight for the Isles of Scilly affect air quality on the harbourside. Measures to encourage a pedestrian/cycle friendly harbour zone and town centre (identified in the **Transportation** chapter) will play a

---

<sup>10</sup> Cornwall Council (2019): 'Connecting Cornwall LTP 2030': <<https://www.cornwall.gov.uk/transport-and-streets/transport-policy/local-transport-plan-connecting-cornwall-2030/>>

<sup>11</sup> Cornwall Council (2020): 'Revised Clean Air Strategy for Cornwall', [online] available to access via: <https://www.cornwall.gov.uk/environment-and-planning/environmental-protection/environmental-protection-air-quality/clean-air-for-cornwall-strategy/>

<sup>12</sup> *ibid*

<sup>13</sup> Office for Low Emission Vehicles (2019) Ultra Low Emission Taxi Infrastructure Scheme <https://www.gov.uk/government/collections/government-grants-for-low-emission-vehicles#ultra-low-emission-taxi-infrastructure-scheme>

role in mitigating these effects. Pollution is also a concern at Chywoone Hill and Newlyn Bridge crossroads.<sup>14</sup>

According to the Community Vision Statement for Gulval traffic has a negative impact on quality of life in the village in terms of the amount, speed and effect on air quality. The B3311 (St Ives) road through the village is heavily used by visitors, including coaches, lorries from Castle an Dinas quarry and skip site, lorries from agricultural packing stations and large farm vehicles.<sup>15</sup>

### Summary of future baseline

The growth associated with future housing and employment provision within the parish has the potential for adverse effects on air quality due to increased levels of traffic and associated pollutants. However, this is unlikely to lead to exceedances of local air quality objectives provided suitable planning and mitigation measures are incorporated in the design of new development. Moreover, future development should contribute towards improving air quality, supporting opportunities to improve accessibility, particularly in terms of the use of sustainable and active travel, working from home and electric vehicle use.

While development in the Plan area could increase travel to neighbouring and larger centres for services/ facilities, this is unlikely to lead to any significant increase in emissions in AQMAs within the wider district such as Camborne-Pool-Redruth AQMA. The Neighbourhood Plan does not allocate any additional sites for housing beyond those sites which are already committed through the Site Allocations DPD or have permission in place. As such no further air quality impacts are anticipated.

## A.2 Biodiversity and Geodiversity

### Context review

**Table A2.1** (below) presents the most relevant documents identified in the policy review for the purposes of the Penzance Neighbourhood Plan SEA.

**Table A2.1 Plans, policies and strategies reviewed in relation to biodiversity**

Document title	Year of publication
<a href="#">National Planning Policy Framework (NPPF)</a>	2021
<a href="#">The 25 Year Environment Plan</a>	2018
<a href="#">Biodiversity 2020 Strategy</a>	2011
<a href="#">Environment Act 2021</a>	2020
<a href="#">UK Biodiversity Action Plan</a>	2007
<a href="#">The Natural Environment and Rural Communities Act</a>	2006
<a href="#">Cornwall Local Plan</a>	2016

<sup>14</sup> Penzance Council (2022) Neighbourhood Plan Available at: [PZNP Working Draft Plan - 02-08-22 - v11.11 - Clean.docx \(sharepoint.com\)](#)

<sup>15</sup> Penzance Town Council (2021) Community Vision Statement Available at: [Penzance Neighbourhood Plan - PZNP](#)

<a href="#"><u>The Cornwall Biodiversity Action Plan</u></a>	2018
<a href="#"><u>Cornwall's Environmental Growth Strategy</u></a>	2015

The key messages emerging from the review are summarised below:

- The Penzance Neighbourhood Plan should have regard to the NPPF, which highlights that opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity. This includes utilising a strategic approach to maintaining and enhancing networks of habitats and green infrastructure at the wider catchment or landscape scale.
- Support is given through the Framework to establishing coherent ecological networks that are more resilient to current and future pressures. Trees notably make an important contribution to the character and quality of urban environments and can also help mitigate and adapt to climate change. Planning policies and decisions should ensure that new streets are tree-lined, and that opportunities are taken to incorporate trees elsewhere in developments (such as parks and community orchards).
- Over the past decade policy (e.g., The Natural Environment White Paper and Biodiversity 2020) has demonstrated a move away from the traditional approach of protecting biodiversity, to a wider landscape approach to enhancing biodiversity, as part of the overall aims to halt biodiversity loss. The 25 Year Environment Plan places emphasis on improvements to the natural environment; identifying the need to “*replenish depleted soil, plant trees, support wetlands and peatlands, rid seas and rivers of rubbish, reduce greenhouse gas emissions, cleanse the air of pollutants, develop cleaner, sustainable energy and protect threatened species and habitats.*” Working at a landscape scale transformation is expected to connect habitats into larger corridors for wildlife.
- The Environment Act 2021 (through amendments to the Town and Country Planning Act 1990) will require all planning permissions in England (subject to exemptions) to be granted subject to a new general pre-commencement condition that requires approval of a biodiversity gain plan. The planning authority can only approve the biodiversity gain plan if the biodiversity value attributable to a development exceeds the pre-development biodiversity value of the onsite habitat by 10% which, for the purposes of the legislation, is known as the ‘*biodiversity gain objective*’.
- The Cornwall Local Plan: Strategic Policies 2010-2030 were adopted in November 2016. Objective 10(b) within key theme number 4 states to ‘maintain and enhance an effective network of open space and environmental stewardship for our ecosystem services network for wildlife’. Furthermore, in regard to the 28 policies listed within the document, Policy 22 ‘European Protected Sites – mitigation of recreational impacts from development’ and Policy 23 ‘Natural Environment’ directly relate to Biodiversity.
- Additionally, The Cornwall Biodiversity Action Plan is presented in 4 volumes:
  - Cornwall’s Biodiversity Volume 1: Audits and Priorities;
  - Cornwall’s Biodiversity Volume 2: Action Plans;
  - Cornwall’s Biodiversity Volume 3: Action Plans 2004; and

- Cornwall’s Biodiversity Volume 4: Priority Projects 2010-2015.
- In 1996 the Cornwall Biodiversity Initiative (CBI) produced ‘Cornwall’s Biodiversity Volume 1: Audits and Priorities’. Following on from the recommendations in this document, Action Plans were produced for the Cornish priority habitats and species and published in ‘Cornwall’s Biodiversity Volume 2: Action Plans’. A further volume, ‘Cornwall’s Biodiversity Volume 3: Action Plans 2004’ was produced in line with the UK Biodiversity Action Plan (UK BAP) process, highlighting the UK BAP priority habitats and species occurring in Cornwall. This comprised of 25 habitat and 127 species Action Plans, each written by local experts. In light of a progress review, Cornwall’s BAP is currently being reviewed and updated, taking into consideration the new UK list of priority habitats and species, and the England Biodiversity Strategy (EBS) delivery framework. This document ‘Volume 4: Priority Habitats’ will contain the revised list for Cornwall.
- Cornwall’s Environmental Growth Strategy was adopted in 2015. An overarching strategy for Cornwall’s environment, the Strategy was developed through collaboration between Cornwall Council, the Cornwall & Isles of Scilly Local Nature Partnership and Cornwall’s environmental stakeholders. The vision of the Strategy is as follows: *“In 2065, Cornwall’s environment will be naturally diverse, beautiful and healthy, supporting a thriving society, prosperous economy and abundance of wildlife.”*
- The Strategy has been developed to inform and improve strategic investment and decision making in Cornwall and offers a framework for stakeholders and partners to work more effectively together. It also provides long term structure to focus the ways on which environmental, social and economic prosperity in Cornwall can be increased.

## Summary of current baseline

### Internationally designated sites

Special Protection Areas (SPAs) are protected areas for birds in the UK classified under:

- The Wildlife & Countryside Act 1981 (as amended) and the Conservation (Natural Habitats, & c.) Regulations 2010 (as amended) in England, Scotland and Wales,
- The Wildlife (Northern Ireland) Order 1985; the Nature Conservation and Amenity Lands (Northern Ireland) Order 1985; the Conservation (Natural Habitats, &c.) (Northern Ireland) Regulations 1995 (as amended) in Northern Ireland,
- The Conservation of Offshore Marine Habitats and Species Regulations 2017 (as amended) in the UK offshore area.<sup>16</sup>

SPAs, together with Special Areas of Conservation (SACs), form the UK's national site network. In this regard, the Plan area is located within the Zone of Influence for the Marazion Marsh SPA (54.62 ha).

Marazion is located on the south-west coast of Cornwall. The site is situated within the wider embayment of Mount’s Bay which includes Penzance and Newlyn to the

---

<sup>16</sup> Natural England (2022) SPAs Available at: [Special Protection Areas \(England\) - data.gov.uk](https://data.gov.uk)

west and the Lizard Peninsula and Porthleven to the east (refer to **Figure 3.1**). The whole of Mount's Bay coastline is formed of Devonian rocks including mudstones, volcanic lava and tuffs with rocky outcrops, typical for this part of the UK coastline along Devon and Cornwall. Marazion is bounded by The Long Rock in the west and St Michael's Mount in the east. Between the two outcrops, is a wide, shallow plan shape bay with sandy beach backed by sand dunes.<sup>17</sup>

### Nationally designated sites

In terms of National designations, Penlee Quarry **Site of Special Scientific Interest** (SSSI) is located in the south of the Plan area. An SSSI is a formal conservation designation. Usually, it describes an area that's of particular interest to science due to the rare species of fauna or flora it contains.

Penlee Quarry SSSI (25.08 ha) is important by virtue of the diversity of the mineralisation types which can be seen and the opportunity it provides to study the effects of host rock chemistry on this mineralisation over a wide temperature range.<sup>18</sup>

Penlee Point SSSI (2.77 ha) is also located in the south of the Plan area. According to its citation, at Penlee Point and in the adjacent disused quarries can be seen the upper and lower contacts of a typical, small sill-like intrusive greenstone body, sandwiched between apparently concordant metasediment horizons. This body exhibits the effects of contact metamorphism, tourmalinisation and later hydrothermal alteration superimposed on a still recognisable, but relict igneous texture and mineralogy. It is characteristic of many of the more alkaline intrusive greenstones of west Cornwall.<sup>19</sup>

Although outside the Plan area, Chyenal Moor SSSI (12.17 ha) is located just 200m outside its westernmost boundary (south of the Trevadoc settlement). According to its citation, Chyenal Moor is situated in a poorly drained valley 3km southwest of Penzance and supports a diverse range of habitats including willow carr (the predominant vegetation type), heath, stream, pond, areas of *Juncus* vegetation and scrub.

It is of particular interest as a locality of several rare plant species which are mainly associated with the wet heath areas. The site is underlain by coarsely porphyritic granite of the Land's End peninsula. Drainage over the Moor is poor. The soils are mainly *humic gleys* with varying depths of overlying peat.<sup>20</sup>

The Marazion area is also designated as a Marine Conservation Zone which are areas that protect a range of nationally important, rare or threatened habitats and species. This includes the provision of marine wildlife, geology and geomorphology. The boundaries for Marine Conservation Zones, are designated under the Marine and Coastal Access Act (2009).

### Ancient Woodland

Rosehill Manor Ancient & Semi-Natural Woodland is located in the west of the Plan area and encompasses an area of 0.9 ha. There is also evidence of Ancient Replanted Woodland (2.6 ha) north of Gulval to the north of the Plan area.

<sup>17</sup> Cornwall Council (2020) Marazion Marsh SPA Available at: [Marazion Appendix C \(cornwall.gov.uk\)](https://www.cornwall.gov.uk)

<sup>18</sup> Natural England (2022) Penlee Quarry SSSI available at: [2000129.doc \(Converted\) \(naturalengland.org.uk\)](https://www.naturalengland.org.uk)

<sup>19</sup> Natural England (2022) Penlee Point SSSI available at: [1005948.doc \(Converted\) \(naturalengland.org.uk\)](https://www.naturalengland.org.uk)

<sup>20</sup> *ibid*



## Priority Habitats and Species

The Priority Habitat Inventory<sup>21</sup> describes the geographic extent and location of Natural Environment and Rural Communities Act (2006) Section 41 habitats of principal importance. There are a number of priority habitats present within the Plan area including Traditional Orchards and Deciduous woodland.

## Network Enhancement Zones

A series of habitat network maps have been collated by Natural England to provide a baseline for habitat creation, enhancement, and restoration. They also identify a number of 'Network Enhancement Zones' that are presented on Defra's Magic Map software. Significant sections of the Plan area (namely, north of Trevarrack) fall within Network Enhancement Zone 2, which describes land connecting existing patches of primary and associated habitats which is less likely to be suitable for creation of the primary habitat. According to Natural England, action in this zone that improves the biodiversity value through land management changes and/or green infrastructure provision can be targeted here.<sup>22</sup>

## Locally important sites

County Wildlife Sites (CWS) represent some of the most significant areas of semi-natural habitat in Cornwall outside of statutory protected sites. The Cornwall Wildlife Trust states that there are 498 CWS throughout Cornwall which cover nearly 33,000ha of land (which is close to 10% of the entire county). The CWS range from small ponds, copses and linear features, such as river valleys, to wetlands, ancient woodlands and large moors<sup>23</sup>. In this regard, there is one CWS within the south east of the Plan area – Mount's Bay CWS.

The boundary of the CWS can be viewed on the Cornwall Council interactive map<sup>24</sup> which will be an essential source of reference during the next stages of the SEA process in terms of the locally specific designations of relevance for the Plan area.

## Summary of future baseline

Habitats and species will potentially face increasing pressures from future development within the Plan area, with the potential for negative impacts on the wider ecological network. This may include a loss of habitats and impacts on biodiversity networks, which may be exacerbated by the effects of climate change, with the potential to lead to changes in the distribution and abundance of species and changes to the composition of habitats.

The Neighbourhood Plan does not allocate any additional sites for housing beyond those sites which are already committed through the Site Allocations DPD or have permission in place. If any further development comes forward within the Plan area, either as speculative applications or windfall, then it should be sympathetic to the biodiversity resources within the Plan area.

CWS's act as wildlife corridors and have the potential to be impacted by new development which can remove the connection between habitats for species such as

---

<sup>21</sup> Gov data (2020): 'Priority habitat inventory' [online] available at: <https://data.gov.uk/dataset/4b6ddab7-6c0f-4407-946e-d6499f19fcde/priority-habitat-inventory-england>

<sup>22</sup> Cornwall Council (2017): 'Biodiversity and Geological Conservation', [online] Available at: <https://www.cornwall.gov.uk/environment-and-planning/biodiversity-and-geological-conservation/?page=12898>

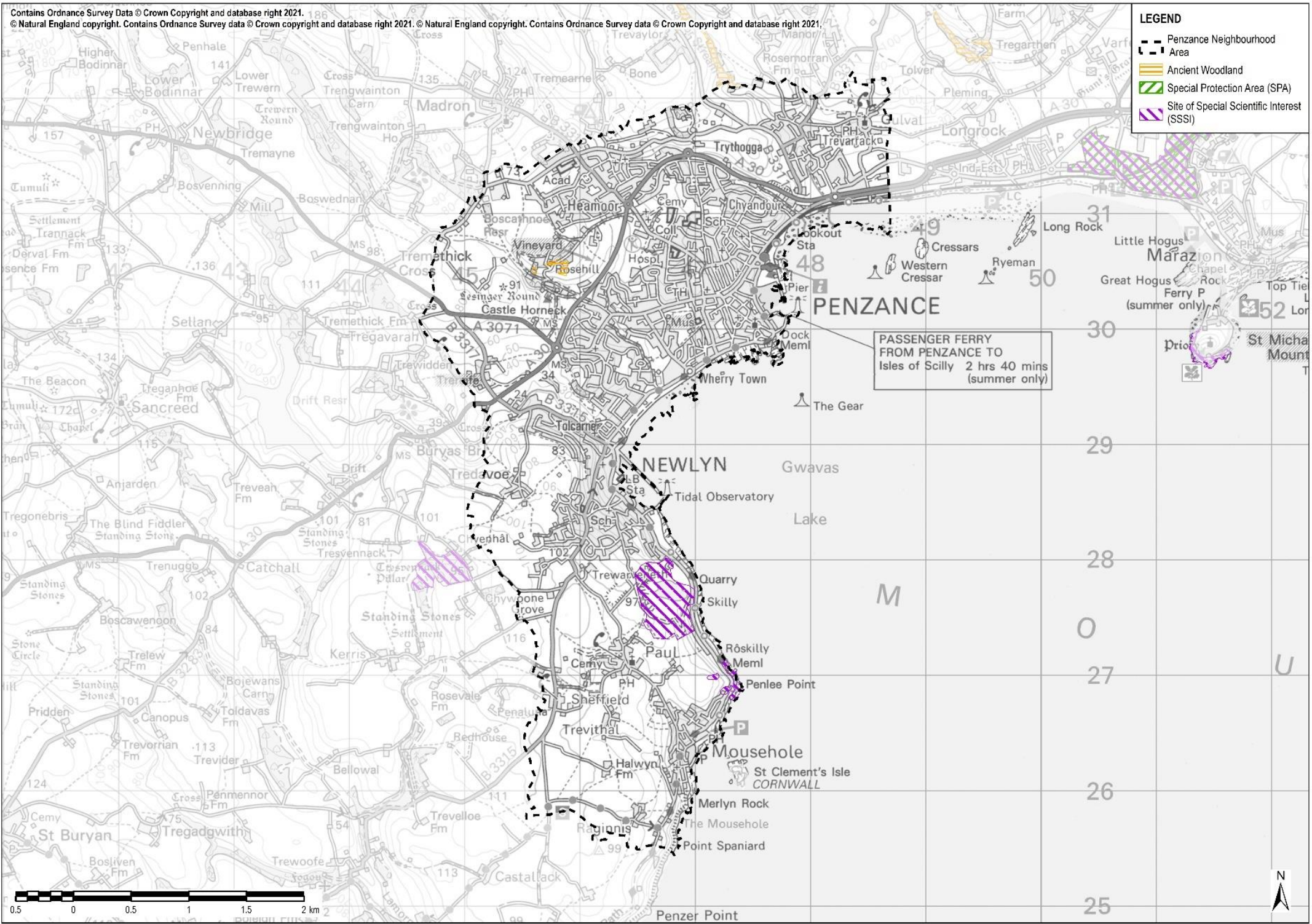
<sup>23</sup> Cornwall Wildlife Trust (ca 2015): 'County Wildlife Sites', [online] documents available to access via: <http://www.cornwallwildlifetrust.org.uk/living-landscapes/county-wildlife-sites>

<sup>24</sup> Cornwall Council (2022): Interactive Map Available at: [Viewing Cornwall's Definitive Map Online - Cornwall Council](#)

birds. Ecological sites can also be impacted by poor air quality and water quality, and factors such as noise and lighting can disturb vulnerable species including within Mount's Bay CWS.

