

# A NEIGHBOURHOOD PLAN FOR PENZANCE PARISH 2020-2030



October 2022

Websites:

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## Foreword

A Neighbourhood Plan is primarily concerned with the physical environment, and how land is used to meet the community's needs. We ask:

How are new buildings constructed and designed, and how do they fit in with their surroundings?

How can people get around easily?

How can we create vibrant, liveable and neighbourly communities, and provide genuinely affordable homes to meet local need?

What can we do to regenerate our community, and create a more diverse economy with better paid jobs?

The Penzance Neighbourhood Plan is about what the planning system allows to happen, and how we can best apply it to our area.

National policy and the Cornwall Local Plan set out the larger picture. Neighbourhood Plans give people an opportunity to influence development where they live by translating their vision into planning policies, which all planning applications have to respect.

The area covered by our Plan covers a population of around 21,000, including the communities of Eastern Green, Gulval, Heamoor,

Penzance, Newlyn, Mousehole and Paul – each of which has a distinctive identity and vision for the future. It has been written by a group of community representatives and councillors; what it aims to do reflects the views of the people who live here.

Our area is highly favoured. Mount's Bay rivals anywhere in Europe for natural beauty. We have a wealth of fine buildings and a vibrant cultural life. There are great opportunities in the maritime and creative sectors alongside our established tourist economy.

However, we face challenges: a lack of genuinely affordable housing, and a low-wage economy over-reliant on the tourism and hospitality sector. We also live in times of economic uncertainty, and face threats to our natural environment and to our daily lives from climate change.

This Neighbourhood Plan can help us to build on our strengths and face up to our challenges.

Thank you.

*Penzance Neighbourhood Plan Steering Group and*

*Penzance Town Council*

## Common Acronyms Used in the Plan

This is a guide to the acronyms used most frequently in this Plan. Their meanings are explained in the Glossary at the end of this Plan. Other, less used, acronyms are explained in the main body of the text where they appear and/or in the Plan's Glossary.

<b>Term</b>	<b>Meaning</b>
AGLV	Areas of Great Landscape Value
AONB	Area of Outstanding Natural Beauty
CSADPD	Cornwall Site Allocations Development Plan Document
DPD	Development Plan Document
HMO	Houses in Multiple Occupation
LGS	Local Green Space
LCWIP	Local Cycling and Walking Infrastructure Plan
NPPF	National Planning Policy Framework
PRP	Principal Residence Policy
PZNP	Penzance Neighbourhood Plan
SPD	Supplementary Planning Document
SuDS	Sustainable Drainage Systems

## Acknowledgements

A large number of people and organisations have given their time and energy since 2015 to bring this Neighbourhood Plan to fruition on behalf of the community. Since 2018, work on the plan has been undertaken by a Community Link Group comprising volunteers from communities across the Parish and town councillors who have worked together to consult in the community and to draft the plan. Penzance Town Council would like to thank the members of the Link Group, together with the professionals, Cornwall Council officers and others who've supported the development of this plan:

### Community Link Group

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Katherine Uren	Community – Gulval
Stephen Reynolds	Community – Heamoor
Jane Lambert	Community – Heamoor
Angela Davis	Community – Gwavas
Karen Baker	Community – Alverton
Tim Pullen	Community – Mousehole
Sue Rogers	Community – Paul
Helen Brooks	Community – Newlyn
Susan Stuart	Community – Penzance Town
Sue Bosworth	Town Councillor – Newlyn & Mousehole
Nicole Broadhurst	Town Councillor – Penzance Promenade
Nigel Davis	Town Councillor – Newlyn & Mousehole
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Martin Tucker	Chair, Penzance Regeneration Partnership
Jim McKenna	Chair, Penzance Place Shaping Group
Justin Ridgewell	Environment Agency

## 1. INTRODUCTION

This Neighbourhood Plan has been developed to enable people living in the Parish of Penzance to take a new and joined up approach to the development of the Parish<sup>1</sup>, with the community taking greater control of the type of development and land use. This is important from the point of view of building a vibrant community which is socially and economically resilient:

- A community in which there is opportunity for local people to find employment, and to set up and run businesses;
- A community in which people of all ages and abilities can live in good quality affordable housing with access to good quality physical infrastructure and community facilities;
- A community in which people are able to move around easily, enjoy the built and natural environment and lead active lives.

This Plan represents the Vision and Objectives for Penzance Parish over the Neighbourhood Plan period to 2030 and sets out planning policies which seek to enable and secure their delivery.

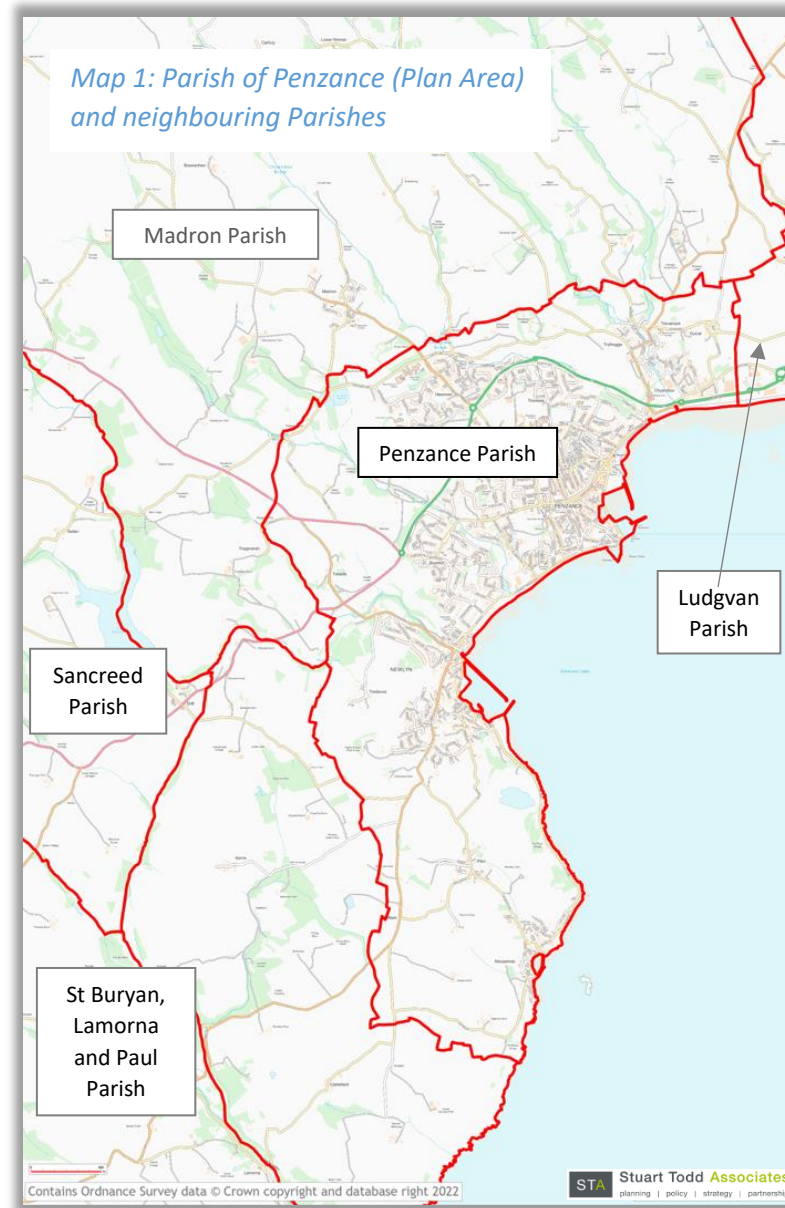
### 1.4 The Planning Framework

The Neighbourhood Plan sits within a defined planning structure which cascades down from national and local government. The power of a Neighbourhood Plan is that it enables communities to influence the development of their area as long as it conforms with overarching and strategic policies set out at national and regional levels.

#### 1.1.1. National Policy

The Government's planning policy for England is set out in the National Planning Policy Framework (NPPF)<sup>2</sup>. It identifies three distinct planning roles and objectives:

- Economic – contributing to building a strong economy, ensuring that sufficient land is available in the right places and at the right time;
- Social – providing homes that will meet the needs of future generations and supporting the community's health, social and cultural well-being; and
- Environmental – protecting our environment, using natural resources prudently, minimising waste and pollution and mitigating climate change.



### 1.1.2. Cornwall Local Plan

Cornwall Council is the Local Planning Authority. It holds responsibility for setting local policy and for determining local planning applications. The county-wide planning policy for the period 2010-2030 is set out in the Local Plan<sup>3</sup>.

A Neighbourhood Plan must be in “general conformity” (or align) with both the NPPF, and the strategic policies set out in the county-wide adopted Local Plan. Appendix 1 reproduces key extracts from the Local Plan in relation to the Plan area.

### 1.1.3. Cornwall Site Allocations Development Plan Document (DPD)

The Site Allocations Development Plan Document (DPD), produced by Cornwall Council as the Local Planning Authority, provides a further layer of strategic policy and important planning context for this Plan. The DPD identifies specific sites for housing, mixed use and employment development, and sets out a strategy or “direction of travel” for protection, improvements and regeneration of the Penzance and Newlyn area (as well as for other areas across Cornwall). Its Vision for Penzance and Newlyn is *“To celebrate the setting of Mount’s Bay, maximising its economic potential and in doing so becoming West Cornwall’s premiere tourism destination, whilst also sustaining a thriving economy in the marine, creative and leisure industries.”* The strategy has elements focusing on:

- economic growth;
- retail growth;
- infrastructure;
- transportation;
- green infrastructure; and,
- employment, housing and mixed-use development allocations.

This Neighbourhood Plan has to work within this context. It should be complementary to and should not repeat or conflict with the DPD’s policies.

The strategic aims set out in the DPD that influence and accord with the Penzance Parish Neighbourhood Plan over the plan period are:

- To broaden and diversify the local economy by stimulating and promoting Information Communication Technology and artisan industries and an entrepreneurial culture;
- To promote and expand Penzance and Newlyn’s cultural and arts based creative industries and support the existing high number of self-employed workers;
- To strengthen Penzance town centre as a thriving retail, leisure and economic hub;

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<sup>1</sup> “Parish” as used in this Plan refers to the Civil Parish of Penzance. This should not be confused with ecclesiastical (church) parishes, which have different boundaries.

<sup>2</sup> See <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>3</sup> See <https://www.cornwall.gov.uk/localplancornwall>

- To enhance Penzance and Newlyn as the key service centre and economic hub for the Penwith peninsula;
- To support the harbours of Penzance and Newlyn, protecting their role for traditional industries whilst offering opportunities for other marine related businesses;
- To utilise the setting of Mount's Bay to promote and develop leisure, recreation and business opportunities to stimulate the economy;
- To maintain and improve the area's strategic transport connections with the Isles of Scilly, develop high end tourism and promote Penzance as West Cornwall's tourism hub and a destination in its own right;
- To respect the natural environment, whilst promoting, developing and maintaining the natural and man-made green and blue infrastructure;
- To ensure the settlements of Penzance, Newlyn, Heamoor and Gulval maintain their distinctive characters;
- To develop, enhance and promote the existing public transport, cycle route and footpath network.....and develop the coastal cycle route around Mount's Bay and its links into the wider heritage and garden landscapes as a tourism attraction; and
- To improve the entrance to the conurbation, through improvements to infrastructure, public realm and the quality of the architecture.

Appendix 2 reproduces key extracts from the DPD in relation to the Plan area.

#### 1.1.4. Cornwall Climate Emergency Development Plan Document (DPD)

Cornwall Council has developed a 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, and was submitted for independent examination on 8th November 2021.

#### 1.1.5. Penzance Town Centre Spatial Strategy

The Penzance Regeneration Partnership<sup>5</sup> was established in 2015 to coordinate and find ways to deliver opportunities for economic regeneration in the Parish and the wider Mount's Bay area. Its membership is drawn from community and business organisations and initiatives (including Penzance Neighbourhood Plan) and also includes Penzance town councillors and Cornwall councillors representing Penzance. In response to a key objective identified in the Neighbourhood Plan – to prioritise developments which utilise brownfield sites, and/or repurposed redundant or underutilised buildings – the

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<sup>4</sup> See <https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/climate-emergency-development-plan-document/>.

<sup>5</sup> See <https://www.penzance-tc.gov.uk/penzance-regen-partnership/> for further information.

Partnership commissioned Lavigne Lonsdale to carry out a Spatial Survey of Penzance Town Centre<sup>6</sup>. The purpose was to identify such sites/buildings, and to establish which of them could be developed in a manner which (i) met the Vision and Objectives of the (then) emerging Neighbourhood Plan and (ii) were potentially commercially viable.

The strategy was both informed by the Neighbourhood Plan development process and now, in turn, informs this Plan through identified priority projects. The strategy was also developed within the context of the Local Plan and Site Allocations DPD and therefore builds upon these two statutory documents.

The priority projects identified in the Spatial Strategy are designed to help enhance the quality of the town centre including redevelopment and increasing the mix of uses, as well as public realm and environmental improvements in Market Jew Street, Jennings Street/New Town Lane and on two sites in the area of Causewayhead (North).



#### 1.1.6. Penzance Parish Neighbourhood Plan

As it reflects the outcome of community consultations, this Neighbourhood Plan will enable people and businesses in the Parish to have exerted influence over planning issues and development proposals. The Plan sets out a vision for the Parish and its community areas in the period to 2030, and adds detailed policies to those more overarching ones established in the plans and strategies referenced above.<sup>7</sup>

A Neighbourhood Plan attains the same legal status as the Local Plan once it has been agreed at a referendum and is “made” (brought into legal force) by the Local Planning Authority. At this point it becomes part of the “statutory development plan”. Applications for planning permission must be determined in accordance with the Neighbourhood Plan’s and Local Plan’s policies unless other material considerations<sup>8</sup> indicate otherwise.

The development of this Neighbourhood Plan has been supported by Penzance Town Council which, through a Steering Group of town councillors and volunteers from the local community, launched a first phase consultation process for local people and businesses in February 2015. This initial round consulted on a range of initiatives (drawn from extensive prior consultations) designed to drive economic regeneration. It also asked people their views on what mattered to them across a range of issues including:

- Transport;
- Getting About;
- Town & Village Centres;
- Housing;
- Skills Training & Employment;
- Health & Well Being;
- Open Spaces;
- Sports & Activities; and,
- Tourism and Visitors.

<sup>6</sup> See evidence base webpage at <http://www.pznp.co.uk/our-evidence-base/> .

<sup>7</sup> The 2011 Localism Act aims to devolve decision making to a more local level, from national and regional level to local government, and from local government to local communities. It gives local communities the power to produce their own Neighbourhood Plans, putting in place a vision and policies for the future development of the area. The Act leaves it to communities to decide whether they wish their Neighbourhood Plan to deal with a wide range of issues or focus on just one or two.

<sup>8</sup> For a definition of “material considerations”, see <https://www.planningportal.co.uk/faqs/fag/4/what-are-material-considerations>

Face to face consultation took place in a pop-up shop in Penzance Town Centre and through community-based events in Eastern Green, Gulval, Heamoor, Newlyn, Alverton and Mousehole between February and August 2015. The second round kicked off in late 2015 with a mailshot delivered to all 9,700 households in the Parish. This provided feedback from the first-round consultation, and a questionnaire on a wide range of issues connected with existing and future housing provision and related community infrastructure.

Following analysis of the consultation feedback and completion of the Lavigne Lonsdale Spatial Strategy, an outline draft Neighbourhood Plan was completed in July 2018. At that point a Community Link Group was formed comprising town councillors and representatives from communities across the Parish. The purpose of this group was and remains to share and consult within the communities of the Parish on the contents of the draft plan; to work with those communities to establish individual community visions for inclusion in the plan; and to work together to create a final draft plan.

You will be able to read more details on the consultation held during the process of developing the Neighbourhood Plan in the Consultation Statement; this will be prepared for the next consultation on the Plan, due to take place when the Plan is submitted to Cornwall Council who will arrange the independent examination.

What emerged from the community throughout our consultation process can be summed up in five words “Something needs to be done” and highlighted:

- The need for “joined up” investment initiatives and physical improvements to support economic regeneration and better employment opportunities;
- The need to repair and improve Penzance town centre, bringing redundant/dilapidated buildings back to life and improving the way it works;
- The need to improve our access to and the quality of the waterfront and its assets so that they can be used and enjoyed, and contribute to the economy;
- The need to improve pavements, paths, throughfares and public spaces in our town and village centres;
- The need for housing which is affordable in the context of local incomes and which supports the needs of local people so that they are able to live, work and bring up their families within their local community; and,
- Balancing economic development with the need to respect, protect and where possible enhance the distinct identities of our village communities as well as our outstanding natural environment and historic buildings.

It is important to note that a Neighbourhood Plan must adhere to a set of rules called the Basic Conditions<sup>9</sup> in order for it to be made (adopted) at the end of its development.

Figure 1 summarises, in broad terms, the responsibilities, role and scope of Neighbourhood Plans, in terms of what they can and cannot achieve.

Figure 1: Neighbourhood Plan “Cans” and “Cannots”

“It can...” <span style="float: right;">✓</span>	“But it cannot...” <span style="float: right;">✗</span>
<ul style="list-style-type: none"> <li>✓ Develop policies specific to our area, for example, design of new development.</li> <li>✓ Protect the facilities and areas of land that the community values most such as community buildings, playing fields, etc.</li> <li>✓ Help us to get additional funding into the area, for example, through identification of projects or having a plan adopted (“made”)</li> <li>✓ Protect areas of land for conservation, biodiversity and landscape value.</li> <li>✓ Influence the type, location and design of development.</li> <li>✓ Help to secure additional funding for infrastructure and other projects.</li> <li>✓ Enable the Town Council to receive a greater proportion of developer funding (Community Infrastructure Levy) than if there is no Neighbourhood Plan.</li> <li>✓ Propose regeneration projects, transport solutions and areas of land for the allocation of housing and / or employment sites if we wish to do so.</li> </ul>	<ul style="list-style-type: none"> <li>✗ Introduce policies which conflict with national or Cornwall Council’s adopted “strategic” planning policies.</li> <li>✗ Force requirements on developers which make the delivery of development unviable.</li> <li>✗ Change regulations / legislation such as Building Regulations or Permitted Development Rights.</li> <li>✗ Simply repeat (duplicate) national or Cornwall Council planning policy.</li> <li>✗ Reduce the scale of new housing proposed in the Local Plan by Cornwall Council.</li> <li>✗ Guarantee that certain areas of land should come forward for development unless the Plan allocates specific development sites.</li> <li>✗ Stop all development or prevent planning applications being submitted (at any time) on sites that the community does not support.</li> <li>✗ Deal with matters not dealt with through the planning system, for example:                             <ul style="list-style-type: none"> <li>• Change traffic speed limits</li> <li>• Increase broadband speeds</li> <li>• Enforce parking restrictions</li> </ul> </li> </ul>

<sup>9</sup> Details of the Basic Conditions can be seen at <https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum>

## 1.5 Evidence Base

The Vision, Objectives and Policies set out in this Neighbourhood Plan are based on a significant body of evidence. This comprises reports and documents which were produced by and on behalf of Penzance Town Council and Cornwall Council (as the Local Planning Authority), including evidence produced for the Local Plan as well as input and feedback gained from the community prior to and during the Neighbourhood Plan Consultation process. At the heart of the locally gathered evidence and views of the local community are the Community Vision Statements set out later in this Plan.<sup>10</sup>

## 1.6 Climate Change

The planning system has a key role in sustainability and a significant part to play in reducing the impact of climate change, helping to mitigate impact and adapt to the changes which are already occurring. 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>11</sup> by 2030, following the Council's declaration of a climate emergency<sup>12</sup>. Cornwall Council has a Climate Change Action Plan<sup>13</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*

<sup>10</sup> The Plan's evidence base is available to see on the Plan website at <http://www.pznp.co.uk/our-evidence-base/>

<sup>11</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>12</sup> <https://www.cornwall.gov.uk/environment-and-planning/climate-emergency/>

<sup>13</sup> <https://www.cornwall.gov.uk/media/40176082/climate-change-action-plan.pdf>

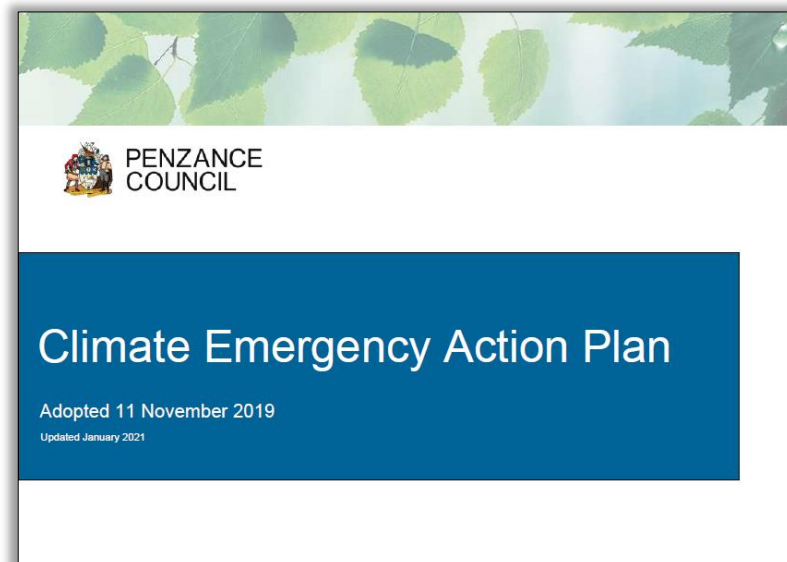
continues. Cornwall acts as a break-weather and break-water for the south of the UK and is particularly susceptible to flood risk from intense rainfall and our coastal communities are at risk from storms and erosion.”<sup>14</sup>

As set out above, Cornwall Council has approved a Climate Emergency DPD<sup>15</sup>, currently undergoing independent examination, which when adopted will be part of the statutory development plan alongside the adopted Cornwall Local Plan, the Site Allocations DPD, and this Neighbourhood Plan once it has been “made” (adopted).

Penzance Town Council has also declared a climate emergency, and has published an Action Plan that sets out actions it can take as an organisation for the short, medium and long term; things that it can lobby others for in relation to community leadership, reduction, resilience and regeneration; and how it can support change in the community<sup>16</sup>.

There are several other statements, initiatives, plans and strategies which already set the context for the Plan area and could present opportunities for local action. These include (but are not limited to):

- Forest for Cornwall Project<sup>17</sup>;
- Cornwall Maritime Strategy<sup>18</sup>;
- Shoreline Management Plan 2 (2011) and Mid-Term Review (2016)<sup>19</sup>;
- Marine Plan (South)<sup>20</sup>;
- National Flood Risk and Coastal Erosion Management Strategy<sup>21</sup>;
- Mount’s Bay Coastal Erosion Risk Management Strategy (emerging);
- South West River Basin District Draft Flood Risk Management Plan 2021 - 2027 <sup>22</sup>;
- River Basin Management Strategy<sup>12</sup>;



<sup>14</sup> Paragraph 2.1, Climate Change Action Plan, <https://www.cornwall.gov.uk/media/40176082/climate-change-action-plan.pdf>

<sup>15</sup> <https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/climate-emergency-development-plan-document/>

<sup>16</sup> See <https://www.penzance-tc.gov.uk/climate-emergency/> for further details.

<sup>17</sup> <https://www.cornwall.gov.uk/environment-and-planning/grow-nature/about/forest-for-cornwall-programme/>

<sup>18</sup> [https://www.cornwall.gov.uk/media/40111936/maritime-strategy-2019\\_2023-august\\_16\\_-19\\_refresh\\_web.pdf](https://www.cornwall.gov.uk/media/40111936/maritime-strategy-2019_2023-august_16_-19_refresh_web.pdf)

<sup>19</sup> <https://www.cornwall.gov.uk/environment/countryside/flood-risk/coastal-erosion-and-shoreline-management/>

<sup>20</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/726867/South\\_Marine\\_Plan\\_2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/726867/South_Marine_Plan_2018.pdf)

<sup>21</sup> <https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2>

<sup>22</sup> [https://consult.environment-agency.gov.uk/fcrm/draft-second-cycle-flood-risk-management-plans/supporting\\_documents/South\\_West\\_FRMP\\_20212027%201WM.pdf](https://consult.environment-agency.gov.uk/fcrm/draft-second-cycle-flood-risk-management-plans/supporting_documents/South_West_FRMP_20212027%201WM.pdf).

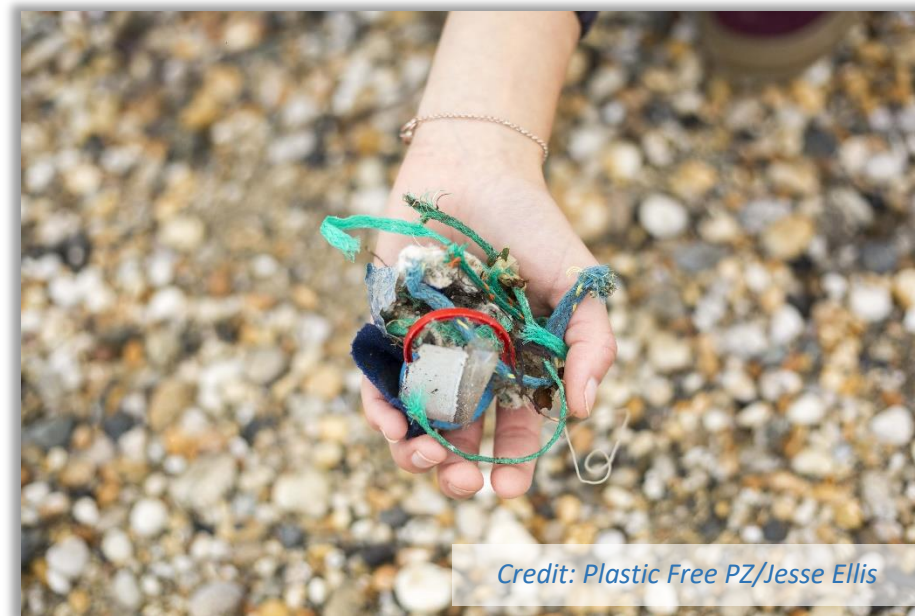
See specifically “The Mount’s Bay Sea and Rivers Flood Risk Area”, pages 152-160.

- Projects and initiatives seeking to support habitats and species and supported by the Cornwall and Isles of Scilly Nature Partnership<sup>23</sup>, including its Environmental Growth Strategy<sup>24</sup>;
- Cornwall Council Heritage Topic Paper<sup>25</sup> (evidence supporting the Climate Change DPD);
- Cornwall Council Heritage Strategy<sup>26</sup>; and
- Cornish Distinctiveness Guidance<sup>27</sup>.

These will all contribute at a strategic level, or in some cases, at a more local level, with projects designed to have a positive impact or response. This Neighbourhood Plan can play its part in helping to reach targets set nationally and at Cornwall-wide level to reduce carbon emissions. This means not only encouraging the reduction of emissions but also looking to mitigate and adapt to the changing climate. Examples include responses to flood risk, greening of the environment, encouraging local initiatives (for example by enabling change in local food production), or helping to ensure that development does not exacerbate problems linked to climate change.

While not an exhaustive list, the key issues facing this Parish in relation to climate change include the following:

- rising sea levels and flood risk from high tides;
- flood risk from increased rainfall and high intensity periods of rain;
- combined flood events, caused by simultaneous occurrence of the two factors mentioned above;
- the potential impact of flood risk and a changing climate on the local economy, with particular reference to the tourism and visitor sector;
- impact on the retention of our beaches and our seafront car park and nearby properties;
- the impact of plastic on the sea and our coastline<sup>28</sup>;
- the impact of current levels of traffic on emissions (as well as the health of local people), particularly during the main tourist season.



*Credit: Plastic Free PZ/Jesse Ellis*

<sup>23</sup> <https://www.cornwall.gov.uk/environment-and-planning/cornwall-and-isles-of-scilly-local-nature-partnership/>

<sup>24</sup> <https://www.cornwall.gov.uk/environment-and-planning/grow-nature/about/>

<sup>25</sup> <https://www.cornwall.gov.uk/media/zhde0hvf/eb046-topic-paper-heritage-v3-oct-21.pdf>

<sup>26</sup> <https://letstalk.cornwall.gov.uk/heritage-strategy>

<sup>27</sup> <https://letstalk.cornwall.gov.uk/cornish-distinctiveness>

<sup>28</sup> In 2018 Penzance became the first town in England to be awarded “Plastic Free” status, when local independent traders pledged to eliminate single-use plastics. “Plastic Free Penzance” received global media coverage, spreading a positive and eco-friendly brand image for our community around the world. The Plastic Free Penzance movement has gained even more traction since then, and now falls under the “Sustainable Penzance” umbrella group that is a key stakeholder in many local projects.

Rather than try to design a single planning policy about climate change and how mitigation and adaptation measures can be supported, we have sought to develop policies which address or require consideration of climate change issues and actions, as far as the planning system and Government regulations allow us to.

## 1.7 Sustainable Development

The National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) set out the Government's planning policy, with which all plans and proposals for development should comply. The NPPF includes at its heart a "*presumption in favour of sustainable development*". It is important to understand what that means for this Plan.

When taking decisions on proposals for development, this means that proposals should be approved without delay where they accord with the development plan. Where the development plan is absent or silent, or relevant policies are out of date, planning permission should be granted unless (i) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF, or (ii) specific policies in the NPPF indicate that development should be restricted. Translating this to what it means for this Plan, the NPPF states that "*Neighbourhood plans should support the delivery of strategic policies contained in local plans or spatial development strategies; and should shape and direct development that is outside of these strategic policies*"<sup>29</sup>. The NPPF goes on to say that "*Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan. Neighbourhood plans should not promote less development than set out in the strategic policies for the area or undermine those strategic policies*"<sup>30</sup>. *Once a neighbourhood plan has been brought into force, the policies it contains take precedence over existing non-strategic policies in a local plan covering the neighbourhood area, where they are in conflict; unless they are superseded by strategic or non-strategic policies that are adopted subsequently.*"<sup>31</sup>

### 1.7.1 Testing Sustainability

During its development, this Plan will be subject to some form of testing of sustainability. This will either be through a Strategic Environmental Assessment (SEA)<sup>32</sup> and/or Habitats Regulation Assessment (HRA)<sup>33</sup> if either or both are deemed necessary by Cornwall Council and the statutory environmental agencies<sup>34</sup>, or through testing of the Plan's policies against the ability to deliver sustainable development as set out in the NPPF. We will set this testing out in our Basic Conditions Statement which will accompany the final version of this Plan when submitted to Cornwall Council for Examination.

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<sup>29</sup> See paragraph 13, National Planning Policy Framework, <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>30</sup> Neighbourhood plans must be in general conformity with the strategic policies contained in any development plan that covers their area.

<sup>31</sup> See paragraphs 29 and 30, National Planning Policy Framework, <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>32</sup> A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

<sup>33</sup> An HRA tests the impacts of a proposal on nature conservation sites of European importance and is a requirement under EU legislation for land use plans and projects.

<sup>34</sup> The statutory environmental agencies are Natural England, the Environment Agency and Historic England.

## 1.8 Consultation

At the heart of this Plan has been a focus on building its content around community consultation and the identification of its priorities<sup>35</sup>. All of the policies which are presented in this Plan have roots in consultation held at both the community area and wider, cross-Parish, levels. It has also been informed by local discussions and consultation on a range of other programmes and projects, as we have outlined in section 2.

## 1.9 Next Steps

The Neighbourhood Plan only becomes effective when formally “made” (adopted) as a planning policy document. The consultation held to date with stakeholders and the community has helped us frame the priorities, objectives and draft policies in this draft Plan.

This version of the Plan (the “Pre-submission” or Regulation 14 Plan) is now subject to a minimum six-week public consultation. Following this current public consultation, the Plan will be revised to take into account comments received. It will then be submitted to Cornwall Council, who will undertake the required legal compliance checks and arrange a further consultation and Public Examination. They will appoint an independent Neighbourhood Plan Examiner to undertake the Examination, during which the Examiner will consider comments on the Plan and test the Plan against the Government’s planning tests (called “Basic Conditions”).

Finally, there will be a public referendum to determine whether the plan has majority support from local residents. If approved, we would hope that the Neighbourhood Plan will take effect in early 2023.



<sup>35</sup> Details of consultations held to date on this Plan are available to see on the Neighbourhood Plan website at <http://www.pznp.co.uk/>

## 2. CONTEXT SUMMARY

When we first went out to consultation early in 2015, we'd just come through a period of recession which had a major impact on the face of retail in the local area. There had also been a much longer period of significant changes in the economy which had seen traditional industries like agriculture, minerals, manufacturing and fishing decline. At the same time, public services/local government and manufacturing had become geographically more centralised – all to our disadvantage – jobs and industries progressively moved eastwards. The consequential impact was a long-term lack of investment in the local economy and the more recent disinvestment in the town centre by national retailers.

Despite that, our consultation feedback showed that in general people remained proud of where they live and were keen to see Penzance Parish develop and change so that it could do itself justice and secure a future. The Neighbourhood Plan offered the opportunity for that to be based on ideas and plans which came from and had the support of the community. That will for change was slightly tempered by concerns that previous consultations in the 1990s and 2000s had promised much and delivered little.

In response to that concern, and to capture and act on the consultation feedback, the Penzance Regeneration Partnership (the Partnership) was set up. The Partnership includes representatives from the Neighbourhood Plan, Penzance Business Improvement District (BID), Penzance Chamber of Commerce, the Penzance Tourism Association, Penwith College, and councillors representing Parish wards from both Penzance and Cornwall Councils. The aim of the Partnership was to review and prioritise opportunities for economic growth and regeneration – largely emanating from the initial Neighbourhood Plan consultation – and to work to secure their delivery. The Partnership rapidly realised that without establishing a high-level dialogue with Cornwall Council, it would be extremely challenging to access funding for projects (which in turn should help secure private sector investment). To do that, a parallel group was established: the

Penzance Place Shaping Group. This brought the Partnership together with senior Cornwall Council officers engaged in economic development, planning and infrastructure. The rationale for maintaining two separate groups was to ensure that ideas and projects brought forward for discussion at Place Shaping Group meetings were selected and developed in the Parish, for the benefit of the Parish... bottom up, not top down! The impact of this collaboration was to raise the profile of the Parish and its needs (and of proposed solutions for economic regeneration), and also to establish credibility. As a result, Penzance was the only town in Cornwall selected by Cornwall Council to apply for funds from both the Government's Future High Streets and Town Deal funds, and to be successful in doing so. The grant funding from these sources totals £31.9m; together with "match funding" (that's funds committed from other sources, e.g. Cornwall Council and private sector investors), the total investment will be over £50m over the period to 2026. A significant proportion of the key investment projects supported by the community are included.

The Penzance Regeneration Company (PZRC) has been formed to own assets intended for purchase using Town Deal and Future High Streets funding. It will oversee their development and management on behalf of the community. PZRC will be governed by a Board of Directors drawn from the membership of the Penzance Regeneration Partnership and supplemented by at least two independent directors with relevant professional experience.

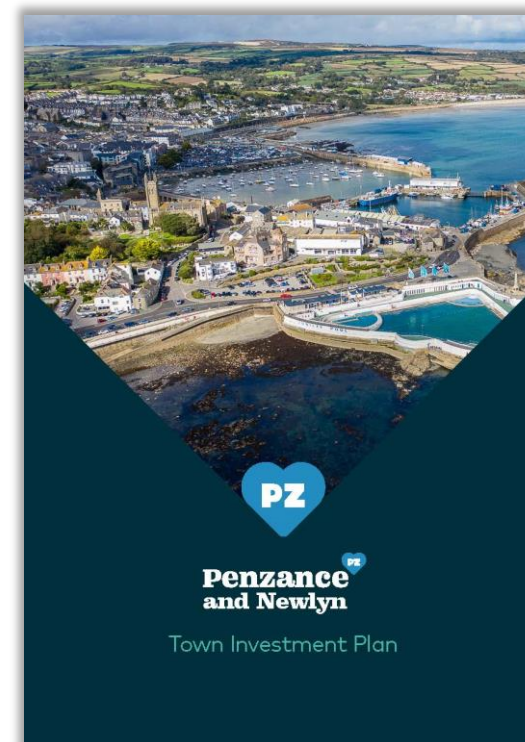


Figure 2 sets out the key planning and regeneration plans and strategies and their responsible organisations and groups.

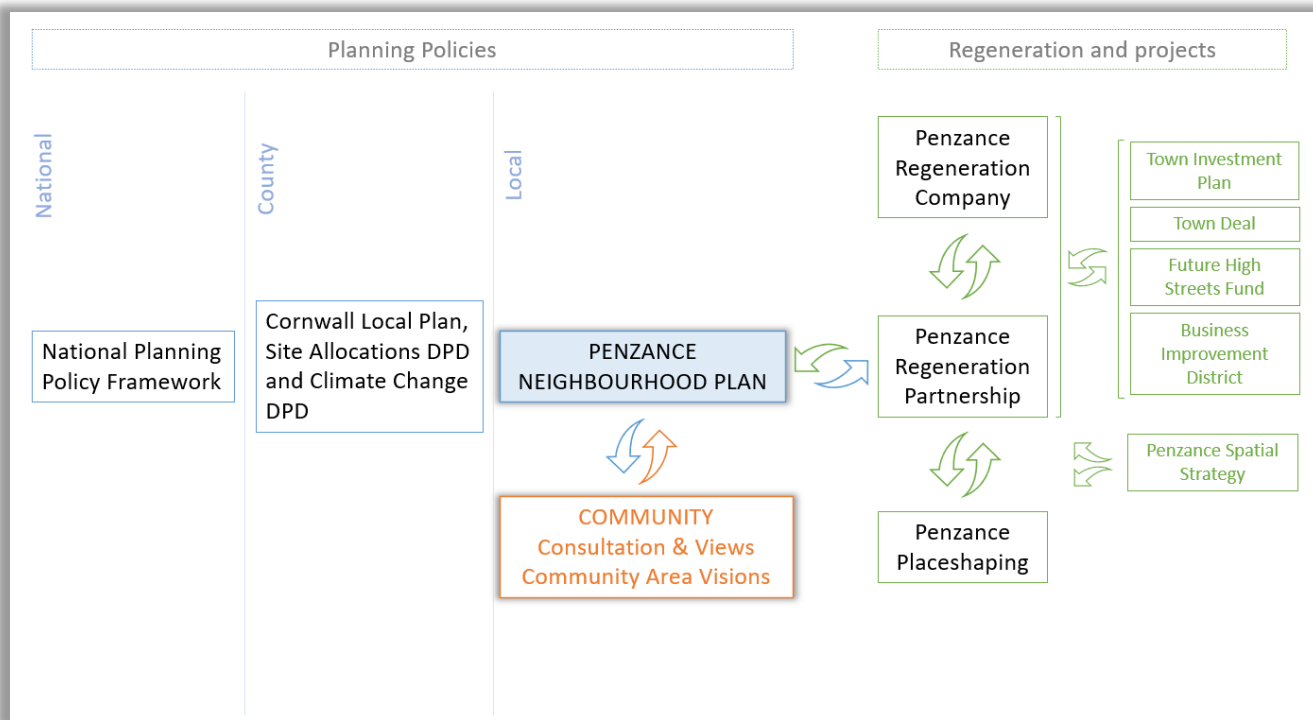
This investment funding has considerably enhanced the opportunities for economic regeneration, and will work to remove barriers created by the lack of historic investment as well as complementing and building on our strengths:

- We have a strong and growing independent business sector, especially in the marine, creative, independent retail, leisure and transport sectors;
- We have good strategic transport links and digital connectivity which serve to support business growth;
- We have a growing food and drink sector;
- Our location is second to none, and we are well placed to attract people to come here to invest and do business, and to offer new employment opportunities.

The Partnership and Cornwall Council co-hosted public investment “EXPOs” in 2017 and 2018, and the Neighbourhood Plan Community Link Group did a further round of consultation on Penzance town centre regeneration proposals in 2019 to update on progress. These helped to validate support for key projects for inclusion in the Future High Streets and Town Deal bids. The key projects now funded are:

- Bringing the Market House into community ownership by buying and renovating it via the Penzance Regeneration Company, retaining Lloyds Bank as a tenant and revitalising the redundant portion to create a “food hall” supporting new local businesses in the food and drink sector and enhancing the evening economy in Penzance town centre;
- Delivering affordable private sector rental homes in Penzance town centre by creating new residential areas behind Market Jew Street (between Jennings Street and New Town Lane) and at Coinagehall Street, enabling more people to both live and work in their home area;
- Significant improvements in “public realm” in Penzance and Newlyn centres and along the Promenade to create less traffic-dominated and more attractive places to spend time, shop, eat and drink, and engage in leisure and sporting activities;

Figure 2: Summary of Penzance Town Planning Strategies and Plans



- In partnership with private sector owners, redeveloping vacant retail premises in Penzance town centre to create small affordable spaces for independent retailers and town centre residential accommodation above;
- Buying and redeveloping the former Lidl site on the Promenade via the Penzance Regeneration Company to create a bouldering and indoor skate facility to provide an amenity primarily for young people and families living locally, but also as a year-round visitor attraction that will help to develop the visitor economy and support year-round employment;
- Improvements to Penzance Harbour, modernising existing facilities and improving public realm. This will support growth in marine engineering and leisure (creating new well-paid jobs), take queuing freight off the road and also make the harbour a place that the community and visitors can access and enjoy;
- Creating a new Fisheries Training centre in Newlyn to support development and growth in fishing and fishing related businesses;
- Creating a new park and bike hub at the derelict Ponsandane railway sidings opposite Sainsbury's to improve access to the beach, encourage sustainable transport and take pressure off town centre parking. This is being done in partnership with Network Rail, who are creating three new sidings which will facilitate new high-speed trains and bring another 30 jobs to the Long Rock engineering depot. As part of "our deal" with Network Rail, they are funding the groundworks for the parking area. Network Rail has separately agreed to fund a replacement footbridge over the railway (connecting the A30 with the Coast Path), which will be fully accessible. This will happen between 2027 and 2030; and,
- A £3.5m "Enterprise Fund" which will be distributed in the form of grants to local businesses, enabling them to develop and expand, thereby supporting growth and job creation in the local economy.

All this relates to securing potential for future prosperity from economic regeneration and is really positive, but local people need to be able to find a place to live in order to enjoy those benefits. Right now that's a significant challenge for many people. Over recent decades, investment in new housing across the Parish has been minimal, so that what's there no longer meets the needs of the community. Community feedback indicates that older people are stuck in houses too big for them, young people starting out in life are unable to find housing in their own communities, and families are moving away for lack of affordable places to live. It's important to stress that in this context, the Penzance Neighbourhood Plan's use of the word "affordable" refers to affordability in terms of local incomes.

Affordability is one issue but equally important is maintaining a stock of homes available for local people. That is a separate issue and the increasing use of housing stock for second homes or for short-term holiday rentals takes places to live out of the housing stock. There are pockets of the Parish – notably Mousehole, Paul and Newlyn "old village" – where second homes and holiday lets have taken a significant proportion of homes out of the available housing stock. In addition to that, across the Parish, the available housing stock in the private rental sector has also taken a massive hit as a result of the COVID-19 pandemic. Many private landlords have used Section 21 "no fault" eviction notices to remove existing tenants and benefit from demand for Airbnbs. Whilst this demand may subside, there remains a shortage of rental accommodation and anecdotal evidence (from our community consultation) indicates that a considerable proportion of the remaining (post-COVID) private rental accommodation in the Parish is substandard. The objectives of this Neighbourhood Plan



will seek to prevent further diminution of the housing stock available for local people and overtly support the creation of genuinely affordable housing available for them in perpetuity.

So many opportunities and at the same time, so many challenges!

One thing we have in “spades” is an outstanding natural environment. This Neighbourhood Plan will ensure that these invaluable assets are protected in perpetuity and where possible, development initiatives will at least protect and sustain biodiversity.

In summary, the 21<sup>st</sup> century Parish remains a vibrant place with many strengths and opportunities and the potential for a bright future as the plans and strategies summarised above already suggest, albeit that ensuring young people and families can afford to live here is a critical aim. There is a strong streak of independence and sense of place amongst the community, in part reflecting our Cornish and Celtic heritage. 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 3,600 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.

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.

This Neighbourhood Plan is intentionally ambitious. It sets out to ensure that future development in Penzance Parish meets the needs and aspirations of the local community, is able to make a positive contribution to the economic and social fabric of the Parish, and fits within a structured growth plan.