New development within the Plan area also has the potential to impact upon the Marazion Marine Conservation Zone and SPA as a result of recreational disturbance in combination with other plans and projects.

Penzance Neighbourhood Plan also presents an opportunity to maximise benefits for biodiversity by including consideration of important habitats, species and designated sites at an early stage of planning for future growth. To maintain and improve the condition of biodiversity in the future, it will be important to not only protect priority habitats but to enhance the connections between them; utilising opportunities for net-gain where possible. Effective coordination of development delivery will be key to ensure that opportunities to improve green infrastructure and ecological corridors are maximised, both within Penzance and in the surrounding areas.







## A.3 Climate Change

### Context review

**Table A3.1** presents the most relevant documents identified in the policy review for the purposes of the Penzance SEA.

**Table A3.1 Plans, policies and strategies reviewed in relation to climate change**

Document title	Year of publication
<a href="#"><u>National Planning Policy Framework (NPPF)</u></a>	2021
<a href="#"><u>UK Climate Change Act</u></a>	2008
<a href="#"><u>UK (second) National Adaptation Programme 2018 to 2023</u></a>	2018
<a href="#"><u>The Clean Air Strategy</u></a>	2019
<a href="#"><u>Clean Growth Strategy</u></a>	2019
<a href="#"><u>UK Sixth Carbon Budget</u></a>	2020
<a href="#"><u>25-Year Environment Plan</u></a>	2019
<a href="#"><u>National Infrastructure Assessment</u></a>	2018
<a href="#"><u>UK Climate Change Risk Assessment</u></a>	2017
<a href="#"><u>Flood and Water Management Act</u></a>	2010
<a href="#"><u>National Flood and Coastal Erosion Risk Management Strategy</u></a>	2020
<a href="#"><u>How Local Authorities Can Reduce Emissions and Manage Climate Change Risk</u></a>	2012
<a href="#"><u>The National Design Guide</u></a>	2021
<a href="#"><u>National Model Design Code</u></a>	2021
<a href="#"><u>Heat Networks: Building a Market Framework</u></a>	2020
<a href="#"><u>Summary of Climate Change Risks for the Southwest of England Report</u></a>	2017
<a href="#"><u>Interim Climate Change Planning Policy</u></a>	2021
<a href="#"><u>Cornwall Climate Emergency Development Plan Document</u></a>	2022
<a href="#"><u>Clean Air for Cornwall Strategy</u></a>	2017
<a href="#"><u>Cornwall Local Plan</u></a>	2016

The key messages emerging from the review are summarised below:

- The Penzance Neighbourhood Plan should have regard to the NPPF, which requires proactive planning to both mitigate and adapt to climate change. Planning policies are expected to improve the resilience of communities and infrastructure to climate change impacts, avoid inappropriate development in the flood plain, and support the move to a low carbon economy. The NPPF recognises the potential for planning to shape places in ways that contribute to radical reductions in greenhouse gas emissions, and deliver long-term resilience, including through reuse, regeneration and conversion.
- Notably, access to a network of high-quality open spaces can deliver wider benefits for nature, supporting efforts to address climate change, while improvements in green and other infrastructure can reduce the causes and impacts of flooding.
- Planning Practice Guidance presents the following list of ‘examples’ of ways local planning can support adaptation:
  - “Considering future climate risks when allocating development sites to ensure risks are understood over the development’s lifetime;
  - Considering the impact of and promoting design responses to flood risk for the lifetime of the development;
  - Considering availability of water and water infrastructure for the lifetime of the development and design responses to promote water efficiency and protect water quality;
  - Promoting adaptation approaches in design policies for developments and the public realm relevant.”
- The UK Climate Change Act requires Government to present to Parliament an assessment of the climate change risks for the UK every five years. Following the publication of each Change Risk Assessment, the Government must lay out its objectives, policies and proposals to address the climate change risks and opportunities. The second National Adaptation Programme (NAP2, 2018-2023), setting out these objectives, policies and proposals, was published in 2018. The ASC is required by the Act to assess the NAP and present progress reports. The most recent report was published in 2019, concluding that climate change adaptation needs to be addressed at a national scale and the Government’s response to date has not been successful.<sup>25</sup> The Sixth Carbon Budget, required under the Climate Change Act, provides ministers with advice on the volume of greenhouse gases that the UK can emit during the period 2033 to 2037.
- The Clean Growth Strategy, Clean Air Strategy and the 25-year Environment Plan are a suite of documents which seek to progress the government’s commitment under the UK Climate Change Act to becoming net zero by 2050. The documents set out detailed proposals on how the government will tackle all sources of air pollution, whilst maintaining an affordable energy supply and increasing economic growth. This parallels with the 25-year Environment Plan, which further seeks to manage land resources sustainably, recover and reinstate nature, protect soils and habitats, increase resource efficiency, improve water quality, and connect people with the environment. The documents also interlink

---

<sup>25</sup> CCC (n.d.): ‘UK adaptation policy’ [online] available at: <https://www.theccc.org.uk/tackling-climate-change/preparing-for-climate-change/uk-adaptation-policy/>



with the government's commitment to decarbonising transport, a recognised challenge that needs more work in a timely manner if government are to achieve net zero targets. Furthermore, the decarbonisation plan recognises the twinned need to undertake action to adapt the transport sector and increase resilience to climate change risks; and this challenge is more directly addressed through the UK's National Adaptation Programme.

- The National Infrastructure Assessment identified the key national challenges, and the government is developing a National Infrastructure Strategy. The NIC also published two key reports in 2019:
  - Strategic Investment and Public Confidence – this report is clear that “the regulatory system has not adequately addressed societal interests: it needs to work more effectively to achieve net zero greenhouse gas emissions by 2050, transition to full-fibre digital networks, and manage the increasing risks of floods and drought.” It calls for a much more coordinated approach, explaining that:<sup>26</sup> “The current system leaves strategy primarily to infrastructure owners and providers. But they may not be best placed to assess the coming challenges, and they do not have the right incentives to build the right infrastructure to address them... There are some good examples of the system delivering strategic, long-term investment, however in general the system is not designed to deliver this... Regulators should demonstrate how they have taken consideration of the strategic vision of... local government...”
  - Resilience Study Scoping Report - includes a section on ‘Resilience in the planning system’, although the focus is on Nationally Significant Infrastructure Projects (NSIPs) more so than local infrastructure.<sup>27</sup>
- The UK Climate Change Risk Assessment is published on a 5-yearly cycle in accordance with the requirements of the Climate Change Act 2008. It required the Government to compile an assessment of the risks for the UK arising from climate change, and then to develop an adaptation programme to address those risks and deliver resilience to climate change on the ground. For both the 2012 and the 2017 UK Climate Change Risk Assessment, the Adaptation Sub-Committee commissioned an evidence report aiming to understand the current and future climate risks and opportunities. The evidence report contains six priority risk areas requiring additional action between 2017 and 2022, see below:
  - Flooding and coastal change risks to communities, businesses and infrastructure;
  - Risks to health, well-being and productivity from high temperatures;
  - Risk of shortages in the public water supply, and for agriculture, energy generation and industry;
  - Risks to natural capital, including terrestrial, coastal, marine and freshwater ecosystems, soils and biodiversity;
  - Risks to domestic and international food production and trade; and
  - New and emerging pests and diseases, and invasive non-native species, affecting people, plants and animals.

---

<sup>26</sup> NIC (n.d.): ‘Strategic Investment and public confidence’ [online] [nic.org.uk/publications/strategic-investment-and-public-confidence/](https://www.nic.org.uk/publications/strategic-investment-and-public-confidence/)

<sup>27</sup> NIC (n.d.): ‘Strategic Investment and public confidence’ [online] [nic.org.uk/publications/resilience-study-scoping-report/](https://www.nic.org.uk/publications/resilience-study-scoping-report/)

- The CCRA is presented through a number of different reports, including the summary of Climate Change Risks for the Southwest of England Report, which summarises the most relevant findings from the UK level evidence report.
- The Flood and Water Management Act was introduced in 2010 as a response to the need to develop better resilience to climate change. The Act requires better management of flood risk, creating safeguards against rises in surface water drainage charges, and protecting water supplies for consumers. Good flood and coastal risk management is further outlined through the National Flood and Coastal Erosion Risk Management Strategy (2020).
- The Committee of Climate Change’s 2012 report entitled ‘How Local Authorities Can Reduce Emissions and Manage Climate Change Risk’ emphasises the crucial role councils have in helping the UK meet its carbon targets and preparing for the impacts of climate change. It outlines specific opportunities for reducing emissions and highlights good practice examples from Local Authorities.
- The National Design Guide (NDG) and the National Design Code address how the Government recognises “well-designed places” including opportunities for climate change measures. Notably the NDG defines what constitutes a well-designed place using ten characteristics under three themes of climate, character and community. Under the climate theme, homes and buildings should be functional, healthy and sustainable, resources should be efficient and resilient, and buildings should be made to last.
- The Cornwall Local Plan: Strategic Policies were adopted in November 2016. Objective 9(a) and 9(d) within key theme number 4 states to ‘reduce energy consumption while increasing renewable and low carbon energy production’ and to ‘increase resilience to climate change’. Furthermore, in regard to the 28 policies listed within the document, the following directly relate to Climate Change:
  - Policy 14: Renewable and low carbon energy;
  - Policy 15: Safeguarding renewable energy;
  - Policy 25: Green infrastructure; and
  - Policy 26: Flood risk management and coastal change.
- Cornwall Council has developed a Climate Emergency DPD which responds to the aspiration for Cornwall to be “net zero” in carbon emissions by 2030<sup>4</sup>, a target brought forward from the UK legal target of net zero by 2050. This DPD aims to strengthen those policies in the Local Plan that already seek to mitigate and adapt to the impacts of climate change and will provide important strategic context for this Plan. It has been approved by Cornwall Council, with modifications published for consultation in July 2022.

## Summary of current baseline

While nationally, a target has been set for the country to reach net zero in carbon emissions by 2050, in Cornwall the target has been brought forward to becoming carbon neutral<sup>28</sup> by 2030, following the Council's declaration of a climate emergency.<sup>29</sup>

---

<sup>28</sup> See <https://www.cornwall.gov.uk/environment-and-planning/climate-emergency/the-carbon-neutral-challenge/> for a useful summary of the carbon neutral challenge.

<sup>29</sup> <https://www.cornwall.gov.uk/environment-and-planning/climate-emergency/>

Cornwall Council has a Climate Change Action Plan<sup>30</sup> in place, and several projects are already being delivered to help mitigate and adapt to the changing climate. The Action Plan summarises the risks to Cornwall as follows: “*Climate change is already upon us. While there are visible impacts of this in increased flooding, wind, rain and storm intensities, there are also hidden impacts such as droughts, biosecurity with the risk of invasive species, and seasonal changes to the food chains for species. The summer of 2018 was the joint hottest ever recorded in England, and summer temperatures could increase by up to 10 degrees centigrade in parts of England if the current trajectory global warming continues. Cornwall acts as a break-weather and break-water for the south of the UK and is particularly susceptible to flood risk from intense rainfall and our coastal communities are at risk from storms and erosion.*”<sup>31</sup> The Climate Emergency DPD encourages better development, that uses less energy; Developing buildings that survive future climate change such as flood risk and that help protect the planet.<sup>32</sup>

### Greenhouse gas (GHG) emissions

CO<sub>2</sub> emissions from the built environment are monitored and recorded at Local Authority level. In relation to greenhouse gas emissions, source data from the Department of Energy and Climate Change<sup>33</sup> suggests that Cornwall has broadly similar per capita emissions in comparison to the Southwest of England and England as a whole, since 2005. Cornwall has also seen a 36.3% reduction in the percentage of total emissions per capita between 2005 and 2016, slightly lower than the reductions for the Southwest of England (36.7%) and England (37.6%).

Road transport is the largest emitter of GHG in the UK, with cars contributing 55% of UK domestic transport emissions. Cornwall has a high dependency on private vehicles, with a large proportion of the population commuting by car (see **Chapter 9** of this Scoping Report for more details). The uptake of Ultra Low Emission Vehicles (ULEVs) will contribute positively towards the reduction of road transport related emissions.

With regards to transport emissions, the uptake of Ultra Low Emission Vehicles (ULEVs) will contribute positively towards the reduction of road transport related emissions. In line with assumptions made by the Department for Transport’s ‘Road to Zero’ report (2018), it is assumed that ULEV uptake will increase rapidly in the coming decade and therefore aside from HGVs, all vehicles could be ultra-low emission (powered either by hydrogen or electricity) by 2030.