### 3. THE PLAN'S OVERALL VISION

A crucial part of developing this Plan has been to create a positive Vision for the future of our Parish which is shared across the community and capable of being delivered. Informed by community Visions developed by the community areas, our Plan's overall Vision Statement presents our intent for what the Parish should be like by 2030. The Plan looks to help deliver this Vision through more specific objectives, and planning policies which respond to them.

#### Parish Vision Statement

**Penzance Parish will:**

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

#### What does this mean?

*Public realm improvements to reconnect Penzance 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 work-space and residential accommodation in Penzance Town Centre.*

*Pedestrian, cycle & 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, activities and events.*

*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.*

*Respecting the distinct identities and qualities of the Parish's communities.*

## 4. COMMUNITY VISION STATEMENTS

It was recognised from the outset that the development of this Plan needed to recognise and reflect the fact that the Parish of Penzance is not a single community; rather, it comprises several areas/communities with distinct identities, qualities and advantages, each of which faces different challenges and opportunities. On this basis, the Plan has developed around seven community areas: Penzance, Newlyn, Eastern Green, Gulval, Heamoor, Mousehole, and Paul. Map 2 shows how these areas relate to each other.

Individual Community Vision Statements have been reflected in various Parish-wide policies throughout the topic-based themes of this Plan. This is especially the case for policies and protections related to green infrastructure. Presenting policies in this way avoids repetition for each of the community areas.

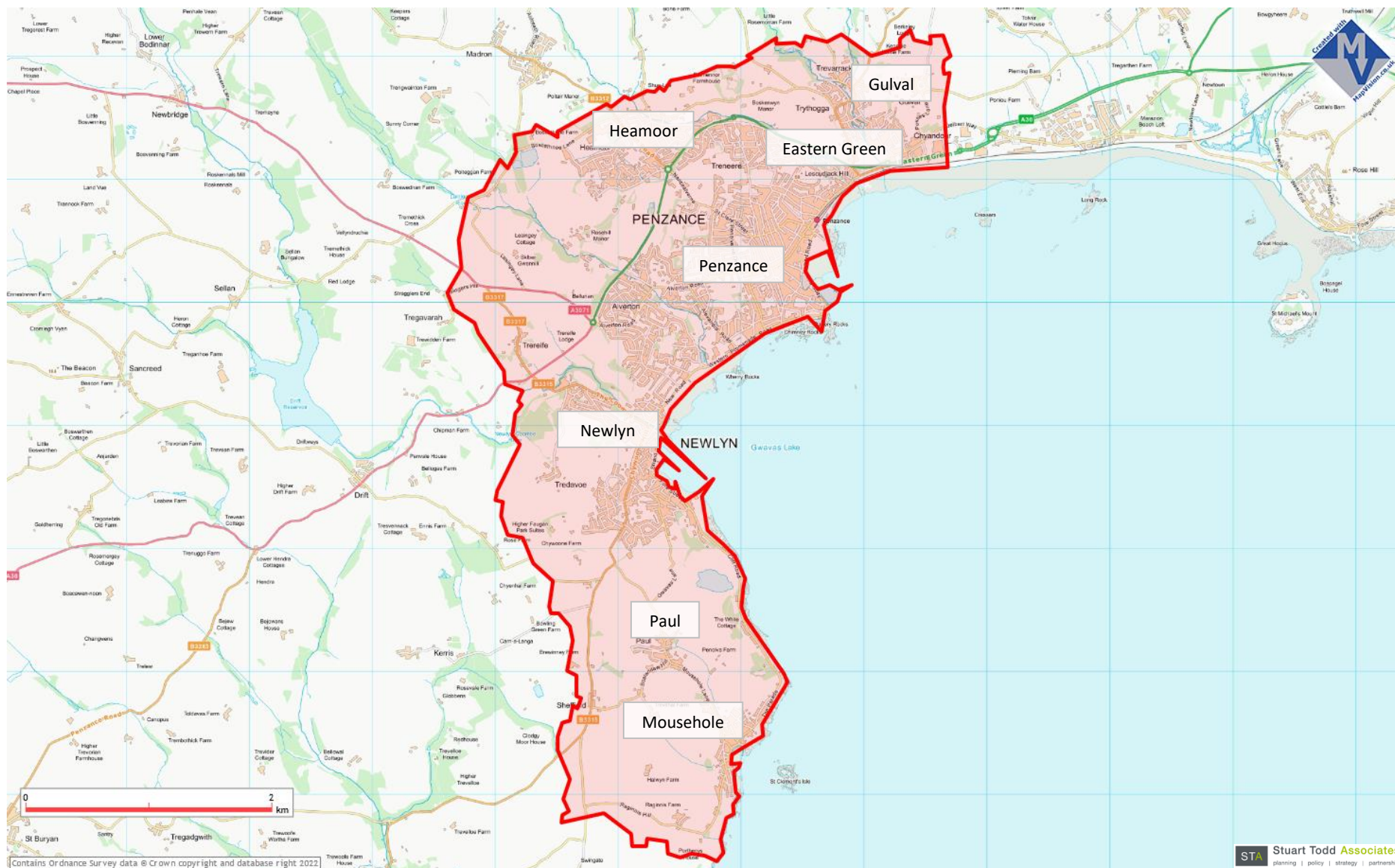
Two community areas, however, merit having policies grouped by place. Penzance town centre and Newlyn each have their own policy section, given that many policies are required to direct, support and implement regeneration in these areas.

Summary Community Vision Statements produced by each community area are reproduced below; the full Community Vision Statements are reproduced in Appendix 3. These Statements set a “direction of travel”, and represent the aspirations of each community.

Policies throughout the Plan support these Statements wherever possible. However, it is important to note that there are some things that the planning system, and this Plan and its policies, will be unable to deliver; and also that the Plan and its policies must comply with a set of rules for the Plan to be made (adopted) as part of the development plan (as explained in section 1.1.6 of this Plan).



Map 2: Broad Locations of Community Areas



## 4.1 Eastern Green

Eastern Green is Penzance Parish's most easterly community area, comprising more than 600 residents and approximately 300 households<sup>36</sup> in private, social rented and park homes. It is bounded to the east by Sainsbury's and to the north by Gulval, and to the south and west by the A30, Branwell Lane roundabout and Ponsandane field. Once an area of farmland on an open approach to Penzance town, and then a designated industrial and warehousing site, Eastern Green is now a densely developed mix of out-of-town food stores, car sales and maintenance, warehousing, builders' merchants and housing. It has important green spaces at Ponsandane Field and Posses Lane and footpaths to Gulval and the countryside beyond, and is close to the sea and beach. However, life in Eastern Green is blighted by the overwhelming dominance of traffic; a lack of safe pedestrian routes; air, noise and light pollution; conflict with commercial uses; and flood risk. As an unplanned community, there are no community facilities.

The Vision for Eastern Green is for a community where people are given priority over traffic, and where businesses respect the needs of residents. The key issues and objectives for the future are as follows:

- To enable people of all ages and abilities to move around safely, unimpeded by the impact of traffic;
- To provide safe and manageable access to the beach and countryside;
- To provide community facilities so that people are able to experience and enjoy greater community interaction;
- To identify green buffer zones to the east and west to protect the community from further incursion of industrial, retail or residential development;
- To prevent the exacerbation of pollution and seek improvements in environmental quality.



## 4.2 Gulval

Gulval is located in the east of Penzance Parish about a mile from the town. The southern edge of the village is defined by the polling district boundary where it meets Eastern Green and Chy an Dour; it is otherwise surrounded by fertile agricultural land, and its hinterland extends west towards Heamoor and north into the Gulval ward of Madron parish. Ludgvan parish lies to the east and to the south-west there is a prominent ridge of farmland which provides a distinct

<sup>36</sup> Based on 2011 census data.

green break between the village and Penzance town. The Penwith moors section of the Cornwall AONB is close to the village. There are about 850 residents in Gulval<sup>37</sup>.

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. The village hall, Church and pub, and a range of community organisations, provide for social life. These contribute to a strong village identity valued by those choosing to move into the village as well as those who have lived there all or most of their lives.

Local concerns include traffic, lack of safe pedestrian, or cycling, routes, the risk of flooding and potential encroachment of urban development around the village. The Gulval Village Plan identifies the qualities which should be protected and key issues to be addressed, with objectives focusing on:

- Distinctiveness and Identity;
- Green Infrastructure; and,
- Ensuring that the village is accessible, safe, thriving, equitable, and resilient.



#### 4.3 Heamoor

Within walking distance of beautiful country walks, Heamoor is a village north-west of Penzance town with a strong sense of community. The village initially grew in the 1800s with the need for labourers at the nearby farms. The village does not have the capacity to absorb additional traffic and flooding that over-development could inevitably bring, potentially leading to a deterioration in residents' mental and physical health and wellbeing. We will do everything we can to counter such threats and continue as a happy cohesive community, with a village that we can continue to be proud of. The people of Heamoor have a strong positive Vision of their village's future.

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<sup>37</sup> Based on 2011 census data.

Our Vision is for Heamoor to continue to be:

- a rural community with its own distinctive character and identity;
- surrounded by green fields;
- a healthy, unpolluted place;
- a safe place to bring up our children;
- a compact, walkable community;
- a place of quiet lanes frequented by horse-riders, walkers and cyclists;
- a place where equine, agricultural and other small businesses flourish; and,
- a place that is a haven for wildlife.



#### 4.4 Mousehole

The community area of Mousehole includes the village, small farming settlement of Raginnis and surrounding countryside. Nestled in a valley, the village is characterised by its compact built environment, narrow streets with small cottages and small sheltered natural harbour. The rural area comprises mostly small fields and “quilletts” closer to the village, with larger fields on higher ground, bounded by Cornish hedges. Mousehole has a close-knit community, supported by a good range of local facilities, activities and events, and benefits from a thriving local tourist industry.

Following extensive consultation, the local community has agreed that the following are the key issues for the future:



- To restrict new housing to sites within the existing village envelope, limiting numbers to meet local needs for those with a local connection, to encourage permanent residence and to prevent the building of new second homes.
- To protect and enhance the historic and architectural value of the village, its harbour, public spaces, wider shoreline and agricultural setting, as important assets to both residents and the local tourism economy.
- To support local businesses and all forms of employment, both those which support the local tourism offer and wider year-round businesses, to help maintain a sustainable community.
- To maintain and increase the frequency of bus services, improve pedestrian and cycle routes, introduce traffic management measures in the village and not allow new development to exacerbate car parking shortages.
- To protect and properly maintain the landscape character of the countryside, including Cornish hedges, which provide a valuable habitat for flora and fauna.
- To prevent further flooding, particularly in relation to impacts with Mousehole being downstream of Paul.

#### 4.5 Newlyn

Newlyn is one of 4 distinct and separate but connected settlements which wrap around Mount's Bay. Although small in size with a population of around 4,500 it is important as a fishing village, being one of the largest fishing ports in the UK.

The heart of the village is linear and runs from the edge of the harbour on The Strand around to the bridge over the river on the New Road (which connects Newlyn to Penzance town). It is a busy place with a strong working community and public spaces, leisure venues and shops. It benefits from a buoyant tourism sector, although equally challenged by its less positive impact on housing supply through second home ownership and holiday lets.

The village 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.

Our Vision was developed from a mix of community feedback on structured, strategic and site-specific project suggestions, received from residents, businesses and the Newlyn Pier and Harbour Commissioners.



The focus of the Vision is to:

- Foster the sense of community;
- Make the environment safer; and,
- Future-proof buildings and infrastructure.

## 4.6 Paul

Our vision encompasses Paul and the surrounding rural area, including the smaller settlements of Sheffield, Trevithal and Penolva. The total number of households in this area is 192<sup>38</sup>. Whilst historically employment in agriculture was important there is now a high proportion of retirees in the Vision area as well as self-employed, often home-based, workers. Overall, there is a strong local identity and community spirit, which is highly valued.

Following extensive recent consultation, the local community has agreed that the following are the key issues for the future:

- To maintain the distinctiveness of these historic settlements and their surrounding green envelope.
- To protect and enhance wildlife sites, public open spaces, footpaths and landscape features in order to conserve and increase biodiversity.
- To restrict any new housing, or other development, to sites within the defined settlement perimeter boundaries, limiting numbers to meet immediate local needs. New development to be affordable social housing or shared ownership, and none to be holiday or second homes.
- To ensure that the design of any new development is sympathetic to the historic character of the settlements, and that the unique views of St Paul's Church, Mount's Bay and the coast are preserved.
- To ensure that any new development is supported by sufficient and appropriate infrastructure improvements, including drainage, utilities and educational facilities.
- To secure regular local transport links to reduce dependence on car use and reduce congestion and pollution.



<sup>38</sup> Based on 2011 census data.

- To introduce traffic and parking management to improve safety in the narrow lanes, and to create improved pedestrian links between settlements, and to Newlyn, and Mousehole.
- To ensure the sustainability of the settlements by encouraging the provision of new facilities, and by supporting the development of home industries, and new studios and workshops attached to dwellings.
- To prevent further flooding in Paul, with consequent significant impacts downstream in Mousehole.

## 4.7 Penzance Town

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 around retail, business services, creative industries, the public sector and tourism.

Historically, Penzance town was an important commercial port, a market town and centre of local government. But in the late 20<sup>th</sup> century, traditional industries declined, the retail sector changed beyond recognition and local government centralised. As a result, like many market and coastal towns across the country, Penzance town declined in importance and its economy shrank.

Penzance town has a lot to offer. It's in one of the most beautiful places in the country with an outstanding coastal location. It has many grand and historic buildings, Cornwall's only promenade, the UK's largest sea-water lido, good transport links, super-fast broadband, a thriving independent retail sector and a growing creative sector. On the other hand, there has been almost no investment in the town for decades, so that it's been exposed to the negative impacts of change. The town centre and waterfront bear the scars of that, presenting a fractured townscape and poorly connected to each other.

Around 12,000 people live in Penzance town<sup>39</sup>, which extends from Chyandour in the east to Newlyn in the west and is bounded by the A30 and the sea. Town centre housing is predominantly Georgian and Victorian, ranging from the tightly packed terraces of the Battlefields to the Georgian and Regency elegance of Chapel Street and the squares and parades between it and Morrab Gardens, a reminder of the town's former glory. A little further out are the



<sup>39</sup> According to ONS 2019 mid-year population projections, there are 20,864 people resident in the parish. The population in 2011 was 20,045, according to the 2011 census. 2021 census data is due to be published in 2023. The population of the Penzance wards only was 12,121 in 2011.

Victorian suburbs and then the more modern housing estates of Treneere, Penalverne and Alverton, predominantly built in the 1930s to replace slums with decent homes. Whilst expansion in the town's housing stock has continued, housing which is genuinely affordable for local people – whether to rent or buy – is in short supply.

The Vision for Penzance town is:

- A place where people can live, work and bring up their families;
- A town where there is the right amount and mix of housing to meet the needs of local people;
- A town centre where buildings are repurposed to bring life back into the town and support growth in the economy by creating more town centre places to live, work and do business;
- A town which prioritises pedestrians, cyclists and people using mobility aids; and,
- A place where the waterfront and harbour are recognised and used as important assets – making a significant contribution to the economy, health, well-being and enjoyment of the local community.

## 5. PARISH-WIDE THEMES, OBJECTIVES AND POLICIES

The Plan's Parish-wide policies, which relate to all community areas, are structured around the following themes:

- Built Environment (Development, Design and Heritage);
- Economy;
- Housing;
- Natural Environment and Green Infrastructure; and,
- Coastal Vulnerability.

These themes set out important context; the main objectives which will help to deliver the Plan's overall Vision; and detailed planning policies which will form the part of the Plan, with legal weight in the planning system.

## 5.1 DEVELOPMENT, DESIGN & HERITAGE

### 5.1.1 Context

Establishing development criteria is a key principle of this Neighbourhood Plan. The aim is to make sure that future developments make a positive impact on the physical fabric of our town, villages and communities, respect what we already have, and reflect the needs and aspirations of people living and working in the Parish. This principle is supported by the Cornwall Local Plan and clearly voiced by the community. A good-quality built environment which sits well within the natural landscape is the foundation of a resilient community. It can make an important contribution to quality of life, providing a cornerstone for economic regeneration, helping people to enjoy living and working in their home community, supporting health and wellbeing and encouraging a sense of civic pride.

The built environment is not just housing, shops, offices and other buildings, but public infrastructure such as roads, streets, parking, pavements, lighting, cycle routes, footpaths and lanes; public spaces to enjoy, particularly in the town and village centres; and characteristic features or significant views which contribute to their character and identity. The main characteristics of our settlements and wider Parish are summarised in the Character Snapshots which follow.

Green spaces, trees and landscaping - as well as visual and physical connections with the coast and surrounding countryside - are also important aspects of the built environment. The Natural Environment and Green Infrastructure section of this Plan sets out policies which look to protect and enhance our green spaces, which not only form a critical network of habitats for wildlife but also provide opportunities for leisure activities and relaxation and (especially in the context of the climate emergency) a more sustainable way of living.

Our built environment is influenced strongly by the topographic setting of hills running to the coastline; a cultural and economic heritage rooted in fishing, agriculture, mining and merchant shipping; and the Penzance's historic status as a borough and the market town for the West Penwith peninsula. It also reflects our cultural history, retaining as it does many of the iconic scenes painted by the hugely influential Newlyn School of artists that flourished in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, and whose works are on permanent display at the Penlee House Gallery in central Penzance.

#### *Policies in this section:*

*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*

*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*

### **Settlement Character Snapshot: Penzance and Eastern Green**

- *In Penzance new residential neighbourhoods have developed over time around the original town, while retail and other service industries have spread eastwards along the A30 at Eastern Green.*
- *Areas of the town vary in character; within and beyond the town centre and harbour, the ridgeline of “pen sans” (holy headland) is prominent.*
- *The town centre is characterised by the listed Market House, the statue of Humphry Davy and The Terrace, a valuable pedestrian refuge (also listed).*
- *In some facades traditional shopfronts survive, an important feature.*
- *The topography between the town centre and the harbour has resulted in a stepping of buildings and glimpses down connecting streets of the sea, harbour and St Michael’s Mount.*
- *The harbour, Jubilee Pool and Promenade areas are again different, and have distinct functions and character.*
- *The increase in traffic over decades has had a substantial impact, with the result that roads and traffic dominate the built environment.*
- *Economic change has resulted in changes to the function of buildings and townscape, especially in the area between the harbour and town centre where buildings have become vacant or underutilised. Growth of online shopping and contraction of national retailers have had an impact.*
- *Town centre and harbour areas, including links between them and movement to and from the eastern entrance to the town, are a focus for regeneration and improvement.*
- *The character of residential areas includes dense terraces, grander terraces and large detached houses with gardens. The residential areas of Alverton and Treneere, creatively planned in the 1930s, include private gardens, trees and open spaces, while other areas are less well provided with general amenity space.*
- *Residential development has extended into Eastern Green alongside the earlier trading estate and retail and service sector sites. The result is an environment heavily dominated by traffic and lighting linked to the business uses, with little provision for the residential community.*

### **Settlement Character Snapshot: Newlyn**

- *Newlyn benefits from a largely unaltered townscape of a traditional Cornish fishing community – offering a valuable industrial and cultural heritage, while remaining a living, working community.*
- *Its built environment has evolved from the constraints of the landscape topography and its function as the home of one of the country’s largest fishing fleets.*
- *The village centre clusters around The Strand, from the bridge over the Coombe River to Fore Street at the far end of the harbour, with the rest of the village rising vertically to Gwavas and Faughan.*
- *Growth in the economy in recent years and increased popularity as a tourist destination has resulted in an increase in traffic, and the transport requirements of the fishing industry conflict with the safe movement of pedestrians and cyclists.*

### **Settlement Character Snapshot: Mousehole**

- *Mousehole originated as a medieval fishing village which developed around its harbour on the western edge of Mount’s Bay.*
- *Granite cottages and other buildings cluster around a network of narrow streets; there are many listed buildings and most of the village is within a Conservation Area.*
- *The village extends into the valley behind the harbour. Later development has spread onto higher land above the village.*
- *Mousehole is surrounded by an agricultural landscape which is comprised predominantly of small fields bounded by Cornish hedges.*
- *The village is wholly within the Cornwall Area of Outstanding Natural Beauty (AONB) and close to the edge of the Heritage Coast.*

**Settlement Character Snapshot: Gulval**

- *Gulval is comprised of the settlements of Trevarrack, Trythogga and Gulval Churchtown.*
- *Trevarrack and Trythogga have merged with newer housing development on either side of the valley where the Trevaylor and Rosemorran rivers meet, while Churchtown, designated as a Conservation Area, is located on the south-facing slope overlooking Mount's Bay.*
- *The village includes a mix of stone terraces, former farm buildings and 20<sup>th</sup> century housing estates.*
- *Terraces and community buildings are of a distinctive Bolitho estate design, including terracotta detailing and canopy porches.*
- *The village is all but surrounded by high quality agricultural land and retains its rural character.*

**Settlement Character Snapshot: Paul**

- *Paul is an ancient settlement of granite cottages and newer houses and bungalows, which stands on the hill above Mousehole, to the south-west of Penlee Quarry.*
- *The village is dominated by Grade I Listed St Pol-de-Leon Church and most of the village is a Conservation Area.*
- *The church was rebuilt in the 16<sup>th</sup> century after destruction in a Spanish raid: its tower survived and is an important landmark seen for miles around.*
- *The King's Arms pub, Hutchens House alms-houses and church hall, all built of granite, nestle alongside.*
- *Paul is surrounded by agricultural fields, separating it from the smaller settlements of Penolva, Trevithal and Sheffield, all linked by an ancient footpath network.*

**Settlement Character Snapshot: Heamoor**

- *Heamoor's origins can be traced back to 1274.*
- *The modern village grew up around a core of Victorian granite terraced houses and cottages in the Chyandour valley.*
- *More recent expansion took place in the 1960s and 1970s at Boscathnoe to the west (including Mount's Bay Academy) and the Reens to the east, followed by further development at Roscadghill that includes sheltered and social housing.*
- *It is a compact, walkable community.*
- *The village is largely surrounded by open countryside, dotted with historic country houses, including Nancealverne, Rosehill, Boskenwyn and Trannack, and farms with traditional granite buildings in an agricultural setting.*

The Parish has a rich historic landscape, as the mapping in Appendix 4 shows<sup>40</sup>. This landscape has always played an important role in contextualising the urban areas and settlement pattern within the Parish. The significant wealth created in particular from mining and marine activities means that we have many buildings of heritage and architectural importance, with a huge number of Listed Buildings and historic streetscapes. The Parish is home to 404 Listed Buildings, by far the greatest number in any Parish in Cornwall<sup>41</sup>. Significant areas of Penzance town, Newlyn, Mousehole, Paul and Gulval are already designated as Conservation Areas<sup>42</sup>. Whilst this is positive in many respects, changes in the economy over decades have led to many (mainly larger) commercial buildings becoming underused, and in some cases dilapidated or redundant. It would be a great shame not to see these buildings having a useful future, but it is also important to respect their heritage.