It is also noted that in 2019 Cornwall Council was a winner of the Ultra-Low Emission Taxi Infrastructure Scheme competition, which fund local authorities in obtaining low emission taxis.<sup>34</sup> This £90,000 Office of Low Emission Vehicles (OLEV) grant will support the wider use of electric and hybrid vehicles throughout the county through installing fast and rapid electric vehicle charging points, specifically for use by taxis.<sup>35</sup>

<sup>30</sup> <https://www.cornwall.gov.uk/media/40176082/climate-change-action-plan.pdf>

<sup>31</sup> Paragraph 2.1, Climate Change Action Plan, <https://www.cornwall.gov.uk/media/40176082/climate-change-action-plan.pdf>

<sup>32</sup> Emerging Climate Change DPD (2022) Preparing for Climate Change Available at: [Climate Emergency Development Plan Document \(DPD\) - Cornwall Council](#)

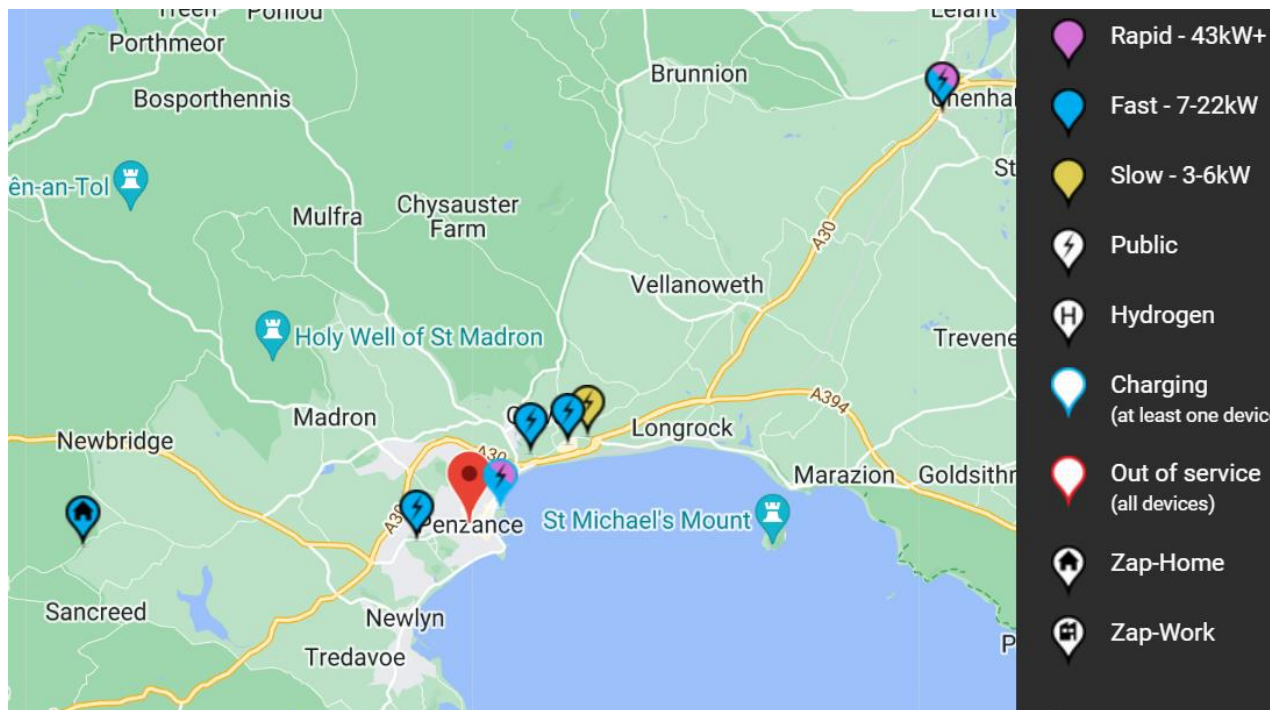
<sup>33</sup> UK Gov (2017): ‘Local Authority CO<sub>2</sub> emissions estimates 2005-2017 (kt CO<sub>2</sub>) - Full dataset’ [online] available from: <https://www.gov.uk/government/collections/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics>

<sup>34</sup> Office for Low Emission Vehicles (2019) Ultra Low Emission Taxi Infrastructure Scheme <https://www.gov.uk/government/collections/government-grants-for-low-emission-vehicles#ultra-low-emission-taxi-infrastructure-scheme>

<sup>35</sup> Penzance Council (2022) Neighbourhood Plan Available at: [PZNP Working Draft Plan - 02-08-22 - v11.11 - Clean.docx \(sharepoint.com\)](#)

As can be seen in **Figure A3.1**, the closest fast or rapid charging station in the Plan area is located along Wharf Road in the centre of Penzance. Outside the Plan area charging stations are largely confined along the A30 and A394. There is a distinct lack of charging stations to the north of the Penzance, potentially discouraging sustainable transport methods in this direction.

**Figure A3.1 EV Charging Points<sup>36</sup>**



### Renewable energy production

The Department for Business, Energy and Industrial Strategy publishes annual statistics on renewable energy generation, disaggregated by Local Authority. The most recently published data is for 2020 and shows that Cornwall has a total renewable energy installed capacity of 782 megawatts (see **Table 4.2**).

Renewable energy generation in Cornwall has experienced a growth of 53.2% between 2014 and 2020, predominately as a result of the significant increase in photo-voltaics (PV), i.e., solar panels but also as a result of onshore wind (refer to **Table A3.2**).

**Table A3.2 Renewable energy installed capacity (MW) in Cornwall (2014-2018)<sup>37</sup>**

	Photo-voltaics	Onshore Wind	Hydro	Anaerobic Digestion	Offshore Wind	Wave /Tidal	Sewage Gas	Landfill Gas	Municipal Solid	Animal Biomass	Plant biomass	Cofiring	Total
<b>2014</b>	389.4	105.2	0.7	0.2	-	-	0.5	13.5	-	-	0.8	-	<b>510.3</b>
<b>2020</b>	595.6	142.4	1.0	2.1	-	-	0.5	13.4	26.0	-	0.8	-	<b>782.0</b>

<sup>36</sup> Zap Map (2022) Charging Points in Penzance Available at: [Map of electric charging points for electric cars in UK: Zap-Map](#)

<sup>37</sup> DBEIS (2020), Regional Renewable Statistics [online] available at: [Renewable electricity by local authority 2014 to 2020\\_rev.xlsx \(live.com\)](#)

## Climate change adaptation

The outcome of research on the probable effects of climate change in the UK was released in 2018 by the UK Climate Projections (UKCP18)<sup>38</sup> team. UKCP18 gives climate information for the UK up to the end of this century and projections of future changes to the climate are provided, based on simulations from climate models. Projections are broken down to a regional level across the UK and are shown in probabilistic form, which illustrate the potential range of changes and the level of confidence in each prediction.

As highlighted by the research, the effects of climate change (under medium emissions scenarios 50th percentile and RCP6) for the southwest during the period 2020-2039 compared to the period 1981-2000 are likely to be as follows:<sup>39</sup>

- A central estimate of increase in annual mean temperatures of between 0°C and 1°C; and
- A central estimate of change in mean precipitation of 0 to +10% in winter and 0 to -10% in summer.

During the period 2040-2059 this is estimated further as:

- A central estimate of increase in annual mean temperatures of between 1°C and 2°C; and
- A central estimate of change in annual mean precipitation of 0 to +20% in winter and -10% to -20% in summer.

Resulting from these changes, a range of risks may exist for the Neighbourhood Plan area, including:

- Effects on water resources from climate change;
- Reduction in availability of groundwater for extraction;
- Adverse effect on water quality from low stream levels and turbulent stream flow after heavy rain;
- Increased risk of flooding, including increased vulnerability to 1:100 year floods;
- A need to increase the capacity of wastewater treatment plants and sewers;
- A need to upgrade flood defences;
- Soil erosion due to flash flooding;
- Loss of species that are at the edge of their southerly distribution;
- Increased demand for air-conditioning;
- Increased drought and flood related problems such as soil shrinkages and subsidence;
- Risk of road surfaces melting more frequently due to increased temperature; and
- Flooding of roads.

Cornwall is at risk from several types of flooding, including fluvial, coastal, tidal, surface water, groundwater, sewerage and drainage. As shown on the Environment

<sup>38</sup> Data released 26th November 2018 [online] available from: <https://www.metoffice.gov.uk/research/collaboration/ukcp>

<sup>39</sup> Met Office (2018): 'Land Projection Maps: Probabilistic Projections', [online map] available at: <https://www.metoffice.gov.uk/research/approach/collaboration/ukcp/land-projection-maps>

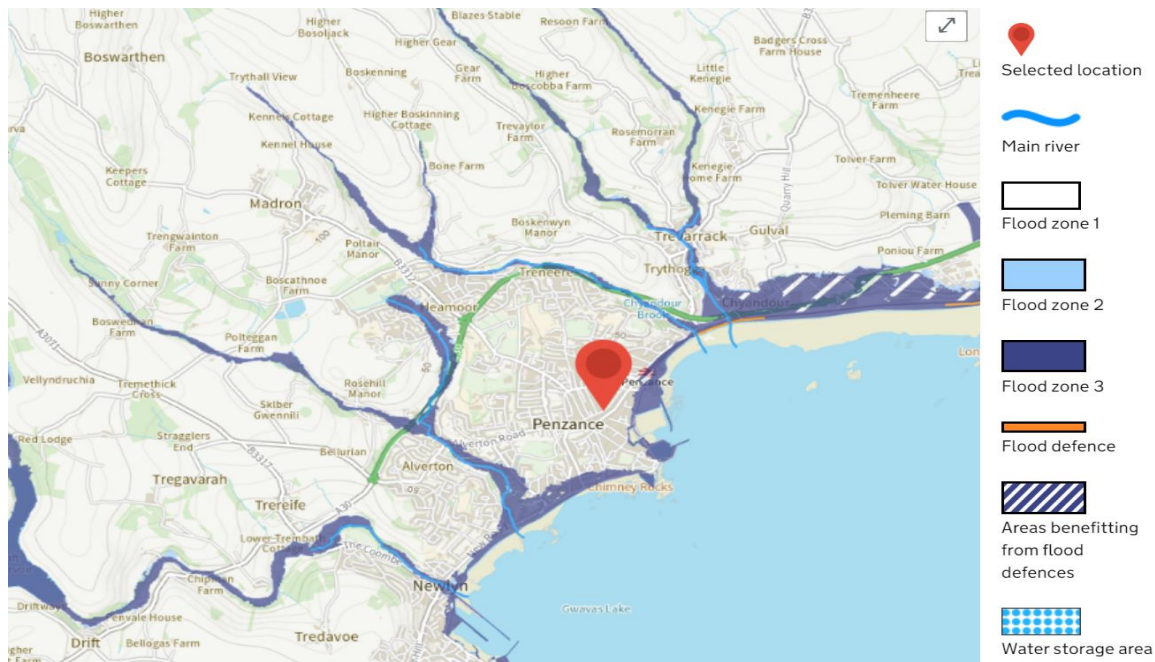


Agency’s flood map for planning<sup>40</sup>, the areas within Flood Zone 2 and Flood Zone 3 within the Plan area primarily cover those areas within proximity to the main watercourses passing through the town. This includes areas of Alverton and Newlyn, particularly along and adjacent to Gwavas Lake, Chyandour Brook and Heamoor.

**Figure A3.2** also illustrates the town’s coastal flood defences, just south of Chyandour.

Surface water flooding is less prominent, as shown in **Figure A3.3**. Much of the Parish is served by combined sewers that carry both surface water and foul water. Many of those combined sewers feed into an interceptor sewer/storage tunnel; this in turn feeds the Chyandour Pumping Station. Further flooding, particularly in relation to impacts with Mousehole being downstream of Paul have also been identified.

**Figure A3.2 Fluvial flood risk<sup>41</sup>**

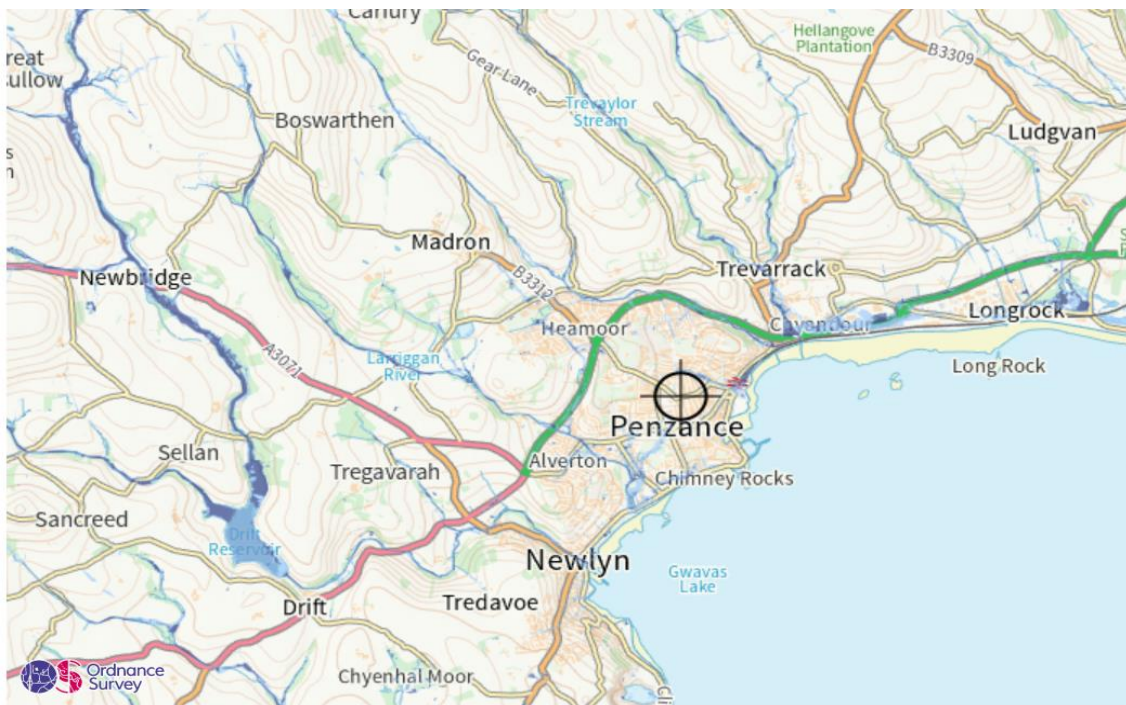


<sup>40</sup> Environment Agency (2020): ‘Flood Map for Planning’, [online] available to access via: <<https://flood-map-for-planning.service.gov.uk/>>

<sup>41</sup> Gov UK (n.d.): ‘Flood map for planning’ [online] available at: [Flood map for planning - GOV.UK \(flood-map-for-planning.service.gov.uk\)](https://flood-map-for-planning.service.gov.uk/)



**Figure A3.3 Surface Water Flooding**



Extent of flooding from surface water

● High 
 ● Medium 
 ● Low 
  Very low 
 ⊕ Location you selected

**Summary of future baseline**

In line with UK trends and national commitments, emissions are likely to continue to fall as energy efficiency measures, renewable energy take-up and new technologies, such as EVs and solar PV, become more widely adopted. In the future, new development could have the potential to increase flood risk through factors such as changing surface and ground water flows, overloading existing inputs to the drainage and wastewater networks or increasing the number of residents exposed to areas of existing flood risk.

It is further recognised that climate change has the potential to increase the occurrence of extreme weather events such as enhanced precipitation, which can increase surface water runoff. This has the potential to put residents, property and development at a high risk of flood exposure.

However, in line with the NPPF (2021) sequential testing is likely to ensure that development within areas at highest risk of flooding is largely avoided, and development is likely to deliver mitigation such as Sustainable Drainage Systems (SuDS). **Figure 4.2** also illustrates the town’s flood defences south of Chyandour, which should continue to provide some reliance against tidal and coastal flooding.

## A.4 Landscape and Townscape

### Context review

**Table A4.1** presents the most relevant documents identified in the policy review for the purposes of the Penzance Neighbourhood Plan SEA.

**Table A4.1: Plans, policies and strategies reviewed in relation to landscape**

Document title	Year of publication
<a href="#"><u>National Planning Policy Framework (NPPF)</u></a>	2021
<a href="#"><u>The 25 Year Environment Plan</u></a>	2018
<a href="#"><u>The National Design Guide</u></a>	2019
<a href="#"><u>National Model Design Code</u></a>	2021
<a href="#"><u>Cornwall Local Plan</u></a>	2016
<a href="#"><u>Penzance Town Strategy to 2030</u></a>	2019
<a href="#"><u>Cornwall AONB Draft Management Plan 2022- 2027</u></a>	2022

The key messages emerging from the review are summarised below:

- The Penzance Neighbourhood Plan should have regard for the NPPF which gives great weight to conserving and enhancing protected landscapes, as well as landscape character and scenic beauty. The scale and extent of development within these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.
- The NPPF recognises the role of green infrastructure in landscape settings, as well as the importance of designated biodiversity sites, habitats, woodland, historic features, agricultural land and cultural landscapes. The positive contribution that land remediation can make in terms of addressing despoiled, degraded, derelict, contaminated and unstable land is also recognised.
- The 25-year Environment Plan and National Design Guide complement each other with their aims for a cleaner, greener country which puts the environment first and celebrates the variety of natural landscapes and habitats. Design is focused on beautiful, enduring and successful places, which respond to local character and provide a network of high quality green open spaces.
- The Cornwall Local Plan: Strategic Policies 2010-2030 were adopted in November 2016. Objective 10(a) within key theme number 4 states to ‘respect the distinctive character of Cornwall’s diverse landscapes. Furthermore, in regard to the 28 policies listed within the document, the following directly relate to the Landscape theme:
  - Policy 23: Natural environment; and
  - Policy 25: Green infrastructure.

- The Cornwall AONB Management Plan is a shared strategy that is integral to the communities, parishes, residents, businesses, landowners and farmers, agencies, authorities, utilities, organisations and amenity groups operating within, or with an interest in, the Area of Outstanding Natural Beauty. The Management Plan sets out the vision of the Partnership for the Cornwall AONB and its management aims over the five-year plan period. It incorporates the Delivery Plan detailing the activities upon which the Partnership wants to collaborate across the plan. The aims, policies and objectives provide the overall strategic approach to the management of the Cornwall AONB.

## Summary of current baseline

### Nationally Protected Landscapes

Mousehole village in the south of the Plan area is wholly within the Cornwall Area of Outstanding Natural Beauty (AONB) and close to the edge of the Heritage Coast.<sup>42</sup> The AONB boundary is also close to the edge of Gulval in the north east of the Plan area. The southern edge of the village is defined by the polling district boundary where it meets Eastern Green and Chyandour. Ludgvan parish lies to the east and to the south-west there is a prominent ridge of farmland which provides a distinct green break between the village and Penzance town. The Penwith moors section of the Cornwall AONB is close to the village edge, with approximately 850 residents in Gulval<sup>43</sup>.

The Cornwall AONB Management Plan will be an essential source of reference and evidence during the next stages of the SEA process.