This wealth and variety of heritage contributes significantly to local distinctiveness and interest, cultural tourism, and a creative environment and economy. The character and related aspirations of the various community areas across the Parish are summarised earlier in this Plan, and set out in full in Appendix 3 as part of the Community Vision Statements.

There are many opportunities to improve our built environment, and to protect the aspects that are valued. These include, for example, encouraging new uses for vacant or underused buildings, especially those of heritage value; providing safer and more attractive pedestrian and cycle routes; planning for attractive public spaces where local people and visitors can linger and socialise; planning to reduce pollution; and adapting to climate change. All of these can make a contribution.

The climate change crisis requires significantly more emphasis on sustainability in design, including the use of materials; energy conservation and generation; water harvesting and reuse; provision for recycling and composting; construction practices; landscaping; accessibility; and the need to reuse/repurpose existing building stock, where possible.

Above all, protecting the character of our high-quality built environment provide the backcloth, setting and basis to embrace opportunities for change that should take place to a high standard of design, enhancing and building on the qualities exhibited by our existing built environment and improving quality where needed. Any new development, whether housing or other types, must demonstrate that it is in itself of high quality in terms of its “look and feel” and its contribution to its setting, as well as in helping to overcome the challenges of our environment and climate change. A positive contribution from

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<sup>40</sup> See <https://map.cornwall.gov.uk/website/ccmap/?zoomlevel=1&xcoord=162690&ycoord=64380&wsName=ccmap&layerName=> for the ability to zoom into these various heritage and historic assets. It should be noted that there are too many points of historical interest in the parish to show in detail on a parish-wide map. Please refer to the interactive mapping by following the link to identify these points.

<sup>41</sup> See <https://www.heritagegateway.org.uk/gateway/> for details of listings

<sup>42</sup> See <https://www.cornwall.gov.uk/environment-and-planning/conservation/conservation-areas/> for further details.

new development and regeneration is essential if change is to enhance our living environments and make our town and village centres better places to shop, visit, work and live in.

### 5.1.2 Key Objectives

Within this context and to help deliver our Vision, the key objectives for this theme which inform our planning policies are:

- To encourage development which secures improvements to the built environment that support economic and community resilience and bring redundant, derelict or dilapidated buildings and land back into use, whilst respecting and enhancing existing heritage assets, natural assets and local distinctiveness;
- To ensure that all new developments, and the repurposing of existing buildings, achieve high standards of design that reflect and respect their location in terms of their scale, character, setting and use of materials;
- To recognise important elements of townscape, including views and skyline, distinctive buildings, and features that contribute to the character and quality of the built environment in our town and villages;
- To prioritise the use of brownfield sites and the reuse or repurposing of empty or redundant buildings over greenfield sites wherever possible;
- To ensure that the design of new development and where possible repurposing of existing buildings responds effectively to the climate change emergency in terms of energy sources and conservation, water conservation, recycling, accessibility and transport;
- To prioritise pedestrian and cyclist movements in linking town and village centres with residential areas and new development sites, and ensure safety and accessibility for people living with disabilities;
- To reduce the impact of traffic on town and village centres and residential areas;
- To improve and/or reinstate degraded and underused town and village thoroughfares, enhancing accessibility and public use;
- To ensure that the separate and distinct identities of our town and village communities are maintained and supported, and that local communities are fully engaged in significant development proposals through pre-application consultation and discussion;



- To assess development proposals in the context of the latest available evidence on the impacts of climate change;
- To ensure that developments which extend the envelope of the built environment and intersect with the natural environment and/or green infrastructure maintain and protect wildlife habitats and biodiversity, and include appropriate measures to maintain the nature and enjoyment of extant paths, bridleways and cycleways.

### 5.1.3 Achieved by

- Partnership working between the Penzance Regeneration Company, Penzance Town Council, Cornwall Council, Penzance Place Shaping Group and Penzance Regeneration Partnership and any successor organisations to actively identify opportunities for improvement and development in line with this Neighbourhood Plan and to secure investment from public and private sector sources;
- Partnership working between Penzance Place Shaping Group, Penzance Town Council, Cornwall Council and any successor organisations (and utilising the Penzance Spatial Strategy) to create and maintain a register of key heritage buildings and underutilised/redundant sites, buildings, thoroughfares and town/village centre spaces across the Parish;
- Partnership working between the Penzance Regeneration Company, Penzance Town Council, Cornwall Council, and private sector partners to secure delivery of plans and projects set out in the Penzance Town Deal, Future High Street bids and any future funding streams which assist in realising the Vision and Objectives of this Neighbourhood Plan;
- Partnership working between the Penzance Regeneration Company and the private sector to secure plans and projects to further build on the Town Deal and Future High Streets initiatives and secure a new future for redundant, dilapidated and underused buildings and sites in town and village centres;
- Partnership working between Penzance Town Council, the Penzance Regeneration Partnership, Sustainable Penzance, Cornwall Council and Highways England as appropriate to develop, trial and implement schemes which reduce the impact of traffic in town and village centres including but not limited to Town Deal and Healthy Streets initiatives, the Local Cycling and Walking Infrastructure Plan, and the use of Quiet Lanes and Home Zone designations and traffic management measures; and,
- Utilising funds available through Section 106 and Community Infrastructure Levy contributions.

### 5.1.4 Policies

Our planning policies seek to provide a positive framework that enables Cornwall Council, as the Local Planning Authority, to make planning decisions which take the Parish's context, key objectives, and overall and community visions fully into account. The policies for this theme follow.

## ***Policy DDH1: Design and Local Distinctiveness***

### *Justification*

Policy DDH1 sets out what this Plan means by “high-quality design”. However, it does not work in isolation. The policy is supported by national and local authority policies which present a positive and proactive framework for good and high-quality design through planning<sup>43</sup>. National Design Guidance<sup>44</sup> and the Cornwall Council design guidance<sup>45</sup> provide strategic guidance on issues of design, and these should be referenced and responded to positively by development proposals. The Government has also given a strong message in its proposed changes to the planning system with regard to increasing the role of good design in the planning system<sup>46</sup>. Developers are encouraged to engage with the local authority in design review processes<sup>47</sup> to help ensure high-quality design is an outcome from the start and the proposal achieves quality “on the ground”. Appendix 5 of this Plan also sets out key design principles which are of particular importance in the Penzance Parish context and should be referred to when designing development schemes.



Policy DDH1 identifies design considerations that are important to local communities as identified in the Community Vision Statements (see Appendix 3). In relation to specific considerations in Penzance town centre, it also draws on the 2018 Spatial Strategy<sup>48</sup>. The Green Infrastructure section of this Plan sets out how important the landscape, seascape and setting of the Parish is of critical importance in terms of the role it plays in making the Parish what it is, a high-quality environment and landscape which frames our settlements.

<sup>43</sup> Such as section 12 in the NPPF <https://www.gov.uk/government/publications/national-planning-policy-framework--2> and policy 12 in the Cornwall Local Plan <https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/>.

<sup>44</sup> See <https://www.gov.uk/government/publications/national-design-guide>

<sup>45</sup> See <https://www.cornwall.gov.uk/designguide>. This includes, amongst other guidance, the Cornwall Design Guide, Chief Planning Officer’s Advice Note, draft Streetscape Design Guide and Cornwall Building Stone and Slate Guide.

<sup>46</sup> For example, in the emerging changes to the planning system. See the Levelling-up and Regeneration Bill <https://bills.parliament.uk/bills/3155> and the 2020 White Paper on proposed changes to the planning system [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/907647/MHCLG-Planning-Consultation.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/907647/MHCLG-Planning-Consultation.pdf) before that.

<sup>47</sup> For example, using the Cornwall Design Review Panel - see <https://www.cornwall.gov.uk/environment-and-planning/planning/cornwall-design-review-panel/>

<sup>48</sup> The Penzance Spatial Strategy Report, 2018, Lavigne Lonsdale, Yellow Book, Mace and Alder King. See <http://www.pznp.co.uk/our-evidence-base/>

High-quality design is about more than just the “look and feel” of individual buildings and planning proposals. The protection and enhancement of our landscape, seascape and views out to sea should be central when considering the appropriateness of a development proposal. In particular, views from within settlements through to ridgelines and key landscape features (described in greater detail in the Natural Environment and Green Infrastructure section) and views out to sea from various vantage points across the northern parts of the Parish must be protected. Retaining and enhancing distinctive views, including those identified in the Penzance Spatial Strategy 2018, such as views from Penzance town centre out to the sea (for example from Market Jew Street), views incorporating the focal points of Market House and St Mary’s Church in Penzance town centre, and uninterrupted views of St Michael’s Mount across Mount’s Bay and Gwavas Lake.

It is particularly important that where proposals (including the allocated housing sites) would extend built development into the open countryside, tree planting is retained or provided along site boundaries to screen and integrate the development into the landscape. Increased emphasis on tree planting within and around development sites is complementary to Cornwall Council’s Forest for Cornwall initiative. Where a site is prominent in its surroundings, the use of white render or similar finishes should in general be avoided. Materials and finishes should also take account of future maintenance requirements, with specific reference to the Parish’s maritime location.

It will be vital for future development, including the housing and employment land requirements of the Cornwall Local Plan, to reflect and respect the local distinctiveness and character of the built environment, whether in Penzance town centre and its surrounding communities, in villages, or where it extends into the countryside. Good design of both buildings and landscaping, combined with the use of sustainably sourced local materials wherever appropriate, will support this aspiration. Wherever possible, proposals should take into account the Cornwall Council distinctiveness guidance, “Cornish Distinctiveness: Let’s Talk Cornwall”<sup>49</sup>.

The criteria set out in Policy DDH1 should be taken into account and feature in all development where relevant to the type and scale of proposal. However, so as not to make the criteria onerous on small-scale development, “major developments”<sup>50</sup> must demonstrate how they have taken the criteria into account, while other developments outside the definition of “major development” should take the criteria into account accordingly in relation to the type and scale of development proposed.



<sup>49</sup> See <https://letstalk.cornwall.gov.uk/cornish-distinctiveness>

<sup>50</sup> Major development is: for housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m<sup>2</sup> or more, or a site of 1 hectare or more, or as otherwise provided in the [Town and Country Planning \(Development Management Procedure\) \(England\) Order 2015](#). See the NPPF - <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

### **Policy DDH1: Design and Local Distinctiveness**

- 1. Development proposals should demonstrate high-quality design which respects and reflects the character of the surrounding area and local distinctiveness. Materials and finishes should be in keeping with the locality and be of sufficient quality and design to withstand the effects of the local maritime climate (for example, using resilient materials and siting to reduce rusting and discolouration and the impact of high winds). Where a site is prominent in its surroundings, the use of white render or similar finishes should in general be avoided.**
- 2. Major development proposals within or on the edge of villages or the Penzance urban area should demonstrate how they will be well integrated with the community, surroundings and landscape context in terms of:**
  - i) Patterns of development, scale, density, massing and building styles, with particular reference to this Plan’s Design Principles (Appendix 5);**
  - ii) Providing for the continued safe and attractive use of public rights of way;**
  - iii) Incorporating green corridors and tree planting or landscaping on site boundaries, and along hedgerows, watercourses and public rights of way, as relevant to the size and nature of the site;**
  - iv) Retaining and enhancing distinctive views, including those identified in the Penzance Spatial Strategy 2018;**
  - v) Protecting and enhancing the special character of designated Conservation Areas and other heritage assets, along with their settings;**
  - vi) Retaining and enhancing buildings and features that are important in the locality;**
  - vii) Ensuring safe and attractive access for pedestrians, people living with disabilities or limited mobility, and cyclists;**
  - viii) Reducing the impact of traffic within the development;**
  - ix) Providing convenient storage for cycles as an integrated part of building design; and,**
  - x) Providing integrated facilities for recycling, composting and refuse collection that are appropriate to the development, convenient and minimise visual impact.**

Development proposals which fall outside of the definition of “major development” should demonstrate, through a Planning Statement, how they have taken into account these criteria where relevant to the scale and type of development proposed, along with an impact assessment of the proposed development on any heritage assets.

- 3. Where development proposals are on sites in sensitive locations which are prominent in their landscape setting, and cannot be developed elsewhere, measures to mitigate adverse impact on the landscape should be taken, such as boundary planting and landscaping to provide effective screening for development and enable development to be satisfactorily accommodated in its landscape setting. In such cases, provision must be made for future maintenance of such measures to maintain effective mitigation in the long-term.**
- 4. Proposals should take into account Cornwall Council’s distinctive guidance, Cornish Distinctiveness.**

...continued >>>>

- 5. Proposals for development in gardens and private amenity space within the curtilage of the dwelling, which require planning permission, should demonstrate how they will have no significant adverse impact on the character of the existing property's setting and character and amenity of neighbouring property and uses.**

***Policy DDH2: Development and Heritage Assets***

*Justification*

The quality and historic and cultural interest of the area's built environment, and the outstanding value of the surrounding coast and countryside, make a substantial contribution to the quality of life of people living and working in the Penzance Parish area, to its attractiveness to visitors, and to the local economy. These qualities and heritage assets are well evidenced at a local level by the Cornwall and Scilly Urban Survey (CSUS)<sup>51</sup>, Conservation Area appraisals<sup>52</sup> where relevant, and landscape character assessments<sup>53</sup>. They are also evidenced by the value placed on them through local community consultations, which are reflected in individual Community Vision Statements and supporting documentation.

The wealth and range of heritage assets across the Parish – those with listed, scheduled or with other formal designations or status, and those which are simply noted as of particular local significance – are mapped in detail on the Cornwall Interactive Map<sup>54</sup> and Heritage Gateway<sup>55</sup>. These sources of evidence should be used as a reference point for development proposals where they have or could have an impact on heritage and historic assets or their setting. Any proposals to alter heritage assets should take into account Historic England's "Conservation Principles, Policies & Guidance"<sup>56</sup> or its successor publications when updated.



<sup>51</sup> See <https://www.cornwall.gov.uk/environment-and-planning/strategic-historic-environment-service/guidance/appraisals-and-surveys/cornwall-and-scilly-urban-survey/towns/>

<sup>52</sup> See Cornwall Council's website for further details <https://www.cornwall.gov.uk/planning-and-building-control/conservation-and-planning/>

<sup>53</sup> See the Natural Environment section for further information on our valued landscape.

<sup>54</sup> See <https://map.cornwall.gov.uk/website/ccmap/>

<sup>55</sup> See <https://www.heritagegateway.org.uk/gateway/>

<sup>56</sup> See <https://historicengland.org.uk/advice/constructive-conservation/conservation-principles/>

As these records show, the Parish is fortunate to have many historic and heritage assets which form an essential part of its built character, and are part of what makes the area attractive for both residents and visitors alike. These heritage assets are also a finite resource that needs to be managed and safeguarded for the future.

Therefore, while it is recognised that policies in this Plan which support and enable redevelopment and change (for example, in Penzance town centre) will need to enhance spaces and buildings, and help the local economy recover from the impact of the pandemic and changing behaviours in the retail and service / hospitality sectors, this needs to be balanced with policies to help ensure that necessary change to meet these objectives and impacts does not compromise the character provided by historic and heritage assets. Policies will also need to be supportive of the need to future-proof buildings to deal with the impact of climate change.

Many heritage assets already have some protection through their status as listed buildings or location within a Conservation Area (for example being covered by Article 4 restrictions<sup>57</sup>).

However, policy DDH2 reinforces the need for development proposals to consider carefully the heritage value provided by assets and their setting, whether or not they already benefit from a form of legal or policy protection.

The policy is supported by national and local authority policies which present a positive and proactive framework for the protection of heritage through planning.<sup>58</sup>



### **Policy DDH2: Development and Heritage Assets**

**Where appropriate, Heritage Impact Assessments should show how proposals have:**

- i) consulted the records of the relevant heritage asset(s), for example, as detailed on the Heritage Gateway and Cornwall Interactive Mapping;**
- ii) assessed the significance of the affected designated and non-designated heritage assets;**
- iii) demonstrated that they have taken into account Conservation Area Appraisals for Gulval, Mousehole, Newlyn, Paul and Penzance where relevant;**

...continued >>>>

<sup>57</sup> See <https://www.cornwall.gov.uk/environment-and-planning/conservation/conservation-areas/> for further details.

<sup>58</sup> Such as NPPF paragraphs 194-208 inclusive and adopted Cornwall Local Plan Policy 12: Design and Policy 24: Historic Environment. Also see [https://historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historic-environment/?gclid=CjwKCAjwmeilBhA6EiwA-uaeFZuDiDnuVwFyryQtXR9xP\\_s0Z1PNsWfb\\_nEjHx0jhSTxsLonLHDH3RoCpqwQAvD\\_BwE](https://historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historic-environment/?gclid=CjwKCAjwmeilBhA6EiwA-uaeFZuDiDnuVwFyryQtXR9xP_s0Z1PNsWfb_nEjHx0jhSTxsLonLHDH3RoCpqwQAvD_BwE) for Historic England Guidance, "Conservation Principles, Policies and Guidance".

- iv) in the case of proposals for listed buildings and sensitive sites, demonstrate that they have taken into account the provisions of Historic England: Conservation Principles, Policies & Guidance with particular reference to the new work and alteration policy, and a statement has been provided setting out how this has informed the proposals; and,
- v) responded positively to local identity and distinctiveness.

### ***Policy DDH3: Light Pollution and the Night Sky***

#### *Justification*

In recent years, adjustments to local street lighting have improved night sky visibility in the Parish, but pressures from development across west Cornwall are a threat to dark skies: research by Exeter University<sup>59</sup> indicates that residential development has played a significant role in increasing light pollution in South-West England. It also seems likely that collectively, security lighting (while necessary) has also played a role in increasing light pollution in the eastern approach to Penzance town, and consequently has impaired the amenity of residential properties in Eastern Green and parts of Gulval. And long-standing concerns about the implications for scientific astronomy and aesthetic enjoyment of the night sky have been joined in recent years by growing awareness of potential effects of artificial light on human health, ecological processes and ecosystem services.

The West Penwith AONB has recently been officially designated as an International Dark Sky Park<sup>60</sup>. Although only a small part of the Parish (Mousehole and its immediate environs) lies within the AONB, development anywhere in the Parish has the potential to impair the designation of the International Dark Sky Park<sup>61</sup>. Levels of light pollution are already significant in parts of the Parish, 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. Policy DDH3 therefore seeks to prevent adverse impact of light pollution arising from development through appropriate design and mitigation measures and is supported by national policy



<sup>59</sup> "Cornwall and the South West of England present fascinating examples of the changes in night-time light. While several parts of the region are getting brighter at night ... mostly due to the expansion of new housing and industrial estates, some areas are getting dimmer". (<https://www.exeter.ac.uk/research/esi/news/newsarchive2014/articles/researcherstracklightpollu.php> )

<sup>60</sup> <https://www.bbc.co.uk/news/uk-england-cornwall-59563129>

<sup>61</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> ).

which states that development proposals should “...limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation”<sup>62</sup>.

### **Policy DDH3: Light Pollution and the Night Sky**

**The provision of external lighting and glazing in development proposals must be designed to protect the surrounding area and the night sky from light pollution through:**

- i) well-designed buildings with windows, other structures with glazed roofs and conservatories which have in-setting, permanent fittings or built-in shielding which are part of the window design and prevent internal lighting from having an adverse impact;**
- ii) demonstrating that the proposed outdoor lighting scheme is appropriate in relation to the function of the development with reference to the number, design, specification and position of external lamps and lighting fittings;**
- iii) full shielding (at the horizontal and above) of any external lighting fittings and lamps exceeding 500 initial lumens and evidence of limited impact of unshielded lighting through use of adaptive controls; and,**
- iv) limiting the correlated colour temperature of external lighting fittings and lamps to 3000 kelvins or less.**

### **Policy DDH4: Sustainability**

#### *Justification*

Sustainable development is the principal objective of the planning system and central to the National Planning Policy Framework. It is also the basis for policies in the Cornwall Local Plan and Neighbourhood Plan.

The increasing climate change crisis, and the Cornwall Climate Emergency declaration, require a robust design response in terms of sustainability. The Cornwall Climate Emergency DPD provides a planning framework for this and focuses on the delivery of renewable energy installations, environmental net gain and tree planting, coastal change, and carbon neutral homes. Penzance Town Council’s declared climate emergency<sup>63</sup> also recognises the important links between measures to improve sustainability and planning issues in responding positively to the challenges we face.

The watercourses referenced in the Natural Environment and Green Infrastructure section<sup>64</sup> present challenges as well as opportunities: as short rapid-response catchments, they are highly vulnerable to the impact of climate change<sup>65</sup>. Flood risk is exacerbated by constrained channels in the lower part of the catchments, and by the potential for a combination of heavy rain with spring tides and storms to trigger flooding where they meet the sea, threatening

<sup>62</sup> Paragraph 185c, NPPF.

<sup>63</sup> Set out in its Climate Change Action Plan <https://www.penzance-tc.gov.uk/climate-emergency/>.

<sup>64</sup> The Newlyn Coombe River, the Lariggan River, the Chyandour Brook and the Ponsandane Brook/Trevaylor Stream.

<sup>65</sup> See “The Cornwall Local Flood Management Strategy Part 1 – Strategic Vision” (Cornwall Council, 2014), page 4: “Climate change poses greater future risks with the likelihood of more intense rainfall that increases flood peaks in small rapidly responding catchments.”

infrastructure, including road and rail links. Serious flooding incidents have occurred in recent years in Heamoor (from the Chyandour Brook); in Newlyn (from the Newlyn Coombe River combined with high tides and storm surges); in Gulval from the Trevaylor and Rosemorran streams; and in Mousehole. Future development in these catchments will have to take full account of these risks, in a way that takes account of the evolving evidence in this area, by adhering to national and Local Plan policy on understanding and mitigating flood risk and making provision for on-site measures to reduce and capture run-off through use of sustainable drainage systems (SuDS).

Encouraging development to exceed energy efficiency and green energy standards set by Building Regulations (where viable and feasible) is as far as this Plan's policies can go at the current time in relation to carbon dioxide emissions from new development. Unless the forthcoming Climate Change, Environment and Planning Bills introduce changes, increase standards or allow local policy to require higher standards, our policies cannot force development to go beyond Building Regulations standards. However, other guidance, principles and standards should be considered by proposals and exceeded where relevant, feasible and viable. These focus on sustainability and the need to help address climate change through adaptation and mitigation; a declining ecological network and biodiversity; the health of people; and the "look and feel" of places and buildings. They include:

- Cornwall Planning for Biodiversity Guide<sup>66</sup>;
- Secured by Design (which focuses on the security in the built environment and using design to prevent crime)<sup>67</sup>;
- Active Design (which focuses on sustainable travel options and ease of accessibility in development for pedestrians and cyclists)<sup>68</sup>;
- Building for a Healthy Life (which identifies a series of tests for sustainability against which housing proposals can be considered)<sup>69</sup>;
- BREEAM standards for energy efficiency and design (with particular regard to commercial buildings)<sup>70</sup>;
- Passivhaus principles<sup>71</sup>;
- Cornwall design guidance<sup>72</sup>; and,
- The Sustainable Building Guide (developed by Cornwall Council and the Cornwall Sustainable Building Trust to provide guidance for householders or developers in altering or renovating existing buildings)<sup>73</sup>.

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<sup>66</sup> See <https://www.cornwall.gov.uk/media/v1roqk0x/biodiversity-guide.pdf>.

<sup>67</sup> See <https://www.securedbydesign.com/>.

<sup>68</sup> See <https://www.sportengland.org/how-we-can-help/facilities-and-planning/design-and-cost-guidance/active-design>.

<sup>69</sup> See <https://www.designforhomes.org/project/building-for-life/> (previously Building for Life 12).

<sup>70</sup> BREEAM is the Building Research Establishment Environmental Assessment Method. For details, please see <https://www.breeam.com/>

<sup>71</sup> See [https://www.passivhaustrust.org.uk/what\\_is\\_passivhaus.php](https://www.passivhaustrust.org.uk/what_is_passivhaus.php) The policy requests consideration of passivhaus principles, not a requirement to achieve passivhaus certification.

<sup>72</sup> See <https://www.cornwall.gov.uk/designguide>

<sup>73</sup> See <https://www.cornwall.gov.uk/environment-and-planning/planning/planning-advice-and-guidance/sustainable-building-guide/>

Major development<sup>74</sup> will be expected to demonstrate how specific requirements have been addressed. Some of these requirements will also be applicable to smaller proposals.

**Policy DDH4: Sustainability**

- 1. Development proposals should incorporate sustainable design principles that minimise their environmental impact during construction and in subsequent use.**
- 2. Wherever practicable, feasible and viable, the following should be incorporated, and Building Standards related to them exceeded:**
  - i) on site energy generation;**
  - ii) provision for electric vehicle charging points in locations where public on-street parking is allowed;**
  - iii) passive solar gain;**
  - iv) energy efficient building types;**
  - v) sustainable drainage systems (including solutions such as permeable surfaces, rainwater collection, use of grey water recycling and open SuDS supporting net gains in biodiversity);**
  - vi) low energy lighting in public spaces;**
  - vii) on site composting facilities; and,**
  - viii) tree planting and net gain in biodiversity.**
- 3. Major development proposals will also be expected to demonstrate how they have responded positively to the following, where relevant to the proposal:**
  - i) the appropriate community's vision for the future of their village or neighbourhood in section 4 of this Plan;**
  - ii) Building for a Healthy Life considerations, in relation to new housing development;**
  - iii) Cornwall Sustainable Building Guide;**
  - iv) passivhaus principles;**
  - v) BREEM standards for commercial buildings, meeting "very good" or above;**

...continued >>>>

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<sup>74</sup> National policy defines "major development" (apart from in relation to paragraphs 176 and 177 of the NPPF) as: "For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m<sup>2</sup> or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015." (NPPF Glossary, <https://www.gov.uk/government/publications/national-planning-policy-framework--2>)

**vi) Active Design; and,**

**vii) Secured by Design.**

**4. Development proposals which fall outside of the definition of “major development” should take into account criteria 3. i) to 3. vii) inclusive where relevant to the scale and type of development proposed.**

**Policy DDH5: Development and New Pedestrian and Cycling Links**

*Justification*

The provision of new pedestrian and cycling links to enable active travel in a direct and safe manner is a critical aspect of design in new development, and national policy is clear that such provision is critical to help achieve healthy, inclusive and safe places<sup>75</sup>. Such provision will help to tackle several challenges such as decarbonisation, pedestrian (both able bodied and disabled) and cycle safety, improvements to our health, and reduction in pollution from vehicles (likely to continue in the medium term at least, despite national plans to move towards a greater number of electric vehicles). This starts with a need to protect and enhance existing onsite provision and connectivity from the site to its immediate setting, and followed up by an approach to design which includes active and direct, permeable access into and through developments, and which prioritises sustainable modes of travel (particularly for short trips) over car use. Principles established in guidance and advice such as Active Design<sup>76</sup> (as referenced earlier in this section) should be followed, as should the most up-to-date guidance on the design of cycle routes<sup>77</sup>. Where adverse impacts require mitigation, such mitigation will be considered satisfactory where it meets the requirements of the Local Planning Authority, Highways Authority and Town Council.

**Policy DDH5: Development and New Pedestrian and Cycling Links**

**Development proposals will be supported where they:**

- i) protect and enhance existing Public Rights of Way on the site;**
- ii) provide new safe pedestrian and cycling links within development sites, while minimising the impact of light pollution;**
- iii) ensure that, wherever possible, the width of pathways caters for two mobility vehicles to easily pass from opposite directions;**
- iv) ensure that access through, into and out of the site provides permeability for pedestrians and cyclists based on desire lines which provide the shortest and easiest route from all parts of the site to local facilities and recreational spaces; and,**
- v) respond positively to the principles of Active Design, where relevant;**

...continued >>>>

<sup>75</sup> See NPPF, paragraph 92.

<sup>76</sup> See <https://www.sportengland.org/how-we-can-help/facilities-and-planning/design-and-cost-guidance/active-design>

<sup>77</sup> See LTN1-20 guidance, <https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120>

- vi) respond positively to the most up-to-date guidance on design for cycle infrastructure;
- vii) demonstrate how they relate to the Local Cycling and Walking Infrastructure Plan (LCWIP) where relevant; and,
- viii) connect into existing Public Rights of Way and cycling networks and, where relevant, connect to and enhance access to the natural environment and green infrastructure, and in particular to the South West Coast Path/National Cycle Route 3 and the Strategic Green Routes and Churchway Paths identified in Policy GI2 of this Plan.

***Policy DDH6: Protecting (non-greenspace) Civic Spaces, Play Areas and Pedestrian Routes (including lanes and opes / alleys)***

*Justification*

The civic spaces and opes, alleys and lanes within and linking Penzance and Newlyn, and other areas across the Parish and across other settlements in the Parish, form a network of often historic routes which are central to the fabric and character of built form across the settlements. They connect places for people, and are crucial to maintaining the vitality of town and village centres and to supporting good health. They often also play a role as green corridors for wildlife, as expanded upon in the Natural Environment and Green Infrastructure section of this Plan.

It is important to protect these civic spaces and connecting routes in planning policy, despite most being in public ownership, and policy DDH6 has therefore been introduced to provide such protection and to help enable enhancements. The importance of such routes and spaces has been emphasised by the pandemic, and national policy is clear in its support for them<sup>78</sup>. It is particularly important in the context of an under-provision of public open green space identified in the Cornwall Open Space Strategy and Site Allocations DPD Green Infrastructure Strategy<sup>79</sup>.

The policy also protects outdoor play areas, outdoor sports courts and multi-use games areas (non-grassed) from loss, and requires replacement to better quality and quantity if they are unavoidably lost or if proposals for replacement require planning permission.

Play areas that are within public green spaces will also be protected if they are within a designated Local Green Space (see Policy GI1: Local Green Spaces).



<sup>78</sup> See paragraphs 92-93, NPPF.

<sup>79</sup> See <https://www.cornwall.gov.uk/parks-leisure-and-culture/parks-and-open-spaces/open-space-strategy-and-standards/> and <https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/cornwall-site-allocations-development-plan-document/>

**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**

**1. Non-greenspace civic spaces and pedestrian routes comprising footpaths, lanes and opes (alleys) will be protected as community assets.**

**Development proposals will be supported where they:**

- i) protect and enhance the character and function of these assets and their setting;**
- ii) have no significant adverse impacts on the assets or such impacts can be satisfactorily mitigated;**
- iii) meet other relevant policy requirements in this Plan.**

**Changes to these routes will only be supported where an alternative route is proposed offering equivalent or better access and where no harm is caused to heritage assets.**

**2. Outdoor play areas, outdoor sports courts and multi-use games areas which are formed largely of hardstanding or non-grassed surfaces will be protected from loss. Proposals for replacement on-site will be supported where provision is made to an improved quality, and quantity (in terms of play equipment) where feasible. Proposals which result in their loss will only be supported where replacement provision is made on-site to an improved quality and quantity (in terms of play equipment) and increased area. Where replacement is not possible on-site, provision must be made in close proximity (an agreed location as close as possible to the original site) to the provision being replaced and to an improved quality and quantity (in terms of play equipment) and increased area.**

**Policy DDH7: Community Consultation and Engagement**

*Justification*

The text supporting Cornwall Local Plan Strategic Policies identifies that appraisal of design should be dealt with at an early stage to avoid issues arising during the planning process. Early engagement with local communities in the design process, and the use of masterplanning on larger schemes and sites, is encouraged. A Design and Access Statement is required as part of an application for planning permission and, as part of its strategy for ensuring better community involvement in new development proposals, Cornwall Council has introduced different options for developers as part of the pre-application process. Planning officers advise applicants and developers on the most appropriate form of pre-application community engagement for their proposal and this advice forms part of all pre-application discussions. The level of pre-application community engagement is determined by the scale of the development and, for smaller schemes, its degree of contentiousness. It is not mandatory for smaller schemes; however, local (town and parish) councils can arrange community engagement events where it is not required by Cornwall Council.

For the housing and employment sites allocated for development in the Cornwall Site Allocations DPD, this Neighbourhood Plan includes site-specific guidance in the form of briefing notes which supplement, and are complementary to, the policies in the Site Allocations DPD. For applications on these sites, and other proposals that would have a demonstrable impact on the local community, a Community Integration Plan will be sought at an early stage to ensure that local people have the opportunity to be involved in the decision-making process. The Design and Access Statement should set out how the

proposals meet relevant planning policies, including those in the Neighbourhood Plan. The Community Integration Plan should explain how local communities will be involved in the planning application processes, and how the relevant Community Vision statement is to be taken into account. A good design-led masterplanning process could form the basis of the approach to consulting with the community.

It is important for applicants and developers to engage with the local community, by reference to the relevant Community Vision Statement (see Appendix 3) and through Cornwall Council's pre-application community engagement process<sup>80</sup> to ensure that proposals fit with the policy requirements and Community Visions for the area. After planning permission has been issued, a continuing discussion between developers and the local community will also be important. Cornwall Planning Partnership has issued a guidance note for local councils about post-decision community engagement. Local Councils can raise the need for pre-application community engagement when the planning application is being considered. If appropriate, Cornwall Council can then add a requirement to the planning permission.

Policy DDH7 is intended to require a developer to show local communities how the proposal has taken account of policies in the Neighbourhood Plan and how the community will be involved in discussions about the proposal.

**Policy DDH7: Community Consultation and Engagement**

**For sites allocated in the Cornwall Site Allocations Development Plan Document and other major development proposals, development proposals should provide a Community Integration Plan to set out how the community will be involved in pre-application, planning application and post-decision processes.**

**Policy DDH8: Flooding and drainage impact of development proposals**

*Justification*

The majority of the Penzance Civil Parish lies within the Penzance Critical Drainage Area (CDA), and the four principal watercourses (Chyandour Brook, Ponsandane Brook, Lariggan River and Newlyn Coombe) have all been designated as Main Rivers by the Environment Agency (EA) due to flooding problems (see maps in Appendices X1 and X2). The communities of Paul and Mousehole lie outside the Penzance CDA but are subject to many of the same issues. Any development proposal within the CDA is subject not only to Local Plan Strategic Policy 26, but also to minimum drainage standards specified by the EA for the CDA<sup>81</sup>.

<sup>80</sup> See <https://www.cornwall.gov.uk/environment-and-planning/planning/planning-agents-area/pre-application-community-engagement/>

<sup>81</sup> Environment Agency, Penzance Critical Drainage Area (May 2015): <https://www.cornwall.gov.uk/media/16936475/penzance-cda-2015.pdf>

This means that any development must comply with specific flood and surface water management plans<sup>82</sup>. It also means the sustainable drainage systems (“SuDS”) put in place for any development must provide “betterment”: in other words, the development must be designed to reduce current runoff rates. Finally, under NPPF policy 163, any development proposal within a CDA must be supported by a site-specific flood risk assessment.

The catchments within the Penzance Civil Parish area are characterised by the EA’s Penzance CDA document as a “*rapid response catchment with flood risk from the coast*”. This makes those catchments especially vulnerable to the impact of climate change, and in particular to compound flooding events (a combination of storm surges from the sea and river flooding, triggered simultaneously by a single extreme weather event). A recent study identified Cornwall as one of the areas in Northern Europe most at risk of increased compound flooding, with the forecast return period falling below once in six years.

The risk to homes, businesses and infrastructure is exacerbated by the fact that current risk assessment methodologies assess the probability of the river and storm surge elements separately, even though they are caused by the same underlying weather event. Finally, Met Office projections point to an increased frequency of extreme rainfall events for Penzance; for example, a rainfall event characterised as a 1-in-50 year event in 1980 is expected to become a 1-in-15 year event by 2080, and a 1-in-10 year event to become a 1-in-4 year event over the same timeframe (see Appendix 6).

Meanwhile, although average rainfall in the area is relatively stable, recent patterns show that we are facing shorter, higher-intensity periods of rainfall. This is leading the Environment Agency to shift their focus from river flooding to surface water flooding: this is especially important given the extensive networks of combined sewers (handling both foul drainage and surface water) currently existing within the Parish, as shown in the map in Appendix 6, such that separating surface water from foul water is now seen as a priority in designing new developments.

These heightened risks specific to our Parish need to be addressed in terms of:

- **The capacity of the surface water and foul drainage network:**

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. From there, foul water is pumped on to the St Erth sewage



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<sup>82</sup> Including, but not limited to, the following documents: Mount’s Bay Coastal Erosion Risk Management Strategy (emerging); South West River Basin District Draft Flood Risk Management Plan 2021 to 2027 and River Basin Management Strategy; and Hayle-Lands End Drainage and Waste-Water Management Plan. Refer to Section 1.3 (“Climate Change”) of this Plan for weblinks to these documents.

treatment plant before being discharged into the sea off Gwithian. The storage tunnel was constructed in the mid-1990s to avoid discharge into Mounts Bay at frequencies greater than a 1-in-30 year storm, as forecast at that time. The increased frequency of extreme rainfall events means that this asset is now less resilient than when constructed. Combined sewers (such as that which feeds the storage tunnel) are also vulnerable to exceedance at times of intense rainfall, so new developments should where possible seek to avoid significant new discharges of surface water and/or waste water into the combined sewer network, and to separate surface water runoff from foul water drainage.

In addition, maintaining bathing water quality and an unpolluted marine environment (especially within the Mounts Bay Conservation Zone, where a new seagrass bed covering the size of 300 rugby pitches has recently been discovered<sup>83</sup>) is fully in line with the vision and objectives of this Plan.

These factors create a need for development proposals to be accompanied by an assessment of the impact on existing drainage networks.

- **The robustness of sustainable drainage systems:**

Under Local Plan Strategic Policy 26, development proposals for 10 or more dwellings must “provide a long term water management plan, which includes maintenance of surface water drainage systems”. Policy 26 also includes a requirement that any development should be designed in a manner that “does not create avoidable future liability for maintenance for public bodies and communities”. This supports the overarching principle in paragraph 165c of the National Planning Policy Framework for drainage systems to be future-proofed by having “maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development”. Those policy requirements reflect the crucial importance of proper maintenance of sustainable drainage systems (SuDS) in preventing flood risk. However, the non-enactment of Schedule 3 of the Flood and Water Management Act 2010 means that at the time of writing, there is no statutory responsibility for ongoing management of such systems<sup>84</sup>.

It is therefore important that major development proposals within the Parish 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 CDA catchment, and local residents’ concerns about downstream flooding as a result of development as expressed in the community consultations undertaken for this Plan.

- **The contribution of trees and hedges to flood risk mitigation**

Within the Penzance CDA, there is a requirement (as mentioned above) that development proposals must be designed to reduce the amount of surface water runoff. Current standard practice is to base runoff modelling on a desk assessment that takes account of topography, but not of the nature of the existing tree/hedge cover and vegetation on the site. However, trees and hedges are particularly likely to have a positive impact on fluvial and surface water risks, precisely the greatest flood risks associated with the catchments within the Parish<sup>85</sup>.

It is therefore important to ensure that for major development proposals, the betterment methodology takes full account of the contribution of existing trees and hedges on the site to mitigating flood risk.

Note that these Parish-wide flood policies are supplemented by specific requirements included in Policy H9 (Integrating Large Scale Housing Developments with the Local Community), designed to address issues arising from the fragmented statutory responsibilities for different sources of flood risk.

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<sup>83</sup> <https://www.cornwalllive.com/news/cornwall-news/huge-underwater-meadow-discovered-cornwall-7244478>.

<sup>84</sup> To quote industry body Susdrain: “In the absence of legislation, funding for the adopter to maintain their SuDS may need to be resolved at the start of the development process to ensure that either the local authority, a maintenance company, local residents or the water company have sufficient resources to maintain the system in the long-term” (Source: <https://www.susdrain.org/delivering-suds/using-suds/adoption-and-maintenance-of-suds/maintenance/index.html>).

<sup>85</sup> As documented, for example, by the Woodland Trust in its Position Statement in “Trees and Flood Risk” (February 2016): <https://www.woodlandtrust.org.uk/publications/2016/02/trees-and-flood-risk/>.

In addition, Cornwall Council as the Lead Local Flood Authority (LLFA) has set out various criteria for SuDS schemes. These include the following:

- SuDS must have multifunctionality and not be merely a means of managing flood risk.
- Where possible, drainage designs must achieve all four SuDS aims of water quantity, water quality, amenity and biodiversity.
- SuDS must as a minimum be sized to cater for the 1 in 100 year critical duration event, plus an allowance for the effects of climate change (note that the climate change allowance for Cornwall has recently increased from 40% to 50%).
- The proposed systems must be designed to ensure that (unless an area is designed to hold/convey surface water) flooding does not occur to any building or part of a building, utility or plant, pumping station or electricity substation during the 1 in 100 year peak rainfall event.
- Under the 1 in 100 year peak rainfall event conveyance systems (including pipework and swales) must aim to hold and convey flows without flooding.
- Flooding of any part of the site must not occur during a 1 in 30 year rainfall event.
- Sustainable drainage features must not be constructed within Flood Zones 2, 3a and 3b, and areas at risk of surface water flooding, unless their purpose is to transport or mitigate these flows.
- SuDS should be designed in accordance with The SuDS Manual C753.
- Permission must be obtained from the riparian owner prior to discharge of surface water flows to a watercourse or waterbody. Works within, adjacent to or over a watercourse could require Land Drainage Consent from Cornwall Council as Lead Local Flood Authority or the Environment Agency.
- The requirements in Cornwall differ from the DEFRA Non-Statutory Technical Standards, in that Cornwall Council does not accept private surface water flows into the existing highway drainage network. Private surface water runoff is defined as that discharged from the roofs, gardens, land, yards, driveways or unadopted access roads.

#### **Policy DDH8: Flooding and Drainage Impact of Development Proposals**

##### **1. Development proposals should demonstrate through a Drainage Statement:**

- i) how the arrangements for the disposal and management of surface water, waste-water and foul water are to be managed;**
- ii) where the development is to be connected to an existing combined sewer, that this will have no adverse impact on capacity;**
- iii) how surface water from the site is to be separated from foul water; and**
- iv) that the proposed sustainable drainage systems comply with the criteria set by Cornwall Council as Lead Local Flood Authority;**
- v) that they will have no adverse impact on the Mounts Bay Marine Conservation Zone.**

**2. Major development proposals within the Parish 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 in terms of responsibility for ongoing maintenance and inspection of drainage systems.**

**3. For major development proposals within the Penzance Critical Drainage Area, the required demonstration of surface water runoff “betterment” should take account of the contribution of existing trees and hedges on the site to flood risk mitigation.**

## 5.2 ECONOMY

### 5.2.1 Context

Over recent decades, like many coastal communities and especially those remote from a major economic centre, the Parish has felt the impact of significant changes in the economy. While traditional industries like fishing and agriculture have shrunk, they remain very important elements of our coastal and rural economy, even though they are no longer the primary drivers of economic growth moving forward<sup>86</sup>. Manufacturing has largely moved away, the public sector has become ever more centralised, and there have been seismic changes in the retail economy with national chains either moving out of town or no longer present. The Parish, and in particular Penzance town and Newlyn, have until very recently suffered from low levels of investment and the absence of a holistic approach to economic development<sup>87</sup>. As a result, the challenges and the opportunities created by change have not been tackled. This has constrained the local economy and affected the attractiveness to local people, visitors and businesses as a place to live, spend time and money or invest.

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>88</sup> as shown in Map 3 below. 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.

It is the intention of this Neighbourhood Plan to enable development which will help to grow the local economy through investment and in turn, facilitate the addition of higher value jobs. This will help to narrow the wage gap, a significant contributor to the housing affordability problem.

The focus is to capitalise on areas of strength within the economy and support the development and improvement of infrastructure and existing facilities, to create better quality job opportunities, and drive growth by bringing more people to live, work, shop in and visit the Parish. Early consultation for the Neighbourhood Plan indicated strong support from the community in revitalising through investment. Through the work carried out by the Penzance Regeneration Partnership<sup>89</sup> and Place Shaping Groups, several of these opportunities have now won funding from Government initiatives such as the Future

*Policies in this section:*

*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*

<sup>86</sup> As amplified in the Newlyn section, and in our justification for Policy EC8 below.