Furthermore, on the western edge of the town and immediately west of Newlyn, within the Plan area, lies an Area of Great Landscape Value (AGLV), designated in the Local Plan.

Heritage Coasts are the finest stretches of undeveloped coastline in England and Wales, with their natural beauty and enjoyment by the public giving them special claim for both protection and sensitive management. In this context, the AONB management plan will be an essential source of reference and evidence during the next stages of the SEA process of the Penwith Heritage Coast.

### National Character Areas (NCAs)

Natural England published 159 National Character Areas (NCAs) which are areas that share similar landscape characteristics, and which follow natural lines in the landscape rather than administrative boundaries, making them a good decision-making framework for the natural environment. The entirety of the Plan area falls into NCA 156 'West Penwith'.<sup>44</sup>

West Penwith NCA is a sparsely populated peninsula, ringed by high cliffs and rising to high, rocky moorland at its centre. Also known as the Land's End Peninsula, it is at the south-west extremity of England, surrounded on three sides by the pounding waters of the Atlantic Ocean and separated from the rest of Cornwall by a low-lying isthmus (land adjacent to the A30 between Hayle and Penzance). The area includes

---

<sup>42</sup> Cornwall Council (2017): 'Biodiversity and Geological Conservation', [online] Available at: <https://www.cornwall.gov.uk/environment-and-planning/biodiversity-and-geological-conservation/?page=12898>

<sup>43</sup> Based on 2011 census data.

<sup>44</sup> Natural England (2022) NCA: 156 Available at: [NE371.pdf](#)

the town of St Ives and a number of small villages which originated as fishing or mining settlements, but which are now popular tourist destinations.

Access around most of the landscape is by narrow ancient lanes bounded by granite walls. Cornwall Area of Outstanding Natural Beauty (AONB) accounts for 67 per cent of the area, with 37 per cent focused within the northern coastal area, identified as an Environmentally Sensitive Area. With over 800 ha of nationally and internationally important nature conservation sites, supported by a further 2,000 ha of high-quality UK Biodiversity Action Plan Priority Habitat, the area is a highly valued natural asset.

The NCA's Statement of Environmental Opportunity (SEO) are summarised in **Table A4.2**:

### Table A4.2 SEOs for the West Penwith NCA

---

**SEO 1:** Conserve, manage and increase understanding of the valuable and interlinked geological and cultural heritage assets including the mining legacy, recognised as part of a World Heritage Site, the distinctive granite tors, prehistoric and later settlements and ritual remains, the unique Cornish hedges and field patterns, which combined produce a unique historic and cultural landscape acknowledged as being of international importance.

---

**SEO 2:** Manage, restore, link and enhance the area's rich mosaic of rare and endangered wildlife habitats, enhancing and extending their range where appropriate, while encouraging sustainable agricultural practices which contribute to the soil quality, water quality and habitat condition, as well as the local economy.

---

**SEO 3:** Conserve the distinctive landscape and settlement character, strong sense of history, high tranquillity levels and long coastal views to the Isles of Scilly and beyond which have led to the area's designation as an Area of Outstanding Natural Beauty (AONB).

---

**SEO 4:** Sustainably manage the high visitor pressure associated with this distinctive landscape to ensure that the numerous recreation opportunities such as the Southwest Coast Path and high-quality beaches continue to be enjoyed by the local community and visitors, and develop volunteering opportunities for visitors

---

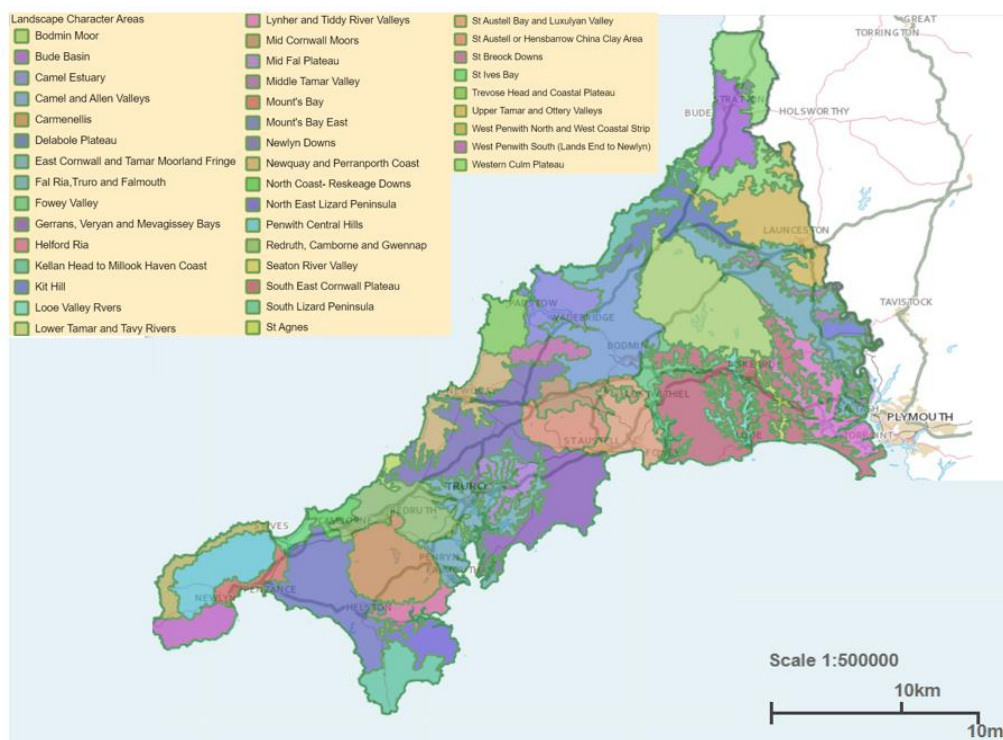
### Landscapes Character Areas

Landscape Character Areas (LCAs) are single unique areas that are the discrete geographical area of a specific landscape type. Landscape, townscape and villagescape character play an important part in understanding the relationship between people and place, identifying recognisable and distinct patterns in the landscape which make one area different from another. Landscape, townscape and villagescape character can assist in the assessment of the likely significance of effects of change resulting from development and the value of the local area, both in visual and amenity terms.



Completed in 2007, the ‘Cornwall and Isles of Scilly Landscape Character Study’<sup>45</sup> provides information about the Landscape Character Areas (LCA) within the region. The Study also provides information about the evolution of the LCAs and how they have been formed, influenced and changed over time. The results of the Study identified 40 LCAs within Cornwall. These LCAs are shown below in **Figure A4.1**.

**Figure A4.1: LCAs across Cornwall (adapted from Cornwall Council’s Interactive Map)**



The Plan area is fortunate to have a high-quality natural environment (framed by both the landscape and seascape), providing a rich rural setting within which the settlements sit. It is a key asset to those living and working in Penzance, and to those visiting, and plays a critical role for wildlife and biodiversity. The Plan area falls within LCA 04 Mounts Bay and LCA 01 West Penwith South as set out in the Cornwall and Isles of Scilly Landscape Character Assessment<sup>46</sup>.

LCA 04 Mounts Bay includes the coastal strip at Penzance and around the wide south facing Mount’s Bay and its hinterland, taking in the shallow river valley of the Hayle River, extending towards Lelant and the coast at Hayle and St Ives Bay. Mount’s Bay itself is low-lying and relatively sheltered, with some areas of dense settlement and others of unsettled open coastal wildland. The farming hinterland is dominated by intensive agriculture and horticulture with some estate woodlands and forestry.

LCA 01 consists of the southern edge of an open, gently undulating granite peninsula which rises northward from the coast towards gently rounded hills. From the sea this is a dramatic coastline of steep dark cliffs punctuated by narrow steep

<sup>45</sup> Cornwall Council (2017): ‘Landscape Character Assessment’, [online] available to access via: <https://www.cornwall.gov.uk/environment-and-planning/cornwalls-landscape/landscape-character-assessment/>

<sup>46</sup> Cornwall Council (2020) Cornwall and Isles of Scilly Landscape Character Assessment Available at: <https://www.cornwall.gov.uk/planning-and-building-control/neighbourhood-planning/preparing-a-neighbourhood-plan/local-landscape-character-assessment/>

valleys, with patches of coastal vegetation but few settlements. These deep, steep-sided narrow incised clefts in the cliffs are locally called 'zawns'.<sup>47</sup>

### Local Landscape and Townscape Features

A crucial element of the Plan area's natural environment are the short, fast-flowing watercourses that descend from the Penwith Moors to Mount's Bay: the Newlyn Coombe River, the Lariggan River, the Chyandour Brook and the Ponsandane Brook/Trevaylor Stream. Each of these watercourses passes through built-up areas enroute to the sea, but each has retained its vital role as a natural green corridor linking moors, woodlands, fields and streams.

This is reflected in the wide variety of wildlife observed along these corridors. Each valley brings a wedge of countryside into the heart of the developed coastal strip, stretching right down to the coast. The recent DEFRA/EU funded Long Rock Coastal Improvement scheme has installed fish and eel passes on the Chyandour and Trevaylor watercourses, helping to boost the blue/green biodiversity of Heamoor and Gulval.

The Gulval Village Plan identifies the qualities which should be protected and key issues to be addressed, with objectives focusing on: Distinctiveness and Identity of the village against the much larger town of Penzance.<sup>48</sup> This objective applies equally to the other villages within the Plan area.

There is an abundance of mature trees, and many of the lanes connecting the settlements within the Plan area retain their characteristic "tree tunnels".<sup>49</sup> Much of the rural part of the Parish is anciently enclosed land with an essentially medieval pattern, retaining boundaries from that period in the form of Cornish hedges – which are not only a distinctive feature of the local landscape but also a haven for biodiversity.

Cornish hedges are Cornwall's premier landscape character feature and are important for many reasons including, biodiversity, flood alleviation, and historic continuity as illustrated in the Cornwall Planning for Biodiversity Guide.

### Locally Significant Views

Penzance is quite a hilly town with an elevation that varies from 0 metres above sea along the coastline, to over 70 metres above sea level at the highest parts of the urban area. Steep slopes are evident on either side of the B3317 and along the coastline south of Newlyn, with built-up areas situated at over 100 metres above sea level.

With reference to Gulval in the north of the Plan area, the village is characterised by a distinctive style of terraces and community buildings, the Churchtown Conservation Area, and footpaths linking the village to countryside and the coast path; it benefits from good views from within the village to the sea and across farmland. Similarly, the village of Paul hosts unique views of St Paul's Church, Mount's Bay and the coast.<sup>50</sup>

---

<sup>47</sup> Cornwall Council (2022) LCA Available at: [Character Area \(cornwall.gov.uk\)](https://www.cornwall.gov.uk/character-area)

<sup>48</sup> Ibid

<sup>49</sup> Cornwall Council, Cornwall & Isles of Scilly Local Nature Partnership (2015) Cornwall's Environmental Growth Strategy 2015-2065 Available at: [Environmental growth strategy \(cornwall.gov.uk\)](https://www.cornwall.gov.uk/environmental-growth-strategy)

<sup>50</sup> Cornwall Council, Cornwall & Isles of Scilly Local Nature Partnership (2015) Cornwall's Environmental Growth Strategy 2015-2065 [http://www.cornwall.gov.uk/media/24212257/environmental-growth-strategy\\_jan17\\_proof.pdf](http://www.cornwall.gov.uk/media/24212257/environmental-growth-strategy_jan17_proof.pdf)



## Figure A4.2 Locally Significant Views (Gulval)



West Penwith has recently been officially designated as an International Dark Sky Park<sup>51</sup>. Although only a small part of the Plan area (Mousehole and its immediate environs) lies within the AONB, development anywhere has the potential to impair the designation of the International Dark Sky Park<sup>52</sup>.

Levels of light pollution are already significant in parts of the Plan area, and the impact of lighting in new developments is an important consideration for both local residents, and for the protection of nocturnal wildlife and the night sky.<sup>53</sup>

<sup>51</sup> BBC (2022) Cornwall available at: <https://www.bbc.co.uk/news/uk-england-cornwall-59563129>

<sup>52</sup> See <https://www.cornwall.gov.uk/council-news/environment-culture-and-planning/dark-skies-above-west-penwith-officially-recognised-with-prestigious-international-dark-sky-park-designation/> This initiative will also boost the role of Penzance as a high-end visitor destination. Also see the CPRE dark skies project – <https://www.nightblight.cpre.org.uk/> for further evidence of dark skies locations. Other research, including that produced by the South Downs National Park is also useful for proposers of development as a reference point when considering how best to comply with policy BE3 (see <https://www.southdowns.gov.uk/wp-content/uploads/2021/08/Towards-A-Dark-Sky-Standard-V1.1.pdf>).

<sup>53</sup> Paragraph 185c, NPPF.

## Figure A4.3 Locally Significant Views (Polmennor)



### Summary of future baseline

New development in the Plan area has the potential to lead to incremental changes in landscape quality in and around the parish. In the absence of the Neighbourhood Plan more speculative development may come forward within the open countryside or countryside setting, which could place increased pressure on the local landscape. This may negatively impact upon the landscape features which contribute to the distinctive character, in particular the special qualities and setting of the AONB.

Although, significant proposals for new development are not likely to come forward through the Neighbourhood Plan (since the housing targets have been met), it is important to consider speculative applications which might come forward during the plan period particularly in relation to the sensitivity of the Plan area's wider Landscape.

Furthermore, locally distinctive landscape features, characteristics and special qualities can be protected, managed and enhanced through the Neighbourhood Plan. New development that is appropriately designed/ master-planned, and landscape-led, has the potential to support the area's inherent landscape character and quality. This may, for example, include regeneration and brownfield development that improves the town setting, delivering green infrastructure improvements and/ or new recreational opportunities and enhanced framing of key views such as those towards the Cornwall coast.

Undeveloped areas between settlements, and adjacent to their edges, are key to maintaining their separate identity and individual settings and character.

## A.5 Historic Environment

### Context review

**Table A5.1** presents the most relevant documents identified in the policy review for the purposes of the Penzance Neighbourhood Plan SEA.

#### **Table A5.1 Plans, policies and strategies reviewed in relation to the historic environment.**

Document title	Year of publication
<a href="#"><u>National Planning Policy Framework (NPPF)</u></a>	2021
<a href="#"><u>The 25 Year Environment Plan</u></a>	2018
<a href="#"><u>The National Design Guide</u></a>	2019
<a href="#"><u>National Model Design Code</u></a>	2021
<a href="#"><u>Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management</u></a>	2019
<a href="#"><u>Historic England Advice Note 3: The Setting of Heritage Assets</u></a>	2017
<a href="#"><u>Historic England Advice Note 8: Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA)</u></a>	2016
<a href="#"><u>Historic England: Heritage and Climate Change 2022</u></a>	2022
<a href="#"><u>Cornwall Local Plan</u></a>	2016
<a href="#"><u>Penzance Conservation Area Appraisal</u></a>	2010
<a href="#"><u>Newlyn Conservation Area Statement</u></a>	2020

The key messages emerging from the review are summarised below:

- The key high-level principles for the conservation and enhancement of the historic environment are as follows:
  - The historic environment is a shared resource
  - Everyone should be able to participate in sustaining the historic environment
  - Understanding the significance of places is vital
  - Significant places should be managed to sustain their values
  - Decisions about change must be reasonable, transparent, and consistent
  - Documenting and learning from decisions is essential.

- The significance of places is the key element which underpins the conservation and enhancement of the historic environment. Significance is a collective term for the sum of all the heritage values attached to a place, be it a building an archaeological site or a larger historic area such as a whole village or landscape
- The Penzance Neighbourhood Plan should have regard for the NPPF, which ultimately seeks to conserve and enhance historic environment assets in a manner appropriate to their significance. The NPPF seeks planning policies and decisions which are sympathetic to local character and history without preventing or discouraging appropriate innovation of change. The NPPF supports the use of area-based character assessments, design guides and codes and masterplans to help ensure that land is used efficiently while also creating beautiful and sustainable places.
- As set out in the NPPF, it should be ensured that the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code. Design Codes can set out a necessary level of detail in sensitive locations, for example, with heritage considerations, and they can set out specific ways to maintain local character.
- Planning Practice Guidance expands on the NPPF recognising the proactive rather than passive nature of conservation.
- The role of the historic environment, as part of healthy and thriving ecosystems, landscapes and cultural values, including settlement identity, is reiterated through the key messages of the 25 Year Environment Plan and National Design Guide.
- Historic England's Advice Notes provide further guidance in relation to the conservation and enhancement of the historic environment. Of particular relevance for the Penzance Neighbourhood Plan is the emphasis on the importance of:
  - Understanding the different types of special architectural and historic interest which underpin designations, as well as how settings and/ or views contribute to the significance of heritage assets;
  - Recognising the value of implementing controls through neighbourhood plans, conservation area appraisals and management plans; and
  - Appropriate evidence gathering, including clearly identifying those issues that threaten an area or assets character or appearance and that merit the introduction of management measures.
- The Cornwall Local Plan: Strategic Policies 2010-2030 were adopted in November 2016. Objective 10(a) within key theme number 4 states to 'respect the distinctive character of Cornwall's diverse landscapes. Furthermore, in regard to the 28 policies listed within the document, Policy 24 'Historic Environment' directly relates to the Historic Environment theme.
- The Penzance Conservation Area Character Appraisal aims to define the qualities that make Penzance's conservation area special. This involves understanding the history and development of the town and analysing its current appearance and character – including describing significant features in the landscape and identifying important buildings and spaces. Whilst there is no national prescribed format which determines scope and content of character



appraisals because areas vary so greatly, the structure of the appraisal is based on the criteria suggested in English Heritage's guidance on Conservation Area Appraisals published in 2006.