<sup>87</sup> Figure B earlier in this Plan highlights the key plans, programmes and links which now steer economic investment.

<sup>88</sup> Available to view and interrogate further at [https://dclgapps.communities.gov.uk/imd/iod\\_index.html](https://dclgapps.communities.gov.uk/imd/iod_index.html)

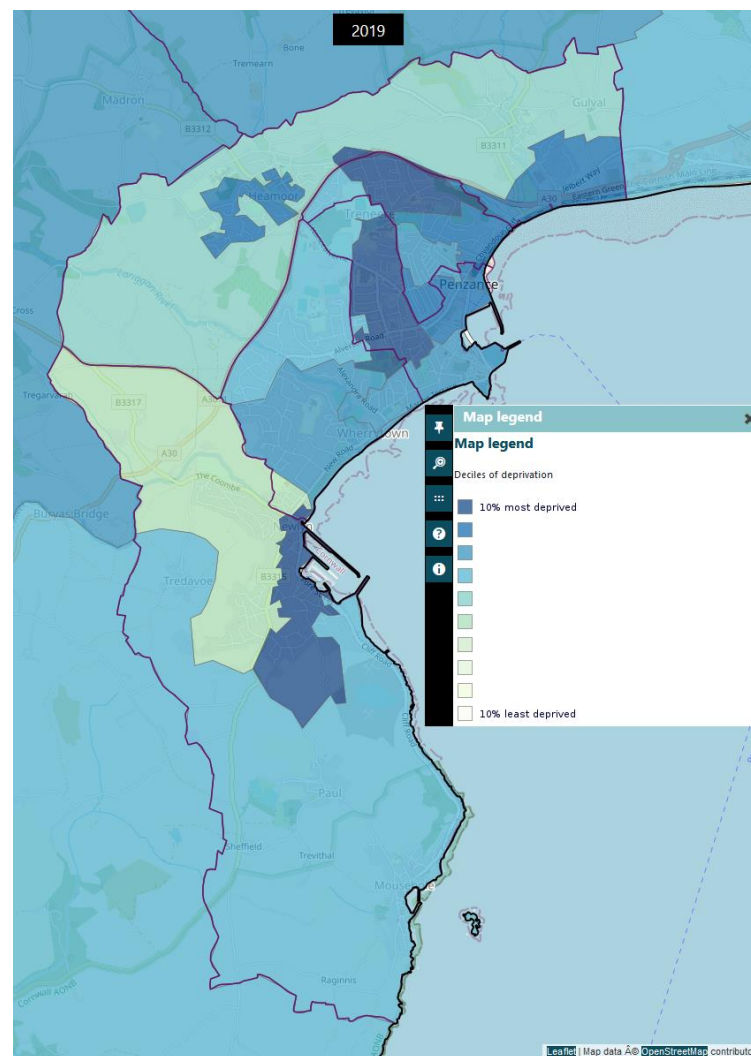
<sup>89</sup> See <https://www.penzance-tc.gov.uk/penzance-regen-partnership/> for further details.

High Streets Fund and Town Deal Funds, which in turn have attracted private sector investment. The priority will be to facilitate development and expansion in the six core sectors identified in the Penzance Coastal Communities Economic Plan (2017) as important to the local economy, plus a seventh priority sector (Agri-food) identified in this Plan to reflect its importance in the more rural areas of the Parish. This could take the form of expansion of existing businesses, creation of new businesses, or relocation of businesses from elsewhere. The seven priority sectors are:

- Creative
- Maritime
- Leisure and Hospitality
- Services
- Agri-food
- Retail
- Transport



Map 3: Levels of Deprivation in Penzance (2019)



Source: Index of Multiple Deprivation, Department of Levelling-up, Housing and Communities, [https://dclgapps.communities.gov.uk/imd/iod\\_index.html](https://dclgapps.communities.gov.uk/imd/iod_index.html)

## Summary Sector Profiles<sup>90</sup>

### Creative



- growing at 5x rate of UK economy as a whole
- most important element for local economy in terms of securing growth and higher wage opportunities
- already a strong sector locally, dominated by micro businesses / self-employed, many working from home
- creativity and productivity shown to thrive in shared workspaces
- density of businesses locally – at levels normally associated with cities
- strong growth from digital “crea-tech”
- average wages significantly higher than wider local economy
- established high growth creative cluster
- key strengths and growth potential in digital, screen (including immersive tech), advertising, marketing and PR
- small, but increasingly mighty digital tech cluster

### Leisure and Hospitality







- key part of economy, contributes around £45m spend each year with majority from visitor economy
- supporting employment for c.15% of work force
- “golden thread” through local economy with impact across wide range of other sectors, most notably retail but also transport, business services and creative
- visitor economy is highly seasonal, much of the employment provided is part time and insecure
- seasonality, with many jobs in place for a maximum of 5 months of the year and only 3 of those working at full capacity, meaning that people working within the sector have a low annual wage overall
- benefits from the natural and historic built environment

### Retail



- Penzance is the main retail area for the parish, second largest retail centre in Cornwall
- approximately 390 outlets
- important source of jobs, employing nearly 20% of the workforce
- wages in the sector are low, there’s a high proportion of part time work and a seasonal employment pattern
- Penzance has experienced a higher vacancy rate than other Cornish towns
- smaller retail catchment than most towns
- retail contraction through change in shopping habits, accelerated by pandemic
- despite this, Penzance retains healthy independent retail sector
- investment required for sufficient, suitable premises for new and existing retailers and to create safe public spaces

<sup>90</sup> Data which informed these summaries are available to view on the Plan’s evidence base webpages here <http://www.pznp.co.uk/our-evidence-base/> .

<p><b>Maritime</b> </p> <ul style="list-style-type: none"> <li>maritime industries, including fishing, remain important to local economy</li> <li>shrunk significantly over recent decades</li> <li>need to diversify and / adapt to challenges</li> </ul> <p><u>Newlyn</u></p> <ul style="list-style-type: none"> <li>one of the UK’s largest fishing ports, remains relatively traditional, transporting most of catch out of area for processing</li> <li>harbour could provide more services to the maritime economy</li> <li>significant role to play in recovery from recent economic shocks</li> <li>look to consolidate and improve present customer base whilst providing facilities to enable efficiencies in practice and a sustainable contribution to conservation</li> <li>needs to diversify, branch out into blue economy</li> </ul> <p><u>Penzance</u></p> <ul style="list-style-type: none"> <li>Wet Dock: ferry and freight link to Isles of Scilly, small number of trawlers, marine engineering and chandlery</li> <li>Albert Pier: leisure vessels, small number of leisure businesses, yacht club</li> <li>Dry Dock: marine engineering, maintenance work</li> <li>ferry important contributor to economy</li> <li>long-term lack of investment in harbour</li> <li>future for harbour primarily transport and tourism/leisure sectors, and creating opportunities across the maritime sector</li> </ul>	<p><b>Services</b> </p> <ul style="list-style-type: none"> <li>historically a strong business sector</li> <li>lack of suitable accommodation has led to migration away from the town, notably to Truro</li> <li>opportunity through development of appropriate modern offices in town centre to retain and support growth sector</li> <li>can offer skilled work and higher than average wages</li> </ul>	<p><b>Transport</b> </p> <ul style="list-style-type: none"> <li>Penzance a regional hub with significant transport infrastructure</li> <li>on A30 trunk road</li> <li>terminus for the GWR line linking London to the West Country, railway service includes one of only two sleeper trains in the country</li> <li>bus station serving West Penwith and linking to Porthleven, Truro and Redruth</li> <li>life link and ferry service to Scilly operates from Penzance harbour</li> <li>rail, bus and ferry services provide many jobs connected with delivering the service and (importantly) linked jobs in service and maintenance</li> <li>new jobs will be created through construction of sidings on derelict land opposite Sainsbury’s, enabling high speed trains to berth there and be serviced at Long Rock Engineering depot</li> <li>transport infrastructure oils the wheels of the economy and enables connectivity; for social and environmental reasons, it’s critical to retain and enhance this infrastructure across all modes</li> </ul>
	<p><b>Agri-food</b> </p> <ul style="list-style-type: none"> <li>substantial tracts of high-grade agricultural land in rural parts of the parish</li> <li>revival of small-scale, high-end niche producers serving local hospitality sector and selling direct to public, reducing food miles</li> <li>emergence of social enterprises focused on community food growing</li> <li>flourishing equine sector serving tourism industry and locals alike</li> <li>potential for sustainable expansion of local food production</li> </ul>	

### **Managing the risks facing our economy**

Against this context, we need to manage the following key risks to the economy, which our policies in this section and elsewhere in the Plan seek to affect.

#### ***Climate Change***

- Climate change, with increasing strength and frequency of storms and potential for rising sea levels, cannot be ignored, not least because our most valuable infrastructure – road, rail and harbours – is exposed.
- Significant damage or loss to any or all of them would have a catastrophic impact on the economy.
- The lack of protection from storm damage/coastal flooding represents a significant barrier to delivering private sector investment.
- Some solutions are being considered to protect, support or act as a catalyst for economic regeneration:
  - Barrage to protect Penzance harbour and railway station, enabling a phased harbour development including the creation of a transport hub; sustainable redevelopment of the Harbour car park and marina/marine leisure facilities;
  - Barrage to protect Newlyn harbour, enabling the redevelopment of Sandy Cove to support a significant expansion of marine engineering and marine services;
  - Reconfiguration of the sea wall along the Promenade between Penzance and Newlyn to create a revetment (shallow wide steps) and enable a “re-sanding” of the beach; and,
  - Short-term improvement of rock armour between Long Rock and Penzance, with a “sand dump” as a long-term solution to “re-dune” the coastline and protect the rail and road infrastructure.
- Climate change is a local as well as global issue, increasingly influencing business investment and decisions about where people want to live. There is an obligation on communities to reduce their carbon footprint. Failure to address such issues will make the area a less attractive place to invest, work, live and visit.

#### ***Affordable Housing***

- The dearth of affordable housing is a constraint in terms of being able to build a resilient economy and resilient community.
- Providing housing to meet the needs of the community is a key aim. Projects to create town centre homes funded by the Future High Streets initiative, together with those already created at St Clare and Cross Street, are starting to address that issue.

#### ***Skills***

- A high proportion of the local work force lack skills: 31% of the workforce have no qualifications and a further 17% have level 1 skills, although there is a wish to attain higher skills levels (sources: Oxford Consultants for Social Inclusion 2009 and Cornwall Council 2014).
- This needs to be addressed to break the cycle of low wages and a fragile local economy. It is also a factor in attracting inward investors looking to recruit from the local workforce.

#### ***COVID 19***

- There is no doubt that the pandemic will have long-term economic impacts which will need resolving.
- In terms of our priority sectors, this will mean ensuring that:
  - we support work-spaces to cater for new ways of working;
  - our town centre provides suitable facilities for independent retailers, markets and events, and space to support the needs of local people and visitors; and,
  - our visitor economy supports development of suitable facilities, and our all-important transport infrastructure develops and adapts accordingly.

### 5.2.2 Key Objectives

Within this context and to help deliver our Vision, the key objectives for this theme which inform our planning policies are:

- Create the conditions to support sustainable economic growth by capitalising on existing areas of strength, exploiting development opportunities and addressing weaknesses and threats;
- Support development of identified business sectors to create a robust, diversified economy;
- Improve the quality of employment opportunities, narrowing the wage gap and reducing reliance on part-time employment;
- Create a better skilled workforce, enabling local people to access good quality job opportunities and local businesses to become more competitive;
- Invest to protect and enhance vital infrastructure; and
- Attract inward investment.

### 5.2.3 Achieved By

- Partnership working between the Penzance Town Deal Board, the Penzance Regeneration Company, Penzance Town Council, Cornwall Council and private sector partners to secure delivery of plans and projects set out in the Town Deal (Town Investment Plan – “TIP”) and Future High Street bids and any future funding streams;
- Partnership working between the Penzance Regeneration Company and the private sector to secure plans and projects to build on the Town Deal and Future High Streets initiatives and secure economic development;
- Partnership working between the Penzance Regeneration Company, Cornwall and Isles of Scilly Local Enterprise Partnership (LEP), Cornwall Council, and Penzance and Cornwall Chambers of Commerce to create a local procurement strategy to provide support and opportunities for local businesses to benefit from delivery of plans and projects set out in the TIP and Future High Streets bids and any successor funding streams, and of projects developed by the Penzance Regeneration company and the private sector;
- Partnership working between Penzance BID, Penzance Chamber of Commerce, the Penzance Regeneration Partnership, further education providers and local businesses to develop the skills required to enable local people to access higher wage career opportunities and support successful development of priority sectors;
- Partnership working between the Penzance Regeneration Company, Cornwall Council and Cornwall and Isles of Scilly LEP to create and promote an investment prospectus;
- Partnership working between Penzance Place Shaping Group, Penzance Town Council, Cornwall Council, the Environment Agency and the Department of Transport to explore alternatives and funding to protect our economic and strategic assets from the impact of climate change; and,

- Building on recent reports by the Activist group (commissioned by Penzance Town Council for the Penlee House Gallery & Museum) and by CT Consults (commissioned by the Newlyn Art Gallery and Newlyn School of Art) to develop an arts and culture led regeneration strategy, working in partnership with other players in the creative sector and seeking external funding opportunities.

#### 5.2.4 Policies

Our planning policies seek to provide a positive framework that enables Cornwall Council, as the Local Planning Authority, to make planning decisions which take the Parish's context, key objectives, and overall and community visions fully into account. The policies for this theme follow.

#### **Policies EC1 and EC2: Units and Workspaces to Support the Small and Micro Businesses which Underpin the Local Economy; and, Live-work Units**

##### *Justification*

Responding to local knowledge, data on the needs of the seven priority sectors and wider local economy and community consultation, policy EC1 provides support for small and micro businesses, which are a key part of the local economy. This takes the form of supporting the types of employment spaces that such businesses are likely to need, and which are easy to accommodate within the existing built extent of our settlements. Outside of permitted development<sup>91</sup>, for example, office space in a study or spare bedroom within a dwelling, such spaces will need to be flexible hubs or units which are adaptable to different business needs.

Another type of provision which could prove popular as the economy undergoes change could be live-work units, where a business owner lives and works in the same building. National policy supports policies which allow for new and flexible working practices such as live-work units<sup>92</sup>.

Policy EC2 is designed to facilitate the appropriate development of live-work space. Such units will often come about from the conversion of an employment unit, shop or space. This is particularly relevant at the current time as the local economy, and Penzance and Newlyn town and village centres recover from the pandemic. In cases where a live-work unit is converted from an existing building used solely for employment or town centre uses, the new dwelling space should not impose an unacceptable loss of existing supply of employment or business space. Live-work units typically comprise one floor for use as a workshop or studio and one or more floors as a one, two or three bedroom dwelling. They are not the same thing as a dwelling in which someone simply uses a spare bedroom or study from which they operate their business, which does not require planning permission. To avoid conversion of existing employment space into live-work units being detrimental to the local economy, proposals should seek to minimise any negative impact on it. This is difficult to demonstrate given that floor space is not necessarily an indicator of how an employment use either benefits or harms the economy; conversely, factors such as the number of jobs and business profits or turnover (which are not necessarily considered as material to a planning application) might be such an indicator. We would suggest, however, that a business owner should be able to live comfortably in the live-work unit and, depending on the size of the unit in question, the living area might equate to around 50% of the internal floorspace area.

Live-work units might also prove an attractive proposition in the harbour and waterfront areas, and also in the main built-up area of the villages. Such proposals will be acceptable where there is no adverse effect on the day to day living environment and where existing local amenity is not compromised.

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<sup>91</sup> It is recognised that not all conversions from employment uses to dwellings, for example, require planning permission and that in such cases this policy will not apply.

<sup>92</sup> See paragraph 82d, NPPF.

The policy also looks to safeguard the use of live-work units, and to avoid the development of such units being an alternative route for small-scale developers to obtain permission solely for a dwelling.

The provision of both small workspaces and live-work units is designed to support the needs of existing and new/emerging businesses in an economy dominated by small and micro businesses. It will also provide an entry point for “home-grown” start-up businesses, giving local people the opportunity to set up business within their own community. This will help retain spend in the local economy, and sustain it by ensuring a good supply chain of premises of varying types and sizes. The policy also seeks to respond to the changing nature of the economy, including more people working from home, combined with a need for flexible work hub spaces for temporary, casual or informal use and to enable business owners, employees and colleagues meet in a business environment. It is important that new workspace is provided in sustainable locations i.e. within settlements where they can provide employment opportunities without the need to travel or where there are more likely to be public transport services and existing or planned cycling/pedestrian connections. Provision within settlements also avoids unnecessary impact on open countryside and the wider natural environment and can contribute to the vitality of the community. Proposals outside such settlements, including the conversion of existing buildings, should demonstrate an overriding locational and business need to be in that location, such as farm diversification, as required by Policy 5 in the Local Plan.

**Policy EC1: Units and Workspaces to Support the Small and Micro Businesses which Underpin the Local Economy**

- 1. Development proposals for the creation of flexible work hubs, workshops and other business premises to support micro, small and medium sized local businesses are encouraged and will be supported in sustainable locations where they demonstrate that:**
  - i) the proposed units would be well-related to the uses of the surrounding land and buildings; and,**
  - ii) the proposed uses would not cause unacceptable nuisance to, and would be compatible with, neighbouring premises / properties.**
- 2. Where planning permission is required, proposals to change existing work hubs, workshops and other business premises to wholly residential use must demonstrate that:**
  - i) the unit has been actively marketed as a work hub, live-work unit, workshop or other business premises for at least 9 months at a genuine market price consistent with other similar premises being marketed for similar use;**
  - ii) no demand exists for its existing use; and,**
  - iii) the proposed change of use would be well-related to the uses of surrounding land and buildings.**

**Policy EC2: Live-Work Units**

- i) Proposals for development to enable or facilitate working and living in the same building or site within settlements will be supported where they demonstrate that:**
  - i) the employment floorspace would be equal to or greater than that of the residential living space;**

...continued >>>>

- ii) the proposed uses would not cause unacceptable nuisance to, and would be compatible with, neighbouring premises / properties; and,
  - iii) the proposed development would provide satisfactory or adaptable living conditions for future occupants.
2. Proposals which seek the change of use of existing employment space to form a live-work unit must demonstrate that:
- i) such changes retain at least one floor or 50% of the total floorspace as employment space; and,
  - ii) the occupancy of the living space is restricted to a person(s) directly involved with the business being operated (and other members of their family household).
3. Proposals to change a live-work unit to wholly residential use must demonstrate:
- i) that the unit has been actively marketed for live-work for at least 9 months at a genuine market price consistent with other, similar, premises being marketed for similar use;
  - ii) that no demand exists for its continued use for live-work; and,
  - iii) the proposed change of use would be well-related to the uses of surrounding land and buildings.

### **Policy EC3: Protecting Maritime Industries**

#### *Justification*

As noted above, maritime industries are a key element of the local economy in Penzance Parish, particularly, but not exclusively, in Newlyn and Penzance town. Across the Parish as a whole, there is a need to support these industries and help prevent loss of existing premises which contribute towards the sector's sustainability and growth. While not all changes of use require planning permission<sup>93</sup>, and preventing change of use to another land use class will not necessarily prevent a change from a maritime business or commercial use to another within the same use class, policy EC3 below seeks to prevent loss from maritime business uses to other non-maritime uses, particularly in locations on the coast where specific uses have specific accommodation or locational needs.



<sup>93</sup> See <https://www.planningportal.co.uk/permission/common-projects/change-of-use/use-classes> for further information on planning land use classes and permitted development between them.

The policy only applies to areas outside of areas of land already allocated in the Cornwall Council’s Site Allocations DPD, which include several well-defined regeneration proposals (and which this Plan amplifies with regard to specific local aims for those sites).

Maritime industries will typically comprise a variety of use classes such as B2 (general industrial), B8 (storage or distribution) and E(g) (offices, research and development and industrial processes), as well as some which could be “sui generis” (in a class of its own) given that their use may not fall directly into one of the defined use classes. They mainly comprise services and industry that support onshore, inshore and offshore shipping-related activity; ports (including commercial, fishing and leisure use); marine (leisure, shipbuilding, engineering, technology and science); and maritime business services<sup>94</sup>.

**Policy EC3: Protecting Maritime Industries**

**The loss of premises used primarily for/by maritime industries (defined as uses principally used for/by shipping, ports (including commercial, fishing and leisure use), marine (leisure, shipbuilding, engineering, technology and science), and maritime business services will only be supported where proposals demonstrate that:**

- i) that the unit has been actively marketed for maritime industry uses for 9 months at a genuine market price consistent with other, similar premises, being marketed for similar use;**
- ii) that no demand exists for its continued use by maritime industries; and,**
- iii) the proposed change of use would be well-related to the uses of surrounding land and buildings.**

**Policy EC4: Supporting a Sustainable Tourism / Visitor Economy and Policy EC5: Providing Accommodation for Hotel, Bed & Breakfast and Guest House Employees**

*Justification*

Policy EC4 provides support for additional tourism and visitor opportunities which will help to develop the tourism and visitor economy in a sustainable way where proposals will fit with and will have no adverse impacts on the character of the environment. The policy does not support tourism or visitor development at any cost, and the focus should be on provision of facilities, amenities and attractions which diversify and improve the overall offer and lengthen the season by introducing all-weather opportunities for activities. Additional opportunities should fit well with the desire to strengthen the local economy in the seven priority sectors, and where proposals come forward in coastal locations they should be on brownfield/previously developed land. The policy also requires proposals to be supported by a business plan which demonstrates viability beyond initial development.

Policy EC5 seeks to provide support for the accommodation sector by requiring new hotel, bed & breakfast and guest house developments and conversions to provide accommodation on-site and / or within the main building proposed for employees. This cannot apply to every proposal for new visitor accommodation as there is likely to be an impact on particularly smaller businesses which could leave a proposal unviable. Therefore, a balance needs to be struck between the requirement and the scale of development to which it applies, but demand and pressures in the housing market locally have been

<sup>94</sup> Further information on maritime and marine industries can be found at <https://www.maritimeuk.org/about/our-sector/>

significantly increased since the increase in “staycations” as a result of Covid-19 and many accommodation businesses (as well as other hospitality businesses) have struggled to retain and attract new employees due to a shortage of affordable accommodation. The policy does not imply that these rooms / accommodation for employees will need to be free of charge.