- The Penzance Neighbourhood Plan should have regard for the Newlyn Conservation Area Statement which analyses and defines the qualities that make Newlyn's conservation area unique.

## Summary of current baseline

### Origins of Penzance

The earliest evidence of settlement in Penzance is from the Bronze Age. A number of bronze implements such as a palstave, a spear-head, a knife, and pins, along with much pottery and large quantities of charcoal were discovered when building a new housing estate, at Tredarvah, to the west of the town. The first mention of the name 'Pensans' is in the Assize Roll of 1284, and the first mention of the actual church that gave Penzance its name is in a manuscript written by William Borlase in 1750.<sup>54</sup>

Local Celtic culture has been sustained by the Gorsedh and Old Cornwall societies and, in recent decades, with the revival of the solstice festivals of Montol in winter and Golowan in summer, and the annual St Piran's Day parade through the town.

Mousehole village (in the south of the Plan area) has a rich heritage with fishing at its core and a growing cultural and artistic sector built from the village's character, land and seascape, its community and history.

### Designated Heritage Assets

The significant wealth created in particular from mining and marine activities means that the Plan area exhibits numerous buildings of heritage and architectural importance, with a vast number of listed buildings, scheduled monuments and historic streetscapes. The Plan area is home to 404 listed buildings.<sup>55</sup> Of these, there are three Grade I listed buildings in the Plan area which are as follows:

- The Grade I listed Market Building (at Market Place) is a large building of granite ashlar. It is crowned by a lead-covered dome and octagonal lantern, the drum with alternating twin Tuscan columns and semi-circular headed windows, and entablature with heavy cornice.<sup>56</sup>
- The Grade I listed Egyptian House (6 And 7, Chapel Street) is an early C19 stucco Egyptian extravagance consisting of three storeys, three windows, half round corded pilasters, windows and glazing bars, with lotus bud columns flanking entrance.<sup>57</sup>
- The final Grade I listed building (the Church Of Pol De Leon), is in the Village of Paul to the south of the Plan area. According to its official list entry, it consists of the 15th century tower, porch, parts of nave arcade. The body of the church is long and low, in contrast with the finely proportioned three-stage tower of granite blocks.

Also worth of note is the Grade II\* listed heritage harbour (old quay), which forms a key component of Newlyn's rich history and identity. There is local support through

<sup>54</sup> Gover, J. (1974) "Unpublished typescript on Cornish Place Names, RIC 614".

<sup>55</sup> Gateway (2022) Designated assets available at: <https://www.heritagegateway.org.uk/gateway/>

<sup>56</sup> Historic England (2022) Listed buildings Available at: [MARKET BUILDING, Penzance - 1221062 | Historic England](#)

<sup>57</sup> ibid

the Newlyn Fish Trust for the quay to be enhanced as part of the Newlyn Fish Centre<sup>58</sup>.

The Ancient Monuments and Archaeological Areas Act (1979)<sup>59</sup> allows the investigation, presentation and recording of matters of archaeological or historical interest and makes provision for the regulation of operations or activities which may affect ancient monuments and archaeological areas. Scheduled monuments are nationally designated sites which are protected under the Act. In this regard, there are three Scheduled monuments in the Plan area, as illustrated in **Figure 6.1**, below. This includes but is not limited to, Wayside cross in Newlyn churchyard (south of the church) in Newlyn, and the Early Christian memorial stone beside Bleu Bridge in Trevarrack (a village to the north of the Plan area).<sup>60</sup>

The National Heritage List for England (referenced above) will be an essential source of reference during the next stages of the SEA process.

Historic England's 'Register of Parks and Gardens of Special Historic Interest in England', established in 1983, currently identifies over 1,600 sites assessed to be of significance. Morrab Gardens Grade II historic parks and gardens is also located in the centre of the Plan area. This is a late C19 public park laid out to the designs of Reginald Upcher and developed as a sub-tropical garden in the late C19 and early C20.

## Conservation Areas

Conservation areas are designated because of their special architectural and historic interest. Conservation area appraisals are a tool to demonstrate the area's special interest, explaining the reasons for designation and providing a greater understanding and articulation of its character - mentioned within the 'Conservation Area Designation, Appraisal and Management' advice note by Historic England<sup>61</sup>.

The significant areas of Penzance town, Newlyn, Mousehole, Paul and Gulval are already designated as Conservation Areas, as illustrated in **Figure 6.1**.<sup>62</sup> There are conservation appraisals for Penzance conservation area (refer to **Table 6.1**) and a Conservation Area Statement<sup>63</sup> for the Newlyn Conservation Area which will play a key role in informing the neighbourhood plan.

Conservation appraisals do not currently exist for the villages of Mousehole, Gulval and Paul,<sup>64</sup> however, Mousehole is afforded some protection under the National Heritage Protection Plan: which mentions Mousehole conservation area under policy 4A3 Cornish ports and harbours; assessing heritage significance, threats, protection and opportunities (4A3.204).<sup>65</sup>

---

<sup>58</sup> Newlyn Trust (2020) Listed Buildings Available at: <https://newlynfishtrust.org.uk/former-ice-works-newlyn/>

<sup>59</sup> Ancient Monuments and Archaeological Act (1979) [online] available at: <https://www.legislation.gov.uk/ukpga/1979/46>

<sup>60</sup> Historic England (2022) National Heritage List for England Available at: [Search the List: Map Search | Historic England](https://www.historicengland.org.uk/images-books/publications/conservation-area-designation-appraisal-management-advice-note-1/)

<sup>61</sup> Historic England (2016): 'Conservation Area Designation, Appraisal and Management Advice Note 1', [online] available to access via: <https://www.historicengland.org.uk/images-books/publications/conservation-area-designation-appraisal-management-advice-note-1/>

<sup>62</sup> Cornwall Council (2022) Conservation areas available at: <https://www.cornwall.gov.uk/environment-and-planning/conservation/conservation-areas/> for further details.

<sup>63</sup> Cornwall Council (2020) Newlyn CA Available at [Newlyn CA Statement.pdf \(cornwall.gov.uk\)](https://www.cornwall.gov.uk/images-books/publications/newlyn-ca-statement/)

<sup>64</sup> Cornwall Council (2022) Conservation Areas available at: [Appraisals and Surveys - Cornwall Council](https://www.cornwall.gov.uk/images-books/publications/conservation-areas/)

<sup>65</sup> English Heritage (2020) Ports and Harbours Available at: [Microsoft Word - 6306 Cornish Ports and Harbours BRIEF.doc \(museuminsider.co.uk\)](https://www.english-heritage.org.uk/publications/ports-and-harbours-brief/)



## Non-designated Heritage Assets

It should be noted that not all the Plan area's historic environment features are subject to statutory designations, and non-designated features comprise a large part of what people have contact with as part of daily life – whether at home, work or leisure. Although not designated, many buildings and areas are of historic interest and are important to local communities.

For example, open spaces and key distinctive buildings in the area are likely to be of value. The Cornwall and Isles of Scilly Historic Environment Record (HER)<sup>66</sup> identifies 796 heritage assets which lie either wholly or partially within the Plan area, which are depicted in **Figure A5.2**.

As the figure shows, the Plan area has a rich historic environment, with designated and non-designated assets and areas covering most of the Plan area.

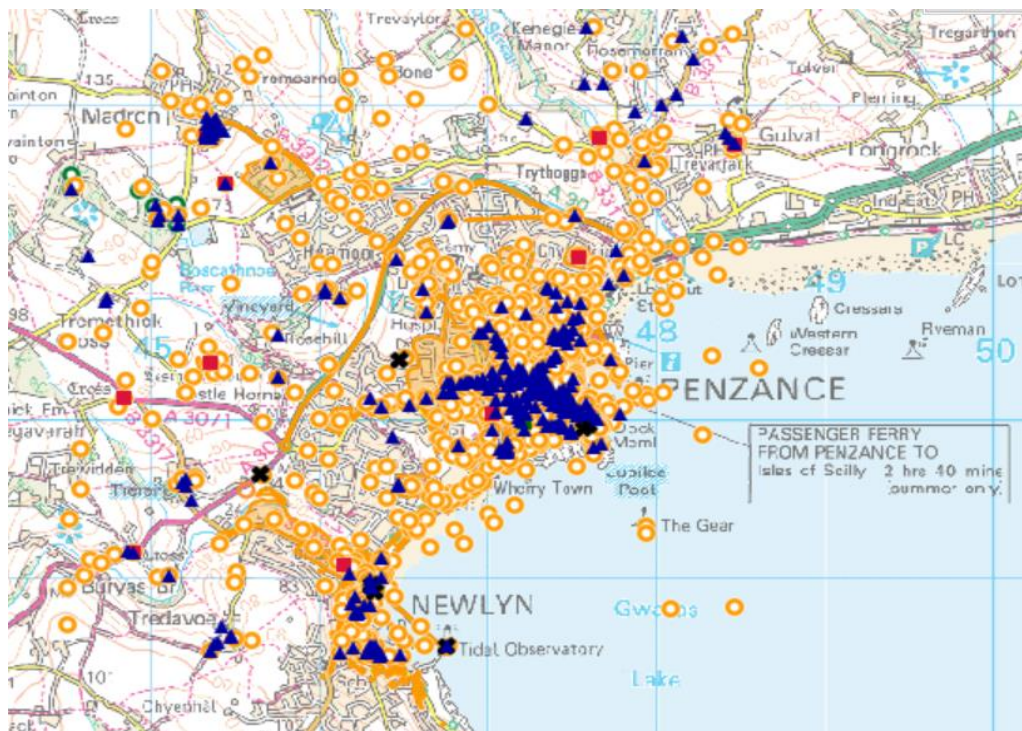
Since 2008, Historic England has released the listed buildings, scheduled monuments, historic parks and gardens, registered battlefields, etc., deemed to be 'at risk'. In this regard three designated assets within the Plan area known to be 'at risk'.<sup>67</sup> These are, Trinity Methodist Chapel (Chywoone Hill, Newlyn), Market Building (Market Place), and Lescudjack Castle (to the north of the Plan area).

---

<sup>66</sup> Heritage Gateway (2022) Cornwall Historic Environment Record available at: [HeritageGateway - Historic Environment Records](#)

<sup>67</sup> Historic England (2022) Risk Register Available at: [Heritage at Risk 2021 \(arcgis.com\)](#)

**Figure A5.2 Cornwall HER entries within and around the Plan area**



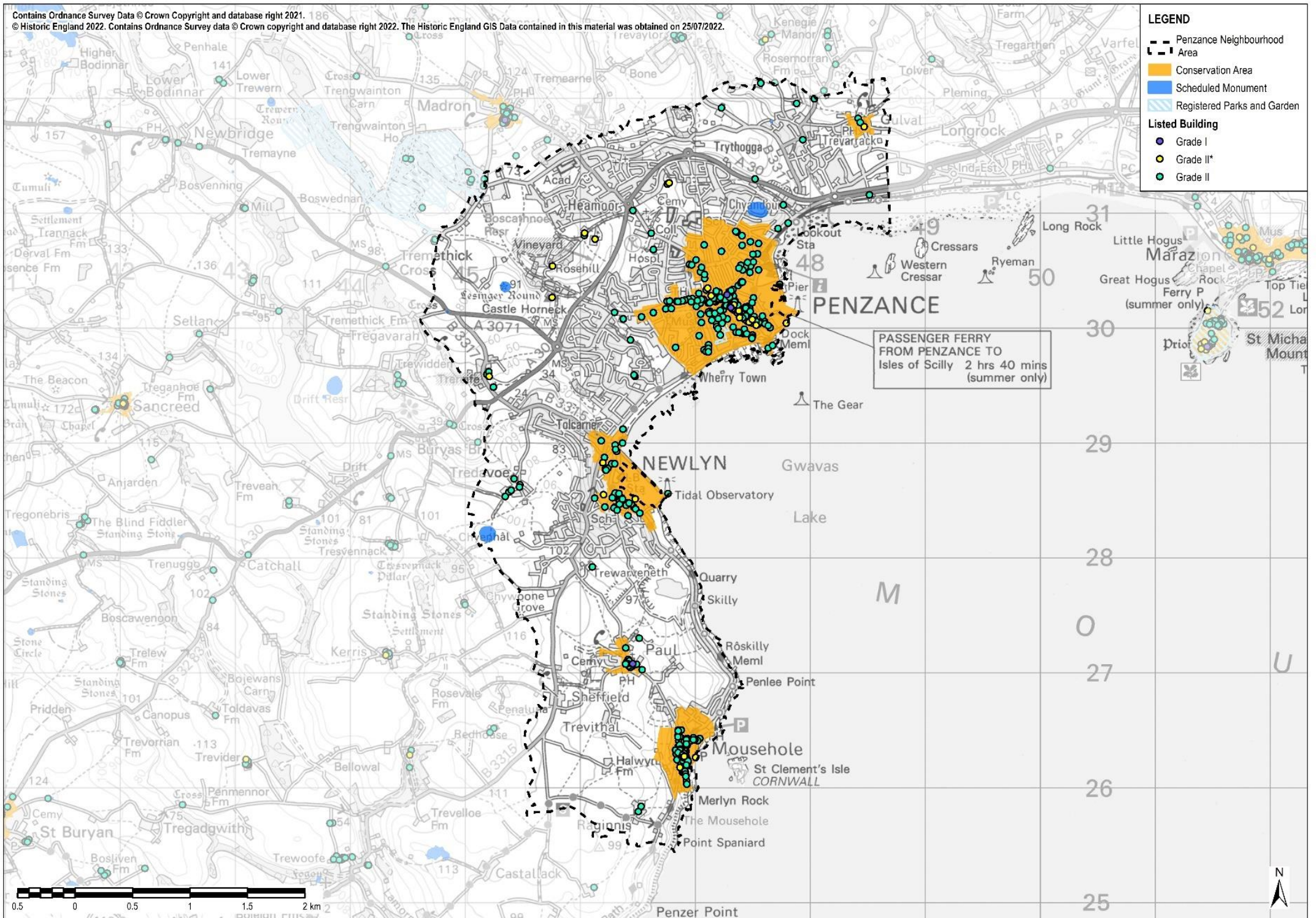
- |   |   |
|---|---|
| ▲ Listed Building (NHLE)                      | ■ Scheduled Monument (centre point)           |
| ■ EH PastScape                                | ■ Registered Park/Garden (centre point)       |
| ○ Local HER record points                     | ■ Registered Battlefield (centre point)       |
| ▲ Local HER record polygons                   | ■ Protected Wreck Site (centre point)         |
| ○ National Trust HBSMR                        | ■ World Heritage Site                         |
| ■ Building Preservation Notice                | ■ Certificate of Immunity                     |
| ◆ Designation Decision Records De-listed      | ✱ Designation Decision Records Non-designated |
| ● Parks and Gardens (Non Statutory Data)      | ■ Expired Certificate Of Immunity             |
| ✚ Church Heritage Record (Non Statutory Data) | ✚ NMR Excavation Index                        |

**Summary of future baseline**

Whilst designated assets, and non-designated assets will continue to be afforded protection under the provisions of the NPPF and adopted Cornwall Local Plan, it is recognised that future development within the Plan area has the potential to negatively affect historic character and settings, detract from historic settlement qualities and disrupt valued viewpoints; being susceptible to insensitive design and layout in new development.

However, planning for future growth through the Penzance Neighbourhood Plan will support the minimisation of impacts. There is also the potential for future development to provide beneficial enhancement of designated and non-designated heritage assets and/or their settings within the Plan area. This may include through public realm and access improvements, or opportunities to better reveal the significance of an asset, to increase enjoyment of the historic environment.





## A.6 Land, Soil, and Water Resources

### Context review

**Table A6.1** presents the most relevant documents identified in the policy review for the purposes of the Penzance Neighbourhood Plan SEA.