**Policy EC4: Supporting a Sustainable Tourism / Visitor Economy**

- 1. Development proposals for new visitor and tourism-related facilities, attractions or amenities will be supported where they demonstrate that they:
  - i) support the local economy, particularly in the leisure, hospitality and maritime/marine sectors;**
  - ii) broaden and extend the visitor and tourism season;**
  - iii) are for indoor / all-weather facilities.****
- 2. In coastal locations, development proposals for visitor and tourism-related facilities, attractions and amenities will be supported where they utilise brownfield / previously developed sites.**
- 3. Proposals should demonstrate, in a Planning Statement, the viability of the business in the long-term, identify local employment opportunities and demonstrate that the development will not harm local and residential amenity.**

**Policy EC5: Providing Accommodation for Hotel, Bed & Breakfast and Guest House Employees**

**Development proposals which will provide self-contained, on-site accommodation for employees of existing and proposed or new local businesses will be supported where the need for such accommodation can be demonstrated and the development will not negatively impact on the character of the local area.**

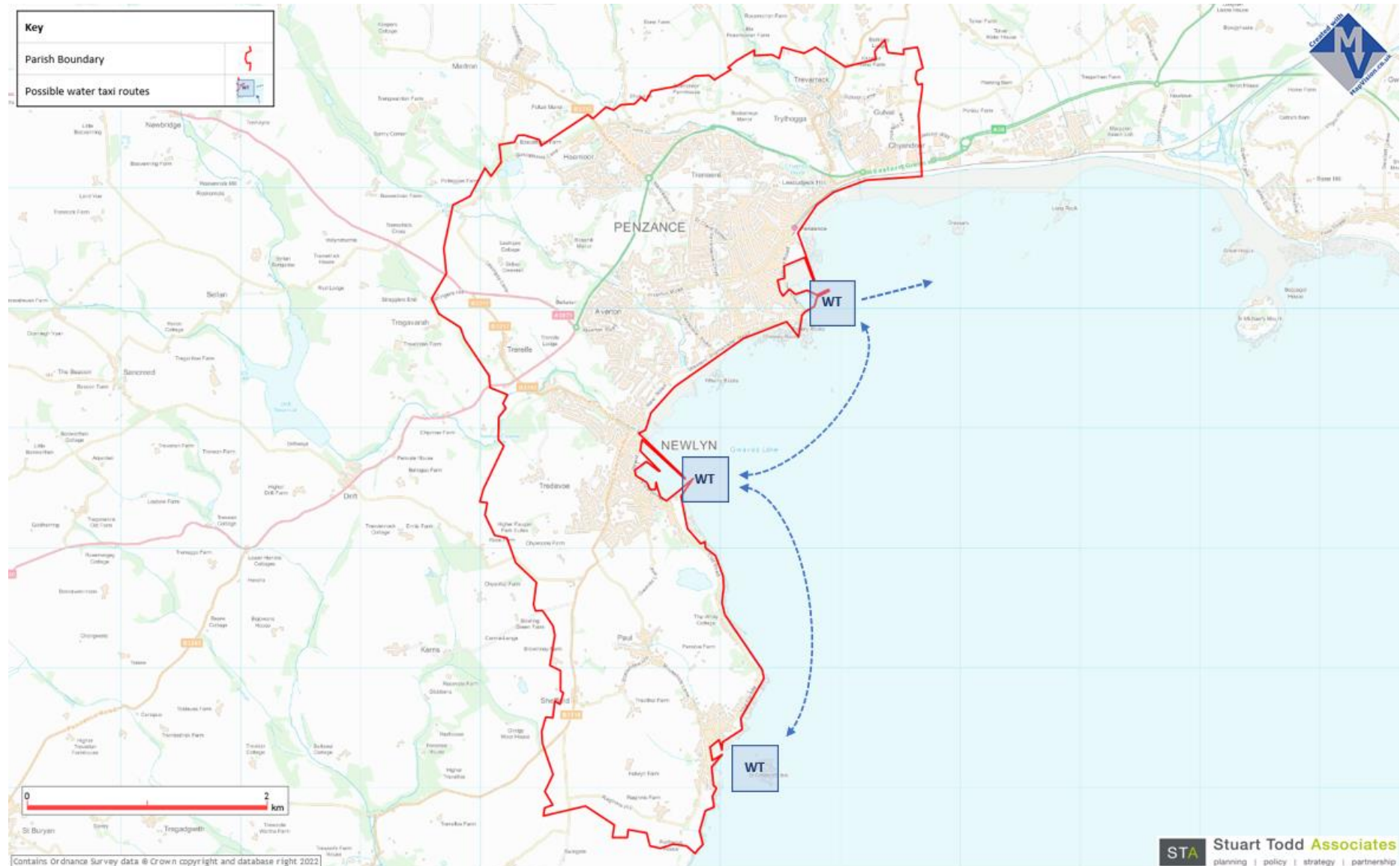
**Policy EC6: Supporting a Sea Taxi Service**

*Justification*

The Parish’s sheltered position within Mount’s Bay provides an excellent opportunity to explore a water taxi service connecting Mousehole, Newlyn and Penzance town (which could also connect to locations outside the Parish, for example Marazion). Such a service is likely to be seasonal, but would have a positive impact on connectivity and for the local economy as a whole during the season. While planning policies would not be required for such a service to operate, the onshore structures needed for boats to embark, moor or access infrastructure such as piers might do, in cases where boats land at areas outside the jurisdiction of the Harbour Commissioner/Port Authority and/or where proposals are within the land-use planning boundary (above the mean low water tide mark). While the idea of a sea taxi was identified during the Newlyn expo consultations with the community, the connectivity it offers across

the Parish means that it is appropriate for a supportive policy to be set out here rather than in the Newlyn section of the Plan. Map 4 shows indicative routes for a water taxi service.

Map 4: Possible Water Taxi Routes (Indicative)



### **Policy EC6: Supporting a Sea Taxi Service**

**Development proposals which provide the embarkation, landing and mooring infrastructure required to support a sea taxi service operating between Mousehole, Newlyn and Penzance town, which require planning permission, will be supported.**

### **Policy EC7: Agriculture and Food Security**

#### *Justification*

The arc of fields overlooking Mount's Bay has a long and distinguished agricultural tradition, from the "Golden Mile" in the eastern part of the Parish to the tiny bulb plots or "quilllets" above Mousehole. The south-facing, well-drained fields are some of the sunniest and most sheltered agricultural land in Britain. The tradition continues with a wide range of farming and food businesses around the rural fringes of Penzance, such as the award-winning Polgoon Vineyard at Castle Horneck (which began producing local wines as recently as 2006). There are many challenges facing farming currently, in particular the continuing uncertainties arising since leaving the European Union. However, small-scale high-end enterprises, alongside traditional farm businesses, not only provide employment, but also support the local hospitality sector by providing sourced, traceable fresh produce. There is also a thriving equine economy.



Food security is moving up the policy agenda, reflecting the potential impact of climate change and the UK's growing dependence on imported food, especially at a time of geopolitical upheaval. The UK heavily relies on external food sources, particularly the EU: 53% of food consumed in the UK in 2018 was produced here in the UK, followed by 23% sourced from the EU<sup>95</sup>. And just 23% of the fruit and vegetables eaten in Britain are grown in this country, according to a group of experts headed by Professor Tim Benton of the University of Leeds using DEFRA data<sup>96</sup>. According to a recent House of Lords Committee report, "*fruit and vegetables could be particularly vulnerable to price rises and lack of availability, because of the UK's dependence on EU imports: around 40% of vegetables and 37% of fruit sold in the UK come from the EU*". But that's also an opportunity for our Parish. As Cornwall Council put it in their Agriculture and Food Issues Paper<sup>97</sup>, "*the geography and climate of Cornwall gives it a distinct advantage in horticultural production (particularly potatoes, vegetables and fruit), providing an earlier and longer growing season than many areas of the UK*". That applies especially to the Penzance area,

<sup>95</sup> Hasnain, S., Ingram, J. and Zurek, M. 2020. Mapping the UK Food System – a report for the UKRI Transforming UK Food Systems Programme. Environmental Change Institute, University of Oxford. <https://www.foodsecurity.ac.uk/publications/mapping-the-uk-food-system.pdf>

<sup>96</sup> "The Grocer", February 2017: <https://www.thegrocer.co.uk/buying-and-supplying/categories/fresh/fruit-and-veg/three-quarters-of-fruit-and-veg-eaten-in-uk-is-imported/548771.article>

<sup>97</sup> Published January 2012, this paper forms part of the Evidence Base for the Local Plan Strategic Policies.

with its arc of fertile south-facing slopes that have traditionally produced high-quality early crops for local and UK markets. So, we are ideally placed to help mitigate the UK's food security risk in the horticultural sector.

The same Cornwall Council paper identifies a number of threats to the agri-food sector, the first of which is that *“significant development will put pressure on agricultural land”*. It also highlights *“growing interest in the county in local and sustainable food production, both from producers and consumers. This is based on a variety of reasons such as preventing environmental damage, promoting health, promoting local economies and cultures, and increasing the level of food security for local populations”*.

More recently the various impacts of leaving the EU, as referred to above, pose different threats as well as potential opportunities for benefiting the natural environment.

It is important that our Neighbourhood Plan includes policies that allow agricultural and other rural economy businesses to flourish.

This is in line with the National Planning Policy Framework (NPPF), which says that planning policies and decisions should *“enable the development and diversification of agricultural and other land-based rural businesses”* and *“contribute to and enhance the natural and local environment by recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland”*<sup>98</sup>. The NPPF also states that *“where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of a higher quality”*.

The NPPF policies are reflected in Policy 21(d) of the Cornwall Council Local Plan Strategic Policies, which require development to *“take into account the economic and other benefits (including food production) of Grade 1, 2 and 3a agricultural land”*.

There is no current up-to-date comprehensive mapping of agricultural land classification within the Parish, but Appendix 7 shows a combination of pre-1988 mapping (comprehensive, but lacking in detail) and post-1988 mapping (highly detailed, but not covering the entire geographical areas).

**Policy EC7: Agriculture and Food Security**

**Proposals for development that contribute to the continuing viability and sustainability of agriculture, and local food production, will be supported.**

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<sup>98</sup> NPPF paragraphs 84a and 84b. The NPPF defines “best and most versatile agricultural land” as land in grades 1, 2 and 3a of the Agricultural Land Classification.

**Policy EC8: Farm Diversification**

*Justification*

The Plan supports the full range of key sectors of the local economy. Farms have an important part to play in the local economy as previously noted, and diversification has become increasingly important to the viability of farm businesses. It is important to support such proposals, where they need planning permission, provided they support the farm business and the local economy.

Policy EC8 sets out support for farm diversification (for example, farm or local produce shops or tourism-related projects) where such proposals support the continued viability of the farming business (and where proposals need planning permission and are not subject to permitted development rights). The policy also looks to ensure that, should such uses cease in the future, the site will be returned to agricultural use.

**Policy EC8: Farm Diversification**

- 1. Farm diversification proposals, which require planning permission, will be supported where they are designed to support the continued viability of the farm business.**
- 2. Where planning permission is granted conditions should be applied which require the use to remain part of the farm business and the site to be returned to agricultural use if the proposed use ceases.**

## 5.3 HOUSING

### 5.3.1 Context

*“A person’s home is the central factor in determining whether or not he or she is able to achieve his or her potential in terms of health, well-being, education, employment and participation in the community and society.....We are now facing some significant challenges to ensuring that everyone in Cornwall has a safe, good quality and affordable home to live in. Cornwall’s housing costs have been high in relation to earnings for many years.....compounded by an increase in the number of small households and a reduction in household income due to the economic climate and welfare reform.”<sup>99</sup>*

Getting housing provision right is fundamental. It underpins the balanced development of communities, ensuring that the needs of local people are met. That means providing sufficient accommodation for single person and small households across the age spectrum, for families as they start and as they grow, and for people who have additional needs. It means homes which are genuinely affordable relative to local incomes, and to what they cost to rent, buy, run and maintain. It means good design and sustainability, not just of the homes themselves but of the community infrastructure and the built and natural environment within which they sit. Getting housing provision right not only holds a community together by providing the right accommodation but it also supports the economy. The relationship between availability of housing that people can afford, and development of the local economy to create better employment opportunities, is critical. It is clear that the Parish has a way to go before we achieve those aims. Indeed, there is a need to face some challenges and take some proactive steps.

The key issues, challenges, characteristics and opportunities in our local housing market are summarised, from our evidence base<sup>100</sup> and consultation, below. Our evidence base has identified that in general, as a large parish, Penzance Parish has a relatively complex pattern of housing need due to the wide range of population groups within it. The summary highlights critical affordability pressures in what is a low-income area, exacerbated by the impact of the pandemic.

*Policies in this section:*

*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)*

<sup>99</sup> Source: Cornwall Council’s Strategic Housing Framework, see <https://www.cornwall.gov.uk/housing/housing-strategy/>

<sup>100</sup> See Appendix 8 and evidence base documents, such as the Housing Needs Assessment, on the website here <http://www.pznp.co.uk/our-evidence-base/>.

### **Key Issues and Challenges**

- Housing stock is not adequate for the needs of the community.
- Want to see delivery of good quality, well designed new homes.
- Older people in houses too big for them, unable to downsize.
- Young people unable to find a home.
- Young families moving away for lack of affordable places to live.
- Overcrowded and poor-quality private sector rental accommodation.
- Need homes for purchase/rent to be genuinely affordable re local incomes.
- Prioritise homes for local people.
- Set aside a proportion of new social housing for local people in perpetuity.
- Mismatch between real needs and the 30% affordable provision policy in the Local Plan on major development sites.
- Protect Mousehole, Paul and areas of Newlyn and Penzance from more second homes and holiday lets.
- Protect Central and East Penzance from negative impacts of additional HMOs.

### **Housing Characteristics**

- Main concentration of housing is within the urban area of Penzance, where more than half of the population live. The rest of the population is distributed across the parish in other settlements.
- Ageing population profile, smaller household size, significantly higher proportion of single person households and lower proportion of households in family occupancy than Cornwall or England.
- Smaller than average size houses compared with surrounding rural area, and with much of the rest of Cornwall, particularly in central Penzance town.
- Markedly lower proportion of detached and semi-detached dwellings than local and national averages while the proportion of terraced dwellings was higher.
- Significantly higher proportion of flats (purpose built and as the result of the conversion of larger properties) than the local average, but slightly less than the national average.
- Relatively high number of social rent or shared ownership housing units. Pockets of central urban area comprising more than 35% of this housing tenure; this contrasts with the surrounding rural area and with more peripheral parts of the parish itself, with lower numbers of social housing units.
- Housing Needs Assessment suggests a need for 200 affordable homes in the parish, per year (affordable rent and ownership).
- High proportion of people working mainly at home, likely amplified during the pandemic.
- Home values have risen steadily over past decade, with a sharp uptick in the most recent year, likely due to an increase in demand arising from the Covid-19 pandemic and the stamp duty cut.
- The current median house price in Penzance is £255,000, which is 50% higher than the median in 2012.
- The current lower quartile house price (a good representation of entry-level homes) is £187,875, a 35% increase on 2012 levels. The average cost of a newly built home over the past three years was £300,000.
- 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.

### **Opportunities to support change**

- Potential for using redundant/underutilised premises and sites in Penzance town centre for housing.
- Potential for co-housing developments for single person households, in particular for younger and older people.
- Community housing, self-build schemes, affordable and low-cost housing needed.
- Flats should continue to form a proportion of the new housing units delivered.
- Support conversion of premises above shops back into residential properties.
- A range of larger semi-detached and detached properties (3 bed+) should be developed, aimed at families and those working from home/self-employed (who need a larger house as a result).
- Smaller homes needed to meet needs of those unable to afford larger units and reflecting local household size.
- Support a full range of specialist provision for the elderly and/or disabled to be provided on suitable sites close to Penzance town centre.

### **Policy Context**

There is already plenty of policy coverage relating to the provision of housing and affordable housing<sup>101</sup> at both national and local authority levels. The National Planning Policy Framework (NPPF) and the Local Plan's strategic policies set out the overall policy framework for the provision of housing. Local Plan Policy 6: Housing Mix indicates that new housing developments of ten dwellings or more should include an appropriate mix of house size, type, price and tenure to address identified needs and market demand and to support mixed communities. On sites of 200 dwellings or more, additional specialised housing (including extra care housing) should be considered to meet defined specialist needs. Local Plan Policy 8 relates to affordable housing, and requires all proposals for more than 10 new dwellings (or equivalent floor space) to contribute towards meeting affordable housing need. In Penzance Parish, which is allocated to value zone 4, the target for affordable provision is 30%<sup>102</sup>. This is typically in the proportion of 70% rented homes owned or managed as affordable housing, and 30% intermediate housing for rent or sale (provided that the homes are available at first and subsequent occupation at a price affordable to a typical local household, taking into account the estimated purchasing power in such households). Local Plan Policy 9: Rural Exception Sites provides for the development of affordable housing on sites outside of but adjacent to towns and villages. Such proposals must be affordable led, and must be appropriate in scale, character and appearance.

The design of new housing is an important consideration in creating attractive places to live, and Local Plan Policies 13: Development Standards and 16: Health and Wellbeing must be taken into account. Other strategic policies, and the Housing Supplementary Planning Document (SPD), provide more specific guidance on how the Local Plan's housing policies are implemented. In this Neighbourhood Plan, guidance on design and other considerations important to new housing is set out in section 5.1.

As one of the main towns in Cornwall, the number of new dwellings to be provided in Penzance between 2010 and 2030 has been determined in the adopted Local Plan; the requirement is for a minimum of 2,150 dwellings to be built in and around the town together with Newlyn, Heamoor, Gulval and Long Rock. As of March 2021, this figure had been exceeded, with 2,171 commitments<sup>103</sup>, completions and windfall site assumptions. The Local Plan requires a further minimum of 1,000 dwellings to be built across the remainder of the "West Penwith Community Network Area", most of which is outside the Penzance Parish. Against this total, at the end of March 2021 there was a total of 1,299 commitments, completions and windfall site assumptions in this area, meaning that the minimum Local Plan figure for rural West Penwith had also been exceeded<sup>104</sup>.

Penzance Parish does not include Long Rock but does include Mousehole and Paul. A site is allocated in Long Rock for approximately 150 dwellings. With only a small number of additional dwellings likely to be provided in Long Rock, and allowing for the inclusion of Mousehole and Paul, the housing requirement figure for the Parish is therefore a minimum of approximately 2,000 dwellings. The Neighbourhood Plan cannot reduce this number or change the allocated sites, but can seek to influence the detail of proposals on those sites where policy is in alignment with the policies in the Local Plan and Site Allocations DPD. The nine sites allocated for housing within the Neighbourhood Plan area are expected to provide approximately 1,100 dwellings in total (see Map 5). They are located: within Penzance at Jennings Street (Site Allocation Plan reference PZ-H14), Bellair (PZ-H13) and St. Clare (PZ-H9); in Eastern

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<sup>101</sup> "Affordable housing" is defined in national policy in the National Planning Policy Framework (July 2021) See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary> . It is also reproduced in the Glossary to this Plan.

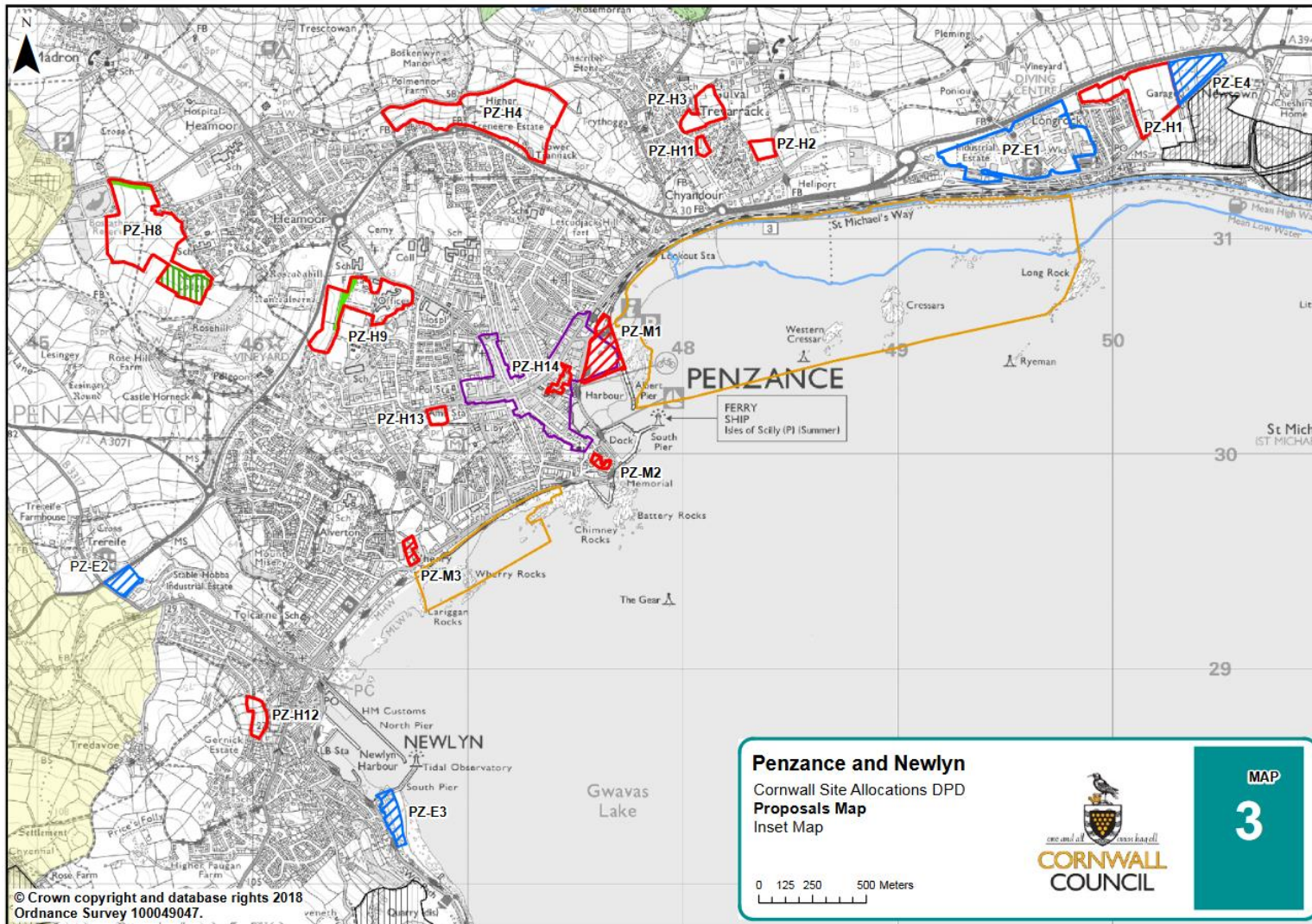
<sup>102</sup> The 30% figure is now dated with the additional pressures now faced on affordability in Penzance Parish, but cannot be altered until the Local Plan is reviewed.