### Table A6.1: Plans, policies and strategies reviewed in relation to land, soil and water resources

Document title	Year of publication
<a href="#">National Planning Policy Framework (NPPF)</a>	2021
<a href="#">The 25 Year Environment Plan</a>	2018
<a href="#">Safeguarding our Soils: A strategy for England</a>	2009
<a href="#">Future Water: The government's water strategy for England</a>	2011
<a href="#">Water for Life</a>	2011
<a href="#">The National Waste Management Plan</a>	2013
<a href="#">Cornwall Local Plan</a>	2016
<a href="#">Cornwall Minerals Safeguarding DPD</a>	2018

The key messages emerging from the review are summarised below:

- The Penzance Neighbourhood Plan should have regard to the NPPF, which seeks to protect high quality soil resources, and improve the water environment; recognising the wider benefits of natural capital and derived from ecosystem services. Furthermore, the NPPF recognises the need to take account of the long-term implications of climate change and build resilience in this respect. The NPPF encourages efficient land use, utilising brownfield land opportunities and land remediation schemes where appropriate and delivering environmental gains.
- The 25-year Environment Plan presents a focus for environmental improvement in the next couple decades, with aims to achieve clean air, clean and plentiful water, and reduced risk from environmental hazards. This includes measures to improve soil quality, restore and protect peatlands, use water more sustainably, reduce pollution, maximise resource efficiency and minimise environmental impacts. This leads on from and supports the soil strategy for England (Safeguarding our soils) which seeks to ensure that all England's soils will be managed sustainably, and degradation threats tackled successfully by 2030, as well as the national water strategies which seek to secure sustainable and resilient water resources and improve the quality of waterbodies, and the national waste plan which seeks to identify measures being taken to move towards a zero waste economy.
- The *Cornwall Local Plan: Strategic Policies* were adopted in November 2016. Objective 9(b) within key theme number 4 states to 'make the best use of our resources by maximising the use of previously used land'. Furthermore, in

regard to the 28 policies listed within the document, the following directly relate to Land, Soil and Water Resources.

- Policy 17: Minerals – general principles;
  - Policy 18: Minerals safeguarding;
  - Policy 19: Strategic waste management principles;
  - Policy 20: Managing the provision of waste management facilities;
  - Policy 21: Best use of land and existing buildings
  - Policy 26: Flood risk management and coastal change.
- Cornwall's Minerals Safeguarding DPD (2018) safeguards mineral resources and infrastructure for further use, expanding on the Strategic Policies. Key aspects that the DPD covers safeguarding china clay, aggregates, building stone and metals; and mineral infrastructure.

## Summary of current baseline

### Soil resources

The Agricultural Land Classification (ALC) classifies land into six grades (plus 'non-agricultural' and 'urban'), where Grades 1 to 3a are recognised as being the 'best and most versatile' land (BMV) and Grades 3b to 5 are of poorer quality.

The majority of southern half of the Plan area is mostly underlain by Grade 3 land (good to moderate). The northern section of the Plan area is mostly underlain by areas of very good quality land (Grade 1 and Grade 2).

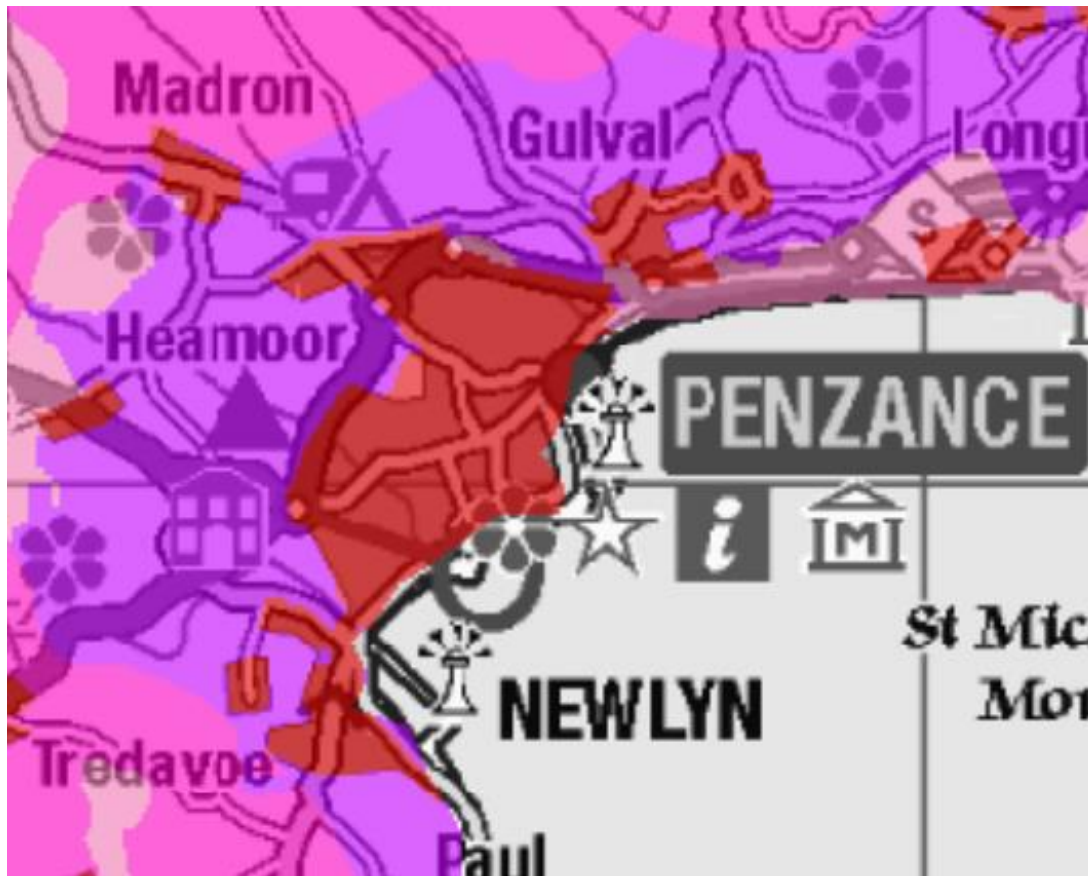
While less accurate, the 2017 predictive Land Classification Assessment for the Southwest region indicates that outside of the 'urban' settlement core, parts of the Plan area have a high or moderate likelihood of containing BMV land (>60%) (**Figure A6.1**).<sup>68</sup>

---

<sup>68</sup> Natural England (2017): 'Likelihood of Best and Most Versatile Agricultural Land' Available at: [South West BMV \(1\).pdf](#)



**Figure A6.1 Land Classification Assessment – Penzance**



### Mineral resources

Mineral resources are defined as natural concentrations of minerals or, in the case of aggregates, bodies of rock that are, or may become, of potential economic interest due to their inherent properties. They make an essential contribution to the country's prosperity and quality of life.

Since minerals are a non-renewable resource, minerals safeguarding is the process of ensuring that non-minerals development does not needlessly prevent the future extraction of mineral resources, of local and national importance.<sup>69</sup> In this respect, sections of land within the Plan area (namely around the village of Paul) overlap with an aggregate MSA, as shown on Cornwall's Online Interactive Map. There is also an unnamed Igneous Intrusion, carboniferous to Permian felsic rock to the north of the Plan area.

Consultation with Cornwall Council may be required to determine whether there are likely to be any significant impacts to mineral resources within the Penzance

<sup>69</sup> GOV.UK (2014): 'Minerals Guidance', [online] available to access via: <https://www.gov.uk/guidance/minerals> the aggregate MSAs are represented by the grey hatched areas on the figure

Neighbourhood Plan associated with any new development proposals which may come forward.

### Water resources and quality

The Plan area is located within the Cornwall West and the Fal Management Catchment. There are 5 operational catchments in this management catchment. With respect to water resources, the Trevaylor Stream Water Body is located to the north of Plan area, and the Newlyn River Water Body is located to the south of the Plan area. Both water bodies exhibit a 'Good' ecological status, according to the Environment Agency's Catchment Data Explorer and the most recently completed water quality assessments undertaken in 2019.<sup>70</sup> Additional water resources located within and within proximity to the Plan area include small ponds and drainage ditches alongside field margins and Penzance's strategic location along the coast provides additional resources.

The majority of Penzance lies within the Penzance Critical Drainage Area (CDA), and the four principal watercourses stemming from the two water bodies mentioned above (Chyandour Brook, Ponsandane Brook, Lariggan River and Newlyn Coombe) are susceptible to flooding.

The Nitrates Directive (91/676/EEC) requires Member States to identify areas where groundwater have nitrate concentrations of more than 50 mg/l nitrate or are thought to be at risk of nitrate contamination. Areas associated with such groundwater are designated as Nitrate Vulnerable Zones (NVZs) within which, Member States are required to establish Action Programmes to reduce and prevent further nitrate contamination. In this regard, the south of the Plan area is located within the Penzance NVZ for groundwater.

### Summary of future baseline

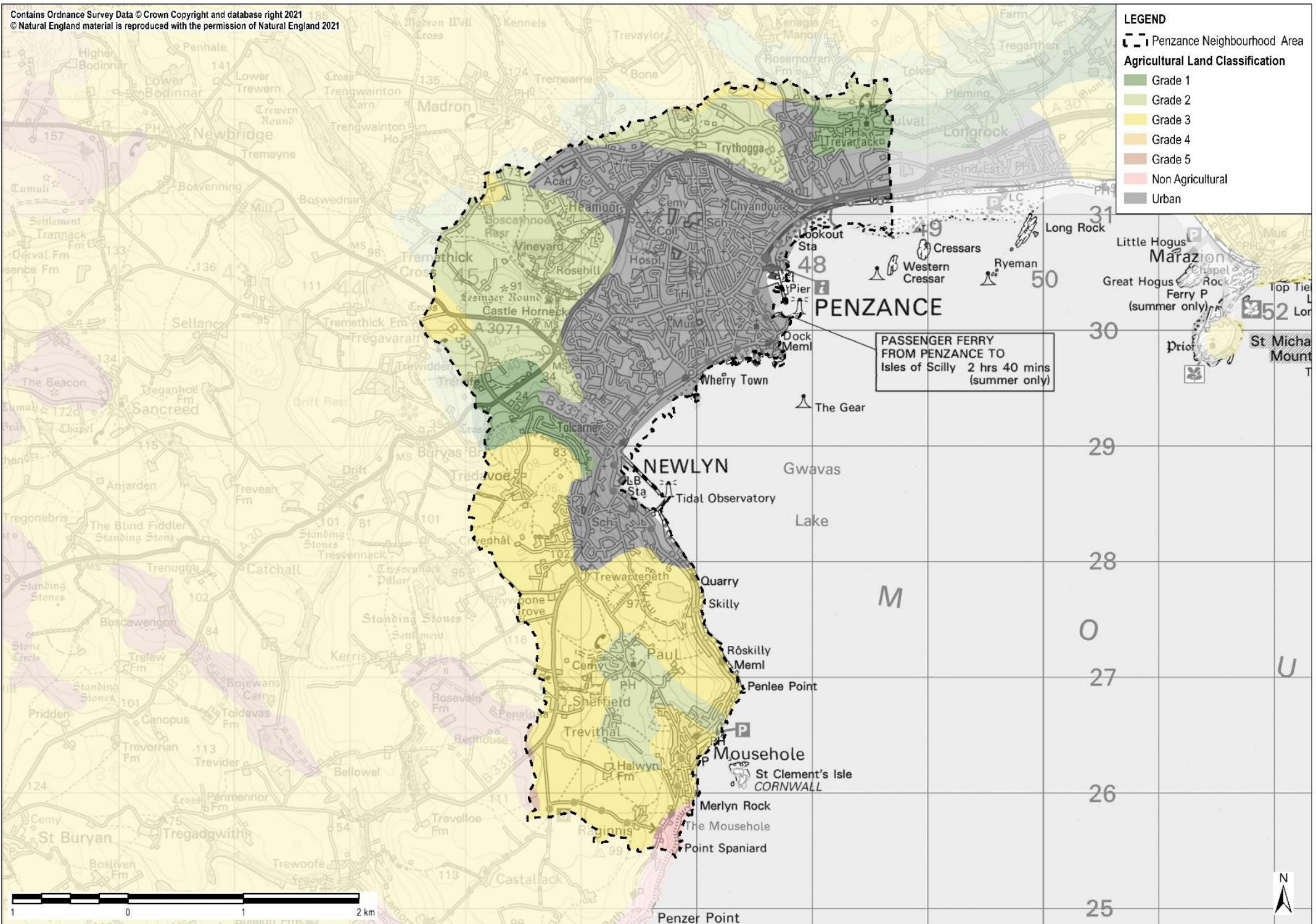
New development within the Plan area has the potential to lead to the loss of BMV agricultural land. However, it is unlikely that new development within the parish would have an impact on the wider area's NVZ designation given the strategic scale of the overall NVZs. Additionally, a large source of detriment to NVZ comes from agricultural use, which is not anticipated to be brought forward through the Penzance Neighbourhood Plan.

Future development has the potential to affect water quality through diffuse pollution, wastewater discharges, water run-off, and modification. However, water companies are likely to maintain adequate water supply and wastewater management over the plan period, and the requirements of the Water Framework Directive are likely to lead to continued improvements to water quality within the Plan area and wider area.

---

<sup>70</sup> Environment Agency (2020): 'Catchment Data Explorer – Portreath Stream Overview', [online] available to access via: [Cornwall West and the Fal Management Catchment | Catchment Data Explorer](#)





**LEGEND**

- Penzance Neighbourhood Area
- Agricultural Land Classification**
- Grade 1
- Grade 2
- Grade 3
- Grade 4
- Grade 5
- Non Agricultural
- Urban

PASSENGER FERRY  
 FROM PENZANCE TO  
 Isles of Scilly 2 hrs 40 mins  
 (summer only)

## A.7 Community Wellbeing

### Context review

**Table A7.1** presents the most relevant documents identified in the policy review for the purposes of the Penzance Neighbourhood Plan SEA.

### Table A7.1 Plans, policies and strategies reviewed in relation to community wellbeing

Document title	Year of publication
<a href="#">National Planning Policy Framework (NPPF)</a>	2021
<a href="#">The 25 Year Environment Plan</a>	2018
<a href="#">Healthy and safe communities - Planning practice guidance</a>	2019
<a href="#">Health Equity in England: The Marmot Review 10 Years On</a>	2020
<a href="#">Planning for Sport Guidance</a>	2019
<a href="#">Cornwall Local Plan</a>	2016
<a href="#">Public Health England Spatial Planning for Health</a>	2017
<a href="#">Public Health England: 'Healthy High Streets</a>	2018

The key messages emerging from the review are summarised below:

- The Penzance Neighbourhood Plan will need to have regard for the principles set out in the NPPF, which seek to retain and enhance access to community services and facilities such as educational facilities and open spaces. The NPPF recognises the benefits of having a range of local provision to support community needs. In addition, the NPPF recognises the benefits of creating cohesive communities in safe environments where the fear of crime (and crime itself) does not undermine resident quality of life. This contributes to ensuring settlement and community identities are protected.
- The NPPF recognises the role of development plans in helping to deliver access to high quality open spaces and opportunities for sport and physical activity, therefore contributing to the health and wellbeing of communities. The health benefits of access to nature, green spaces and green infrastructure are further reiterated in the 25-year Environment Plan.
- The 2020 Health Equity in England Report identifies a health gap between less deprived and more deprived areas, which has grown in the last decade. This means an increased amount of people can expect to spend more of their lives in poor health with a stalled, or even declined, life expectancy.
- The Planning for Sport Guidance seeks to help the planning system provide formal and informal opportunities for everyone to take part in sport and be physically active, setting out twelve principles.
- The Cornwall Local Plan: Strategic Policies were adopted in November 2016. All of the six objectives within key themes 1 and 2 directly relate to population and

communities. Furthermore, in regard to the 28 policies listed within the document, the following are relevant to this SEA theme:

- Policy 3: Role and function of places;
  - Policy 4: Shopping, services and community facilities;
  - Policy 5: Business and tourism; and
  - Policy 27: Transport and accessibility.
- Public Health England (PHE) has a key role in shaping health policy and practice across the country. In 2017 the organisation published ‘Spatial Planning for Health: An evidence resource for planning and designing healthier places.’<sup>71</sup> The review provides guidance on the role of the built and natural environment in shaping health impacts. The review also explores the impacts of neighbourhood design, provision of housing, transport and the natural environment on public health. Additionally, in 2018 PHE produced a ‘Healthy High Streets’<sup>72</sup> briefing which highlights how health inequalities can be addressed in the design of the built environment.

### Summary of current baseline

Penzance town is the gateway to West Penwith and the area’s hub for retail, services, healthcare, and education as well as being an important regional transport centre, linking with road, rail and bus networks and the ferry to Isles of Scilly. Employment is focused on retail, business services, creative industries, the public sector, and tourism.

The main concentrations of housing and employment development is within Penzance town, where more than half of the population live. The rest of the population is distributed across the parish in other settlements, including (but not limited to) the distinct communities of Newlyn, Paul, Mousehole, Gulval, Tredavoe, and Heamoor.<sup>73</sup>

### Population and age structure

**Table A7.2: Population change between 2001 and 2011<sup>74</sup>**

Date	Penzance	Cornwall	South West England	England
<b>2011</b>	20,045	532,273	5,288,935	53,012,456
<b>2019 mid-year estimate</b>	20,864	568,210	5,624,696	56,286,961
<b>Population Change between 2011- 2019 mid estimate</b>	<b>+4.1%</b>	<b>+6.8%</b>	<b>+6.3%</b>	<b>+6.1%</b>

<sup>71</sup> Public Health England (2017) Spatial Planning for Health An evidence resource for planning and designing healthier places [online] available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/729727/spatial\\_planning\\_for\\_health.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729727/spatial_planning_for_health.pdf)

<sup>72</sup> Public Health England (2018): ‘Healthy High Streets: Good Place-Making in an Urban Setting’, [online] available to access via: <https://www.gov.uk/government/publications/healthy-high-streets-good-place-making-in-an-urban-setting>

<sup>73</sup> ibid

<sup>74</sup> ONS (2011) available at: [Nomis - Official Census and Labour Market Statistics - Nomis - Official Census and Labour Market Statistics \(nomisweb.co.uk\)](https://www.nomisweb.co.uk/)



As can be seen from **Table A7.2**, Penzance’s population has increased by 4.1% between 2011 and 2019, which is substantially lower than the district (6.8%), regional (6.3%) and National (6.1%) averages.

Penzance had an older population profile than Cornwall and England at the time of the 2011 Census. The older age brackets have grown the fastest between that time and the latest estimates in 2020, with the 65-84 cohort projected to have expanded by 24% in that time.

Younger age groups are estimated to have declined in number, and it can be speculated that a lack of affordable and adequate housing options may be a factor behind this trend. In the coming years, to 2030, this shift is expected to continue, with the 65+ cohort projected to expand by 52% to reach nearly half of all households, while other age groups increase marginally if at all.<sup>75</sup>

**Table A7.3: Age Band 2011 Census (% of total)<sup>76</sup>**

Age Band (% of total)	Penzance	Cornwall	South West	England
0-15	16.0%	16.9%	17.5%	18.9%
16-24	9.3%	10.1%	11.3%	11.9%
25-44	21.9%	22.5%	24.6%	27.5%
45-59	20.6%	20.8%	20.1%	19.4%
60+	32.2%	29.7%	26.4%	22.3%
<b>Total population</b>	20,045	532,273	5,288,935	53,012,456

There is a strong sense of place amongst the community, in part reflecting the distinct Cornish and Celtic heritage (as discussed in the Landscape and Historic Environment chapters, above). While regular community use of the Cornish language died out in the late 1700s, there is continuing evidence of it in place names and local expressions and there has been increasing interest in its revival. No fewer than 3600 residents of the parish self-identified as Cornish in the 2011 census (17.1%, well above the 13.8% Cornish average), and the proportion of young people doing so is much higher: school census data show well over 50% of students in local schools self-identify as Cornish.<sup>77</sup>

### Index of Multiple Deprivation

The Index of Multiple Deprivation 2019 (IMD) is an overall relative measure of deprivation constructed by combining seven domains of deprivation according to their respective weights, as described below. The seven deprivation domains are as follows:

- **Employment:** The proportion of the working-age population in an area involuntarily excluded from the labour market, including those individuals who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities.
- **Education, Skills and Training:** The lack of attainment and skills in the local population.

<sup>75</sup> AECOM (2022) HNA Available at: [Penzance HNA Final.docx](#)

<sup>76</sup> ONS (2011) available at: [Nomis - Official Census and Labour Market Statistics - Nomis - Official Census and Labour Market Statistics \(nomisweb.co.uk\)](#)

<sup>77</sup> ibid

- **Health Deprivation and Disability:** The risk of premature death and the impairment of quality of life through poor physical or mental health. Morbidity, disability and premature mortality are also considered, excluding the aspects of behaviour or environment that may be predictive of future health deprivation.
- **Crime:** The risk of personal and material victimisation at local level.
- **Barriers to Housing and Services:** The physical and financial accessibility of housing and local services, with indicators categorised in two sub-domains.
  - a) 'Geographical Barriers': relating to the physical proximity of local services
  - b) 'Wider Barriers': relating to access to housing, such as affordability.
- **Living Environment:** The quality of the local environment, with indicators falling categorised in two sub-domains.
  - a) 'Indoors Living Environment' measures the quality of housing.
  - b) 'Outdoors Living Environment' measures air quality and road traffic accidents.

Lower Super Output Areas (LSOAs)<sup>78</sup> are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales. They are standardised geographies designed to be as consistent in population as possible, with each LSOA containing approximately 1,000 to 1,500 people. In relation to the IMD 2019, LSOAs are ranked out of the 32,844 in England and Wales, with 1 being the most deprived. Ranks are normalised into deciles, with a value of 1 reflecting the top 10% most deprived LSOAs in England and Wales.

In this regard, whilst unemployment is not particularly high compared with the country as a whole, wages are significantly below the regional and national average, part time employment is prevalent, and the economy is highly seasonal. As a consequence, income deprivation is widespread and overall levels of deprivation are relatively high in some parts of the Parish, highlighted by the Index of Multiple Deprivation<sup>79</sup>. Penzance is the 2nd poorest parish in Cornwall and amongst the 20% most deprived in the UK. For many people and families, it means that locally available housing stock, whether to buy or to rent is unaffordable.

The Plan area is relatively deprived, and opportunities to revitalise Penzance Town Centre's environment and (more widely) the additional community areas within the Plan area should be encouraged through the Neighbourhood Plan. The 'Key Objectives' within the draft neighbourhood plan include "*the creation of conditions to support sustainable economic growth by capitalising on existing areas of strength, exploiting development opportunities and addressing weaknesses and threats, and; Support development of identified business sectors to create a robust, diversified economy*".

It is worth noting that the Plan area is benefiting from funding from the Town Deal, following the Town Investment Plan released in 2021<sup>80</sup>, which successfully saw up to £21.5 million from the Towns Fund allocated for the area. A number of projects have been put forward throughout this deal with detailed budgets, potential impact on the town's economy and outline timeline for delivery being built in.

---

<sup>78</sup> DCLG (2019): Indices of Deprivation Explorer' Available at: [https://dclgapps.communities.gov.uk/imd/iod\\_index.html](https://dclgapps.communities.gov.uk/imd/iod_index.html)

<sup>79</sup> DCLG (2019): Index of Multiple Deprivation Available at: [https://dclgapps.communities.gov.uk/imd/iod\\_index.html](https://dclgapps.communities.gov.uk/imd/iod_index.html)

<sup>80</sup> Penzance Town Council (2022) Town Investment Plan available at: [Town Investment Plan - Love Penzance - the official Penzance Cornwall website](#)

This includes but is not limited to, the Newlyn Harbour Marine Skills and Resource Centre Project, which seeks to establish a centre of excellence for learning and development for the whole of Cornwall. Moreover it aims to support and future proof the marine sector in Penzance by recruiting, training and retaining new and current workforce locally. This includes the provision of a new building, which will be a main hub that encourages wider collaboration and activity among organisations and partners including fostering innovation, growth of the supply chain and attract further investment and economic benefit.

## Employment

Over time the commercial port in the Plan area has experienced a decline, the area between the harbours and Market Jew Street (Jennings Street/New Town Lane) became largely redundant and was subject to pockets of piecemeal development and lost most of its connections with the town centre.<sup>81</sup>

Changes in town centre retail across the country have been radical in recent decades motivated partly by the impact of out-of-town shopping, during the 2008-2013 recession by the collapse of many national retail chains, and by online shopping. These alterations have been worsened by the impact of the COVID-19 pandemic. Although vacancy rates in Penzance town centre have dropped since the peak in 2013, the retail footprint is too substantial to be sustained. There are vacancy “hotspots” which need addressing, and a number of underutilised and/or redundant buildings and sites across the town centre which are unlikely to be brought back into use as traditional retail.

Although the Covid-19 pandemic put a temporary dampener on community activities, social cohesion during the pandemic was very strong: the Heamoor Community Interest Organisation supported vulnerable residents, and the village shop and pub rallied round to organise food deliveries.<sup>82</sup>

## Community Assets

There are a number of tourist attractions within Penzance town centre including Penlee House Gallery and Museum, Morrab Gardens and The Exchange Art Gallery. The sea front leisure area of the town consists of Penzance Harbour, Penzance Promenade and Newlyn Harbour. The town’s main shopping area is in the centre of Penzance, including Market Jew Street, Causewayhead and Chapel Street.

## Green Spaces

Access to the nation’s gardens, parks, woodlands, and rivers have played a huge part in helping people through the pandemic. Almost nine in ten adults surveyed in England reported that being in nature makes them very happy and nearly three quarters of adults were concerned about biodiversity loss in England.<sup>83</sup> The research also revealed the importance of local parks and green spaces to the nation’s mental and physical wellbeing.

The Plan area has numerous green spaces. This includes St Anthony’s Gardens and St Mary’s Churchyard, in addition to Penzance AFC Football Ground and Mennaye Field which is used as a local Rugby Ground.

---

<sup>81</sup> Penzance Town Council (2021) Community Vision Statement Available at: [Penzance Neighbourhood Plan - PZNP](#)

<sup>82</sup> *ibid*

<sup>83</sup> Natural England (2020): ‘People and Nature Survey’, [online] available to access via [this link](#)

## Green and Blue Infrastructure Networks

A good-quality built environment includes blue and green infrastructure for residents such as cycle routes, footpaths and lanes; public amenity spaces; recreational, formal and informal green spaces; and trees, hedgerows and landscaping. It also includes visual and physical connections with the coast and surrounding open countryside.

In terms of blue infrastructure, the north-western corner of the Bay in the area around Penzance town and Newlyn is largely protected against these south-westerly offshore waves by the Penwith peninsula but is regularly exposed to severe locally generated waves coming in from the south and south-east.

Green Infrastructure includes established green spaces and new sites and should thread through and surround the built environment and connect the urban area to its wider rural hinterland. Consequently, it needs to be delivered at all spatial scales from sub-regional to local neighbourhood levels, accommodating both accessible natural green spaces within local communities and often much larger sites in the urban fringe and wider countryside.<sup>84</sup> Cornwall Council's Open Space Strategy for larger towns<sup>85</sup> identifies that there is lower-than-average provision in the Penzance Parish area of natural space and outdoor sports provision; higher-than-average provision of equipped space for teenagers; a very high level of allotment space (but still a waiting list); and a deficit of children's play space in Newlyn Coombe and Gulval. It also identifies that adequate provision for sports pitches will require formal community use of school sports pitches.

### Summary of future baseline

To further improve deprivation levels in these areas in the longer term, the Penzance Neighbourhood Plan should seek to utilise opportunities to support the delivery of the right mix of housing types, tenures and sizes according to local needs, to support sustainable growth of the community. The Newlyn Harbour Marine Skills and Resource Centre Project and other emerging plans and proposals for the community through the Town Deal (as supported through the Neighbourhood Plan) is likely to revitalise the economy and further enhance and improve the quality of life for residents and visitors to the Plan area.

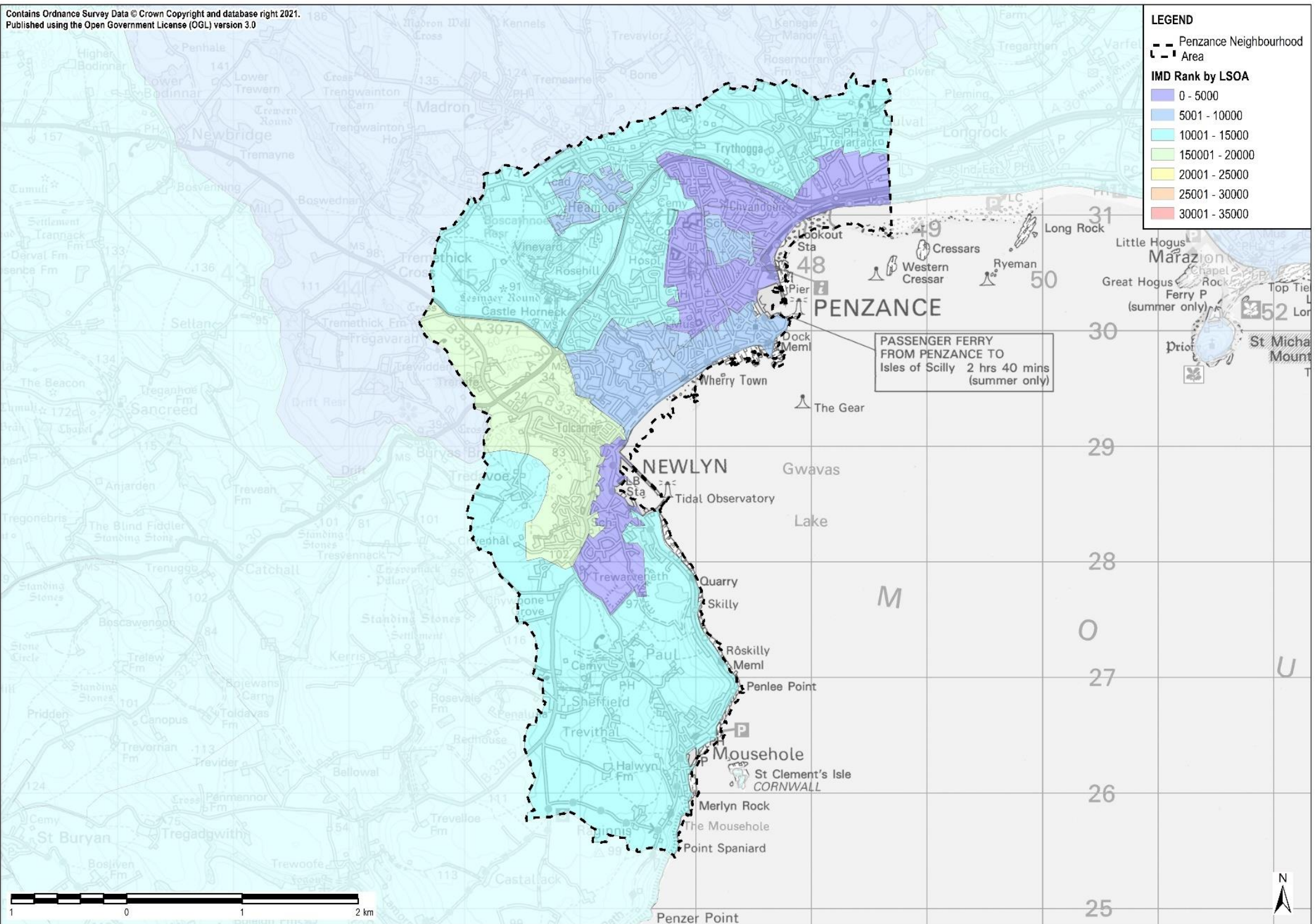
As the population of Penzance increases and ages, there is likely to be increasing pressure on healthcare services. Therefore, direct healthcare services in the Plan area have the potential to prevent the decline in access to core services for residents. This highlights a need to support the retention and improvement of important facilities within the Plan area. This also includes open green space provision in Penzance which has been increasingly highlighted through the ongoing COVID19 pandemic and through Cornwall Council's Open Space Strategy for larger towns. These factors are more likely to be appropriately considered and addressed through planned development rather than unplanned development. The COVID-19 pandemic has also changed the way people work and shop. For many people, working from home is likely to continue to form part of a more flexible approach. The effects of increased levels of home working are further discussed under the transportation theme below.

---

<sup>84</sup> Natural England (2020) Green Infrastructure Guidance Available at: <http://publications.naturalengland.org.uk/publication/35033> .