<sup>103</sup> This includes sites allocated and not yet developed.

<sup>104</sup> Figures are based on Cornwall Council annual monitoring available to view here - <https://www.cornwall.gov.uk/media/vashqtkx/appendix-2-summary-trajectories-2021.xlsx>

Green at Posses Lane (PZ-H2) and Branwell Lane (the former Barn Club, PZ-H11); at Gulval (PZ-H3), Trannack (PZ-H4), Heamoor (Roscadghill – Boscathnoe, PZ-H8) and Newlyn (adjacent to Lower Gurnick Road, PZ-H12).

Map 5: Site Allocations Development Plan Document Proposals



Source: <https://www.cornwall.gov.uk/media/Onweoxde/inset-map-3-penzance-and-newlyn.pdf> Note: Sites PZ-E1, PZ-H1 and PZ-E4 are outside Penzance Parish and the Plan area boundary, and so outside the jurisdiction of this Plan.

The DPD also states (in Policy 1: Windfall Development) that outside of the allocated sites, housing will be delivered through “1. Existing sites with planning permission that can help contribute in a timely manner to the housing supply; 2. Infill development that does not physically extend into the open countryside or diminish a large gap that is important to the setting of the settlement; 3. Small scale rounding off that is appropriate to the size and role of the settlement and does not physically extend development into the open countryside; 4. The development of previously developed land within or adjoining the named settlements.”

The Cornwall Housing SPD<sup>105</sup>, adopted in 2018, provides supplementary and detailed guidance within the context of the Local Plan’s policies, to aid the appropriate delivery of housing and the implementation of the Local Plan’s policies.

The provision of new homes, in particular larger developments, impacts on the physical infrastructure and social fabric of the place as well as the natural environment. The Parish topography, bounded on one side by the sea, and with the area to the south of the A30 already largely developed, limits the availability of sites without extending development on to green field land in and around nearby villages. Delivering allocated housing sites raises considerable challenges. It will be vital that proposals are managed with the engagement of relevant communities in order to ensure that developments work to enhance the overall built environment, minimise the impact on the natural environment, and create intelligently designed and functional extended communities rather than result in urban sprawl. It is also important to harness the potential for the sites allocated within Penzance Parish to play a part in building a balanced community and reinvigorating the Parish.



### 5.3.2 Key Objectives

Within the context of the Core Objectives in section 1, to provide housing that meets the needs of the community as a whole and respects the outstanding quality of the built and natural environment, the following policy objectives have been identified:

- To support the delivery of new homes for the whole community through a range of affordability, types and tenures;
- To ensure that provision is made for all ages and circumstances including single person households, family housing, working from home, self-build and co-housing opportunities, lifetime homes and, where needed, specialist housing;

<sup>105</sup> See <https://www.cornwall.gov.uk/affordablehousingspd>

- To ensure that new housing is genuinely affordable – to rent, buy, run and maintain – in relation to local incomes;
- To ensure that affordable housing is available to people with a local connection to the settlement and Parish and, as far as possible, retained for local people in the future;
- To encourage community led “exception sites” for affordable housing in or on the edge of villages, and on the edge of the town, that provide for the housing needs of the relevant community both at the outset and on succession;
- To safeguard the sustainability of settlements in the Penzance Parish area whose communities are adversely affected by the number of properties that are not occupied on a permanent basis;
- To support the use of previously developed sites and the reuse of appropriate buildings;
- To actively promote good housing design, including green infrastructure and landscaping, that contributes positively to the character of the area and wellbeing of residents;
- To seek high standards of environmental sustainability in housing design and construction; and,
- To require that the impact of new development on existing communities is recognised and mitigated, respecting the distinct character and identity of those communities, the landscape and natural environment within which they sit and the need to ensure high standards of built, community and social infrastructure.

### 5.3.3 Achieved by

- Partnership working between Penzance Town Council and its Housing Crisis Working Group, Cornwall Council, Cornwall Community Land Trust, registered Housing Associations, landowners, developers and other agencies to set out clear delivery objectives and mechanisms to meet the needs of the local community;
- Penzance Town Council and Cornwall Council working together to Identify suitable sites (or parts of larger development sites within the masterplanning process) to accommodate co housing, community housing and self-build initiatives;
- Partnership working between Penzance Town Council and its Housing Crisis Working Group and Cornwall Council to identify the types of housing delivered to inform housing mix over the rest of the plan period; and,
- Making the best use of publicly owned assets to deliver key objectives.

### 5.3.4 Policies

Our planning policies seek to provide a positive framework that enables Cornwall Council, as the Local Planning Authority, to make planning decisions which take the Parish’s context, key objectives, and overall and community visions fully into account. The policies for this theme follow.

## **Policy H1: Housing Mix**

### *Justification*

The needs for housing in the Parish are varied and quite complex, and affordability genuinely relevant to low average incomes is critical. In the context of a special and highly-valued wider environment it is important for all new housing to make a contribution to providing for the community as a whole. A mix of types, sizes and tenures, and the inclusion of as many affordable properties as possible related to the different levels of need, will be central to achieving the best community outcomes from the planned provision. An integrated mix of housing will contribute to overall community cohesion, and provision of affordable properties on site will limit the wider impact on the surrounding high-quality environment that would result from offsite contributions and the need to develop additional sites to provide the affordable proportion. Policy 6: Housing Mix of the Cornwall Local Plan provides strategic policy support for achieving a mix of homes which are accessible.

The Housing Needs Assessment (HNA), undertaken independently in 2022<sup>106</sup>, confirms local understanding that home ownership is out of the reach of most local people and that there is a lack of genuinely affordable and available dwellings across tenure types. Some key findings of the HNA suggest that:

- Home ownership through the mainstream market is not an option for the majority of local people who do not already own. The median house price would require an annual income around double the current average;
- There is a relatively large group of households in Penzance who may be able to afford to rent privately but cannot afford home ownership. This ‘can rent, can’t buy’ cohort may benefit from the range of affordable home ownership products such as First Homes<sup>107</sup> and shared ownership;
- However, the income required to access any of the affordable home ownership products considered exceeds the average household income in Penzance, with the exception of shared ownership at the lowest possible equity share. Other forms of First Homes and shared ownership do bring down the threshold for home ownership, which certainly widens access to ownership to a larger group of people. However, the benefits accrue only to above average earners, leaving lower earners reliant on relatively unaffordable private rents or subsidised affordable housing if eligible;
- Neighbourhood plan qualifying bodies have discretion to increase the discount on the new First Homes product from 30% to 40% or 50% where there is evidence to suggest this is appropriate. The HNA found that the highest possible discount level of 50% would be necessary from an affordability perspective in Penzance.
- Affordable rented housing appears generally affordable to households with two lower earners. However, households with a single lower earner are unable to afford any of the tenures considered except for smaller socially rented units. Many such individuals will, if unable to secure a social rented dwelling or additional subsidy, need to live in a room in a shared house using housing benefit. The affordable rented sector performs a vital function in Penzance as the only option for a large segment of those in the greatest need;

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<sup>106</sup> By consultants AECOM for Penzance Town Council. The HNA can be seen on the neighbourhood plan webpages at <http://www.pznp.co.uk/our-evidence-base/>.

<sup>107</sup> “First Homes” are a discounted housing product, meaning that the sale price of a new First Home property is reduced for some first-time buyers. See this Plan’s Glossary for the full definition of First Homes and of the buyers who qualify. Cornwall Council has a helpful Chief Planning Officer’s Advice Note on First Homes here <https://www.cornwall.gov.uk/media/ee1dodd4/chief-planning-officer-note-first-homes-final.pdf>

- The annual need and potential demand for affordable housing products in Penzance is estimated using Homechoice Register and other Cornwall Council figures as inputs. The result is an annual need for 77 affordable rented units and annual potential demand for 123 affordable home ownership units.
- Penzance has a relatively unbalanced mix of dwelling types, with more than two-thirds of all homes falling into the categories of flats and terraces and comparatively few detached and semi-detached homes. However, the terraced homes are of a wide variety of types and sizes, including many larger properties with multiple bedrooms occupied by families or split into HMOs. Bungalows are relatively common but to a lesser degree than the Cornwall average. More than half of Penzance's flats and almost no bungalows are located in the town centre, indicating a clear distinction between the housing choices available in the urban and rural areas of the Parish.
- HNA data analysis suggests that new development should be restricted to homes with 3 or more bedrooms because these size categories are so underrepresented at present compared with what the future population might be expected to need given the existing preferences of different age groups across Cornwall. An injection of larger homes would improve the offering for larger families who have few options for their next step on the property ladder, and would also widen choice in general.
- However, the reality "on the ground" following a sense check also suggests that simply restricting future new development to these sizes of dwelling would not benefit or satisfactorily address the affordability crisis in the Parish. Developing homes which are of an appropriate size, type and density for local residents' budgets (i.e. smaller homes with fewer bedrooms) would help to address this situation. The ageing population also necessitates providing suitable options for older households looking to downsize, also forming a valuable contribution to the housing mix and availability of supply of larger properties. Some additional 2 bedroom homes could therefore help to achieve this, where a narrow focus on 3+ bedroom homes may not.

This HNA is supplemented by locally developed housing need data and evidence, developed to further evidence and underpin the housing policies in this section<sup>108</sup>.

This evidence demonstrates that the emphasis of housing policy in the Plan must focus on enabling, within the constraints placed on policies by the planning system, as much affordable and low-cost housing to come forward as possible; and that such housing should be of a type and size which properly reflects the main areas of demand, across all tenures. Policy H1 seeks to set these benchmarks and parameters to help ensure the rights sizes, type and tenures of housing come through.

Policy H1 refers to the need to have an up-to-date understanding of local housing needs in order to deliver appropriate housing tenures, types and sizes. If during the Plan period there is no up-to-date assessment of need and local market demand (produced by Penzance Town Council or Cornwall Council), an independent assessment should be carried out in line with latest Government guidance and good practice, taking into account the latest housing market and Housing Register data to inform the whole and wider picture of need and the type, size and tenure required.

Major proposals (where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more) must contribute to meeting affordable housing need in line with Policy 8 of the Local Plan. The target of 30% affordable housing should be maximised. Within the affordable proportion 25% should be discounted market sales with the remainder being rented homes owned or managed as affordable housing. These should be made available to buy with a discount of 50% below their full market value (i.e. the value of an equivalent new home).

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<sup>108</sup> See <https://www.penzance-tc.gov.uk/trapped-a-report-on-the-housing-crisis-in-penzance/>

Cornwall Local Plan Policy 6: Housing Mix sets out requirements for the mix of housing on a site at the strategic level, including requirements to make dwellings accessible throughout people's lifetimes. We consider it important to do as much as possible to secure a greater number of new homes which are fully accessible and so although we recognise that Building Regulations are designed to regulate standards of accessibility, we wish to encourage developments to go further. The key objectives for housing (set out earlier in this section) refer to a desire to see dwellings developed in line with Lifetime Homes principles. Lifetime Homes<sup>109</sup> was a standard used by some developers in the industry and encouraged and applied by local authorities through policy, until the Government effectively superseded and deleted the standard in October 2015 by introducing accessibility standards through Building Regulations (M4(2)<sup>110</sup>; this removed the need for the planning system to regulate accessibility to, around and within dwellings. However, the principles remain a useful benchmark to apply (and to encourage developers to meet) in order to help ensure that full accessibility in all dwellings is achieved. Policy H1 reflects this, particularly as Building Regulations do not push requirements as far as the Lifetime Homes standard.

#### **Policy H1: Housing Mix**

- 1. All proposals for new residential development will be expected to maximise affordable housing provision and contribute to a range of housing tenures, types and sizes that is relevant to the characteristics of housing in the Parish. Particular regard should be paid to the most up-to-date Housing Needs Assessment when planning for the mix, type, tenure and size of dwellings to be provided on the site. Within the affordable proportion 25% should be discounted market sales with the remainder being rented homes owned or managed as affordable housing. First Homes should be made available to buy with a discount of 50% below their full market value (i.e. the value of an equivalent new home).**
- 2. Affordable housing should be provided on site as an integral part of the development unless it can be clearly demonstrated that the wider impact of an off-site contribution is outweighed by site specific considerations.**
- 3. Proposals are encouraged to follow the principles established by the Lifetime Homes standards.**

<sup>109</sup> See [https://www.designingbuildings.co.uk/wiki/Lifetime\\_homes](https://www.designingbuildings.co.uk/wiki/Lifetime_homes) for further details.

<sup>110</sup> See <https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m> for further details.

## **Policy H2: Principal Residence Policy**

### *Justification*

The location and environmental quality of the Parish result in a demand for second homes and holiday lets, and this is part of the tourism-related aspects of the local economy. This can of course bring benefits, but there are also disadvantages, particularly relating to the impact on reducing the supply of available housing and inflating house prices, both of which affect the ability of local people to buy or rent in the Parish.

The impact on communities in Cornwall where the number of second homes (and holiday lets) which remain unoccupied as principal residences and are therefore lost to local housing supply is well documented. That impact is felt twice over in small communities where there can be a considerable impact on social cohesion, community life and use and availability of services – in other words, the sustainability of the community.

Data on numbers of second homes/holiday lets within the Parish are fragmented, and come mainly from two sources: Cornwall Council revenue and benefits data<sup>111</sup>, and census data<sup>112</sup>. Penzance Town Council’s Housing Crisis Working Group report<sup>113</sup> used a combination of these data to establish an estimate of the incidence of non-principal residences within the Parish by “lower super output area” in 2021, indicating:

- an estimated 1400 non-principal residences in the Parish, or 12.1% of the total (versus 11.7% for Cornwall as a whole); and,
- particularly high concentrations in three areas: Mousehole & Paul (53.5%), Penzance Promenade (20.6%), and Newlyn Harbour & Gwavas (18.8%)<sup>114</sup>.

Other areas of the Parish show the following concentrations: Chyandour and Eastern Green 10.9%; Newlyn West 9.4%; Penzance Wharveside & Town 8.7%; Penzance Wherrytown 6.7%; Penzance St Clare & Town 5.3%; Heamoor West & Gulval 5.1%; Penzance Battlefields 4.8%; Penzance Alverton 3.4%; and Heamoor Village and Treneere 0.0%.

Those figures may well be an under-estimate given recent trends triggered by the COVID-19 pandemic, as reflected in recent snapshot data that reveal a very high level of entire-property Airbnb lettings in the Parish compared to private rental opportunities (407 entire-property holiday rentals listed, compared with just four private residential lettings<sup>115</sup>).

Heat maps for non-principal residences and Airbnb lettings within the Parish are shown below.

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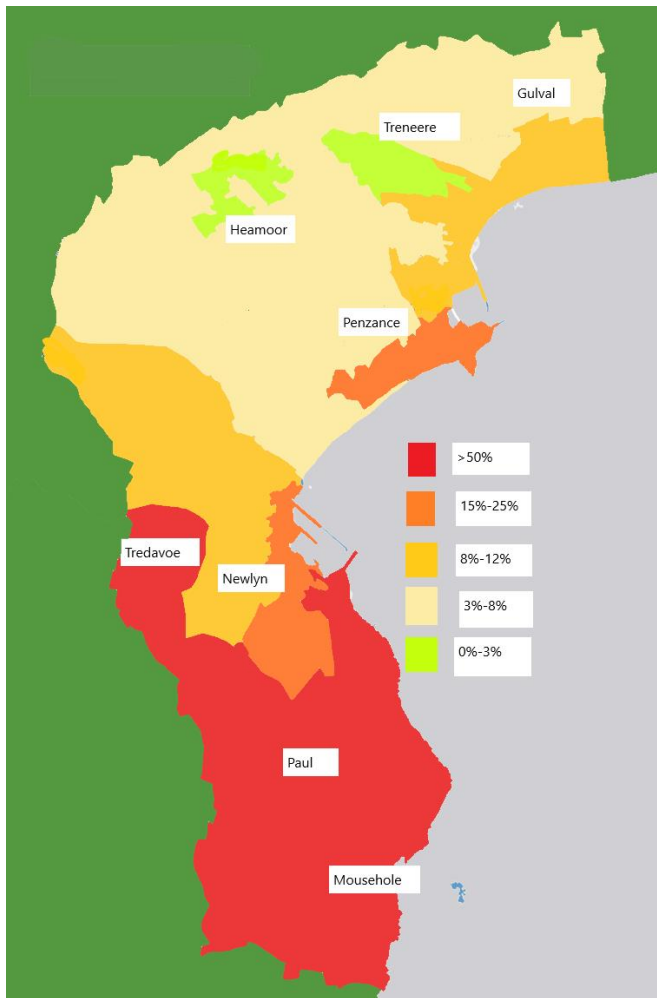
<sup>111</sup> Cornwall Council data show the number of properties registered as second homes in the council tax database. However, Cornwall Council recognises that the data are inevitably understated because since the second home council tax discount was abolished, owners no longer have any incentive to declare their property as a second home. However, the data are useful in providing an up-to-date indicator of the geographical distribution of non-principal residences within the parish.

<sup>112</sup> Unoccupied household statistics from 2011 census data are still the latest data that can be used as a baseline (the 2021 data are unlikely to be released until 2023), but when taken in isolation are of limited value since they include properties unoccupied for reasons other than being a non-principal residence (for example, properties that were vacant pending probate, or because the usual residents were away on census day). The Housing Crisis Working Group report combined 2011 census data with 2001 census data (which do separate out non-principal residences from other unoccupied properties) to extrapolate the 2021 estimates used here.

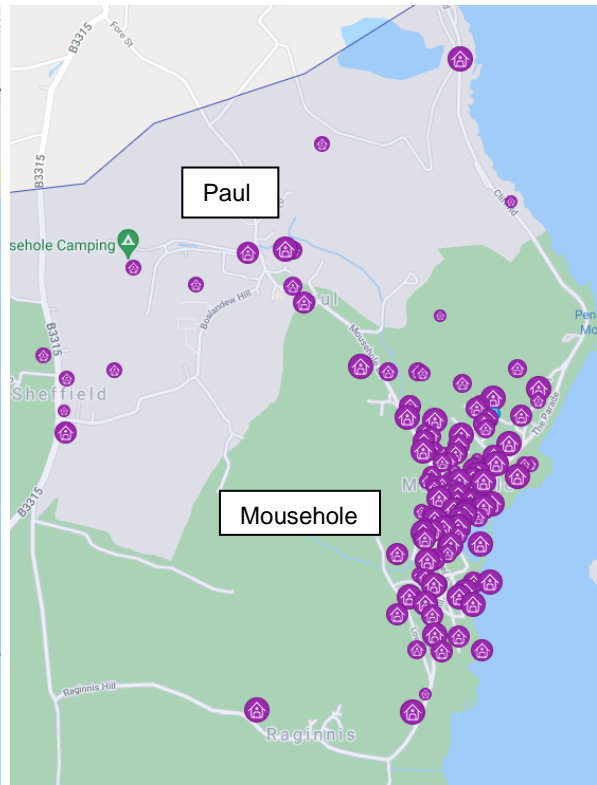
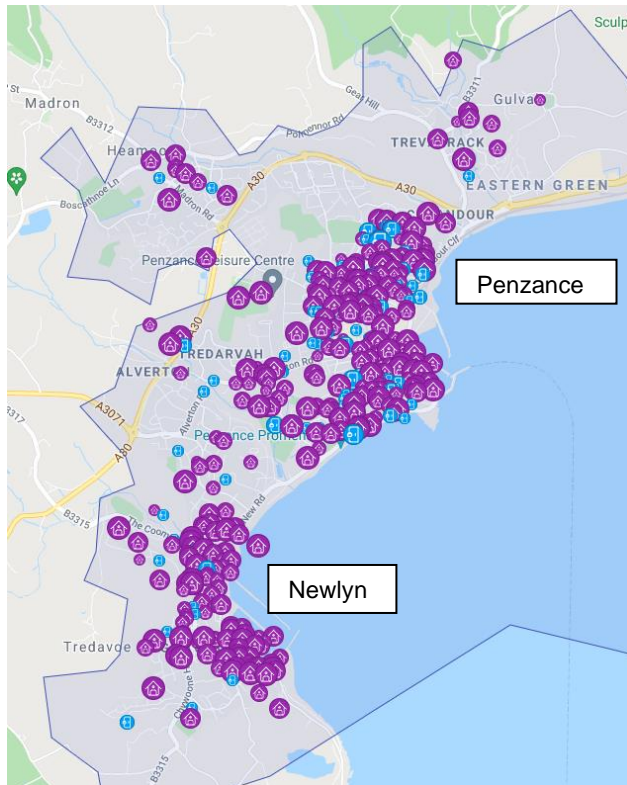
<sup>113</sup> See: <https://www.penzance-tc.gov.uk/trapped-a-report-on-the-housing-crisis-in-penzance/>.

<sup>114</sup> The true rates for Mousehole village and Newlyn Harbour are likely to be higher than the percentage indicated, because in each case the “local super output area” (the most granular level available) includes a community (Paul and Gwavas respectively) with lower concentrations of non-principal residences.

<sup>115</sup> Source: Airdna website for holiday lettings, Rightmove website for residential property lettings, 22 February 2022; quoted in Penzance Town Council’s Housing Crisis Working Group report.



Map 6: Areas of Concentration of Second Homes/Holiday Lets (2021 estimate based on Cornwall Council revenue & benefits data and extrapolations of 2001 and 2011 census data)



Maps 7 and 8: Areas of Concentration of Airbnb/Vrbo Entire Property Holiday Lettings: Penzance Parish excluding Mousehole & Paul (L), Mousehole & Paul (R), 2022 (Extracted from [www.airdna.co](http://www.airdna.co) data as of 22 February 2022)

(Maps reproduced from the Penzance Town Council Housing Crisis Working