<sup>85</sup> Cornwall Council (2014) Newlyn and the wider Parish Available at: <https://www.cornwall.gov.uk/parks-leisure-and-culture/parks-and-open-spaces/open-space-strategy-and-standards/>

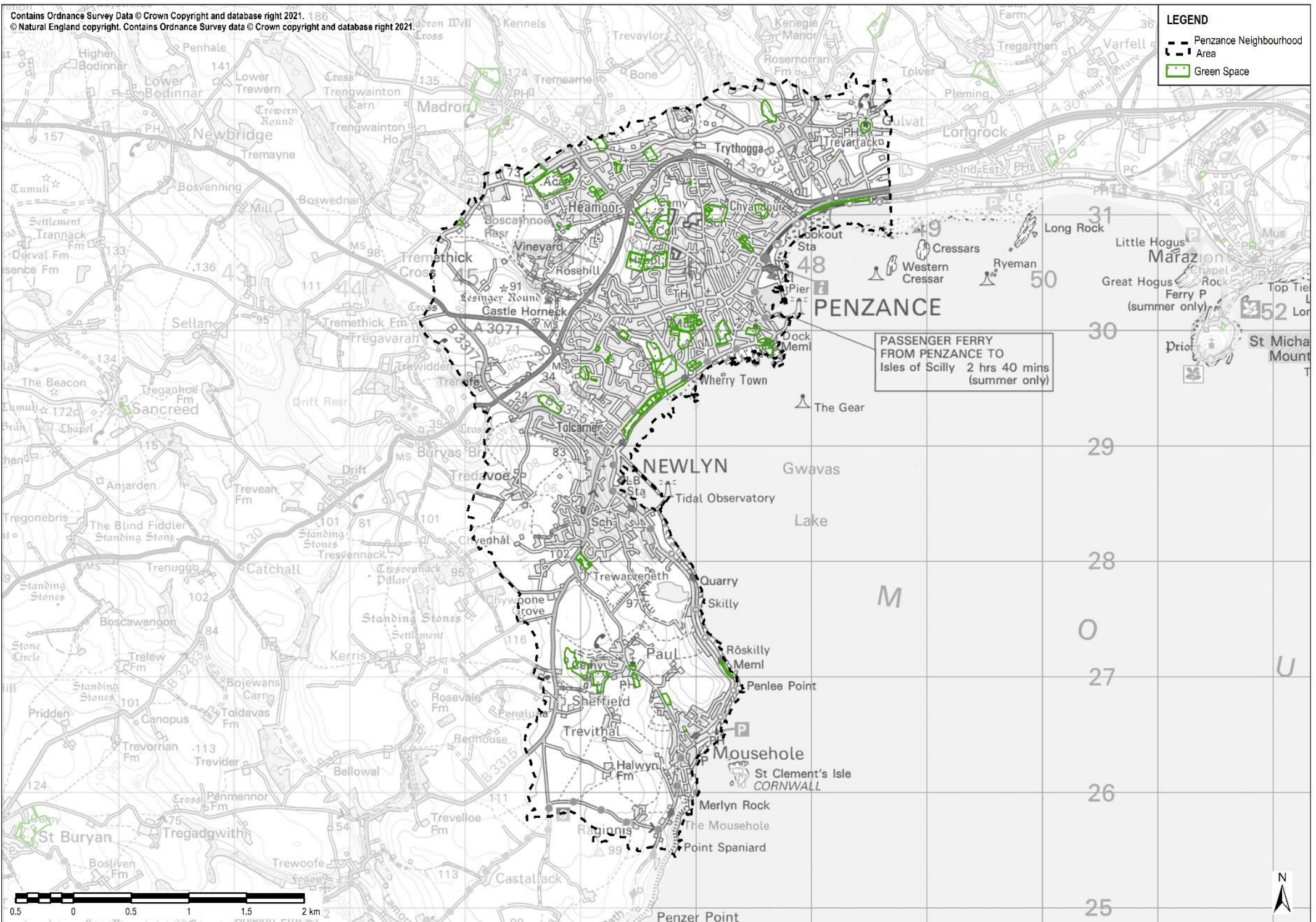






**LEGEND**

-  Penzance Neighbourhood Area
-  Green Space



## A.8 Transportation

### Context review

**Table A8.1** presents the most relevant documents identified in the policy review for the purposes of the Penzance Neighbourhood Plan SEA.

**Table A8.1 Plans, policies and strategies reviewed in relation to transportation**

Document Title	Year of publication
<a href="#"><u>National Planning Policy Framework (NPPF)</u></a>	2021
<a href="#"><u>The Transport Investment Strategy – Moving Britain Ahead</u></a>	2017
<a href="#"><u>The Department for Transport’s Cycling and Walking Investment Strategy</u></a>	2016
<a href="#"><u>Decarbonising Transport: Setting the Challenge</u></a>	2020
<a href="#"><u>Connecting Cornwall 2030</u></a>	2019
<a href="#"><u>Cornwall Local Plan</u></a>	2016
<a href="#"><u>Clean Air for Cornwall Strategy</u></a>	2017
<a href="#"><u>Cornwall Council Local Cycling and Walking Infrastructure Plan</u></a>	2018
<a href="#"><u>Penzance Local Cycling and Walking Infrastructure Plan</u></a>	2022
<a href="#"><u>Penzance Town Transport Strategy to 2030</u></a>	2019

The key messages emerging from the review are summarised below:

- The Penzance Neighbourhood Plan should have regard to the NPPF, which seeks the consideration of transport issues from the earliest stages of plan-making and development proposals to address any known issues and maximise opportunities to increase accessibility, particularly by walking, cycling and public transport. Larger developments are expected to be delivered in areas which are or can be made sustainable by limiting the need to travel and offering a genuine choice of transport modes. However, it is recognised that sustainable transport solutions will vary between urban and rural environments.
- National transport strategies set out investment priorities which ultimately all seek to improve the connectivity, effectiveness and reliability of transport networks, whilst reducing impacts on the natural environment (including through decarbonisation). Furthermore, they place great emphasis on making cycling and walking the natural choice for shorter journeys, or as part of a longer journeys. This includes investment in new and upgraded infrastructure, changing perceptions and increasing safety.
- Each Local Transport Authority in England and Wales has a statutory duty to produce and adopt a Local Transport Plan (LTP) through the Local Transport Act 2000, as amended by the Local Transport Act 2008. ‘Connecting Cornwall

2030'<sup>86</sup> is the third LTP for Cornwall. The plan is a strategic policy tool through which the council exercises its responsibilities for planning, management and the development of transport in the county. The vision of the plan is that by 2030 'transport in Cornwall will be excellent, with the transport system connecting people, communities, businesses and services in a way that is reliable, efficient, safe, inclusive and enjoyable'. In order to achieve this goal, the LTP is supported by implementation plans that cover 3–4-year periods up until 2030, with the most recent plan covering the period 2019-2021.

- The Cornwall Local Plan: Strategic Policies were adopted in November 2016. Objective 8 within key theme number 3 states to 'promote development that contributes to a healthy and safe population by providing for opportunities for walking and cycling'. Furthermore, in regard to the 28 policies listed within the document, Policy 27 'Transport and accessibility' is directly relevant to the Transportation SEA theme.
- To improve air quality across the UK, national strategies have in the last few decades focused on regulatory frameworks, investment by industry in cleaner processes and a shift in the fuel mix towards cleaner forms of energy (largely at point sources). Whilst there are dedicated strategies to reducing roadside emissions (as a significant source of nitrogen dioxide emissions), recent objectives outlined in the Clean Air Strategy seek to recognise wider sources (including smaller contributors and diffuse sources) that contribute to poor air quality. This includes; power generation, heating our homes, producing food, manufacturing consumer goods and powering transport.
- Released in March 2017, the Clean Air for Cornwall Strategy was developed to formalise Cornwall Council's implementation of current local and national planning policy and legislation, in addition to providing formal guidance for those wishing to develop within or within close proximity to an AQMA. The aims of the Strategy are:
  - To raise awareness of the air quality problems in Cornwall and provide an integrated approach to improving air quality;
  - To reduce levels of pollution within AQMAs to below objective levels and improve air quality in Cornwall as a whole;
  - To provide an approach for reducing emissions of fine particulates in order to help improve and protect public health; and
  - To improve Cornwall Council's performance in terms of emissions and to provide strong leadership with regard to environmental sustainability and ensure that all Council activity is integrated in considering the effect it has on air pollution.

## Summary of current baseline

### Local transport infrastructure

Penzance is mainly serviced by the A30, which intersects the northern side of the Plan area, enabling access to and from the town from the east, north, and west. The other routes serving northern Penzance are primarily C-roads, which act as arteries

---

<sup>86</sup> Cornwall Council (2019): 'Connecting Cornwall LTP 2030': <<https://www.cornwall.gov.uk/transport-and-streets/transport-policy/local-transport-plan-connecting-cornwall-2030/>>



to the A30. These C-roads feed directly onto the coast, as well as into the network of unclassified roads, which serve the residential areas further inland.<sup>87</sup>

In the south of the Plan area (around Newlyn), the highway network becomes sparser, and the A30 does not serve the area beyond Newlyn. The B3315 is crucial to the highway network in this area and connects a series of unclassified roads and the coastal C-road, which runs along the spine of Penzance. There is less access to the town from the south, with the only access road being the B3315 that merges into Chywoone Hill further inland. Lastly, the Eastern Green trunk road feeds into the north-east of the Penzance boundary.<sup>88</sup>

It should be noted that Penzance is also a regional transport hub and main route to and from the Isles of Scilly.

### Car ownership in the Plan area

Car Ownership Census 2011 data on car and van availability shows that the average number of cars and vans per household in Penzance is low. Towards the north-east and south-west, namely Penzance town centre and Newlyn town centre, both present an average of less than one car or van per household. Car and van availability in north and south Penzance (by LSOA level) is between 1 and 1.25 cars/vans per household, while maximum car availability in the area is recorded north of Newlyn where 1.25 to 1.5 cars or vans are available per household.<sup>89</sup>

There is one rapid charging station in the Plan area which is located along Wharf Road in the centre of Penzance. Outside the Plan area charging stations are largely confined along the A30 and A394. There is a distinct lack of charging stations to the north of the Plan area, which may discourage sustainable transport methods in this direction.

### Sustainable transport offer

The sustainable travel options and public transport network across Penzance is made up of a network of on-street bus, coach and tram stops which concentrate around the rail entrance (Penzance train station), bus station (the Penzance Bus and Coach Station) and ferry terminal (the Penzance Ferry Terminal).

With reference to **bus networks**, the on-street bus/ coach stops are situated along the strategic highway network into Penzance, namely along the A3071, A30, B3315 and the B3312.

The bus network across Penzance and regional bus routes connects the following locations:

- T1 - Penzance - Hayle - Camborne - Redruth
- Isles of Scilly Ferry - Penzance - Isles of Scilly
- M6 - Penzance - Mousehole
- T1 - Penzance - Truro

---

<sup>87</sup> Penzance Transport Strategy Development Appendix D – Penzance and Newlyn Transport Strategy.  
<https://www.cornwall.gov.uk/media/jjybr1kv/d15-4-4-app-d-strategy-text.pdf>

<sup>88</sup> *ibid*

<sup>89</sup> Penzance and Newlyn Town Investment Plan Available at: <https://lovepenzance.co.uk/wp-content/uploads/Penzance-Newlyn-Town-Investment-Plan.pdf>

- U4 - Falmouth - Penzance
- A1 - Penzance - Newlyn - Drift - Lands' End
- A17 - Lower Boscaswell - Penzance
- 2 - Helston - Germoe - Praa Sands - Penzance
- 5 - Penzance - Newlyn - Sheffield
- 7 - Penzance - Zennor - St Just - Lands' End
- 8 - Long Rock - Penzance - St Just
- 16 - Penzance - St Ives

With reference to **rail networks**, Penzance Station is the only railway station in the town and is located to the east of the town centre. Penzance bus station is located outside of the railway station. There are ten schools in the study area and one college (Truro and Penwith College, Penwith Campus). Both secondary schools and the college are located to the north of Penzance town centre, along with four primary schools in the town and a further four primary schools in the surrounding villages.<sup>90</sup>

The Plan area represents the south-west terminus of the rail network, and it is the last stop along the line operated by GWR that links Cornwall and Devon with London Paddington station. According to the current timetable<sup>91</sup>, on a weekday. Departures from Penzance have a frequency of two per hour with the first train leaving the terminal station towards London Paddington at 05:03.

Although Penzance is located at the south western tip of England, it does benefit from relatively good connectivity to wider destinations (such as Truro and Plymouth) due to it being on the main route to London Paddington with services being frequent.

### Footpaths and cycle network

The PRow network in the Plan area includes different types of paths, namely: footpaths, bridleways and byways. Whilst the network of PRow paths is fairly dense (especially further south, outside of the town centre), these footpaths and byways do not make a cohesive active travel network, and instead form sections of paths which are fractured across the Plan area. Namely, there is a footpath extending from Manor Way to Polwithen Road, which connects with Treneere Lane / Coombe Lane and also with the PRow network north eastwards into the countryside (Polmennor / Boskenwyn). In the south (towards Newlyn), the footpaths and byways become sparser, however, the routes are well connected. For instance, there is a byway extending down Faugan Lane, which is also connected to a series of footpaths just north of this.<sup>92</sup>

---

<sup>90</sup> Penzance Transport Strategy Development Appendix D – Penzance and Newlyn Transport Strategy.

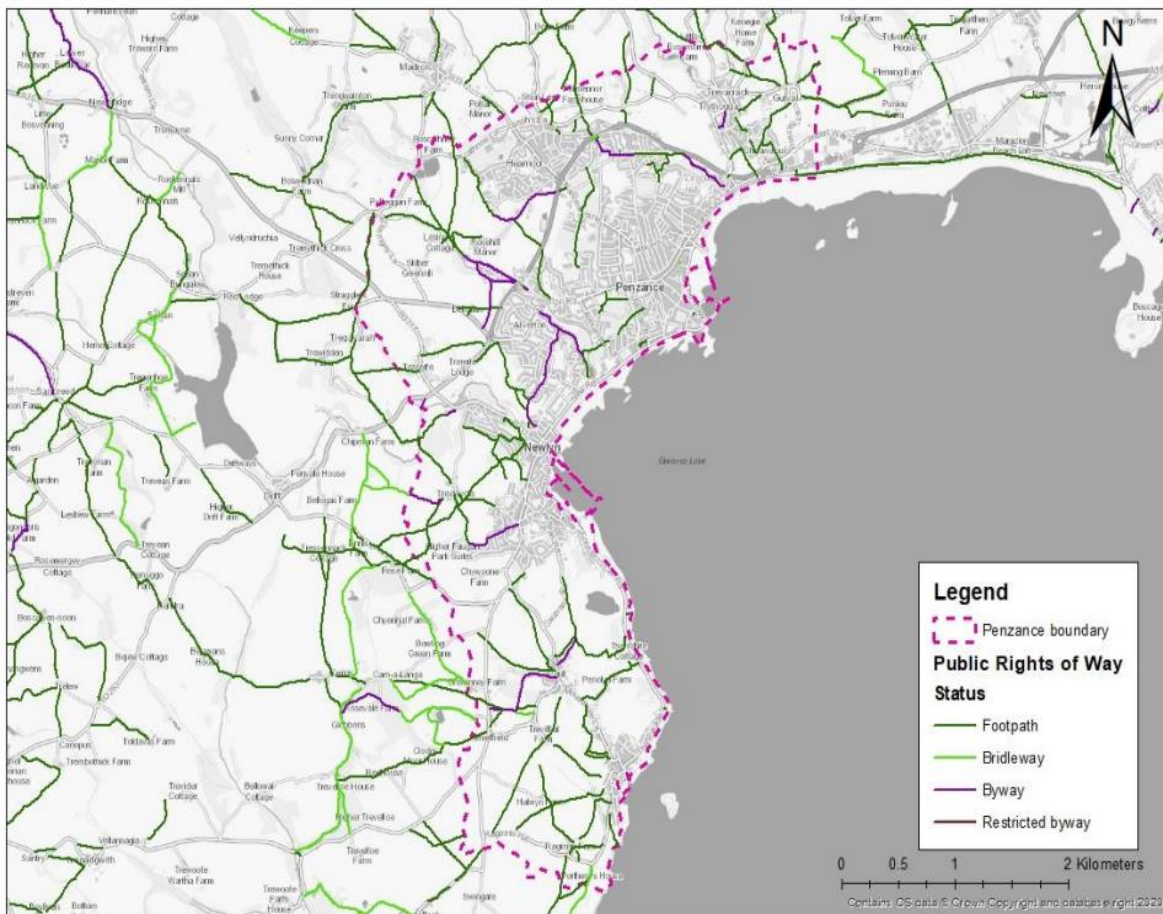
<https://www.cornwall.gov.uk/media/jjybr1kv/d15-4-4-app-d-strategy-text.pdf>

<sup>91</sup> Gwr (2022) Train timetable Available at: <https://www.gwr.com/travel-information/train-times>

<sup>92</sup> PZNP (2022) Transport Available at: [PZNP Working Draft Plan - 27-06-22 - v11.10 - Appendix 3 Full Community Vision Statements.docx \(sharepoint.com\)](#)



**Figure A8.1 Public Rights of Way (PROW) Networks**



**Summary of future baseline**

As discussed in previous chapters, considering the pandemic, and changing working habits, the provision of infrastructure to facilitate working from home is likely to positively contribute towards transport management, reducing the number of vehicles on the road at peak times.

Whilst negative effects of new development on the transport network are likely to be mitigated in part by new infrastructure, there will be a continuing need for development to be situated in accessible locations.

Moreover, the Heamoor community is at risk of being permanently cut off from Penzance as increased traffic on the A30 further reduces its permeability for people walking into Penzance from all parts of Heamoor. Future development within the Plan area should seek to reduce pressure on this main A-road

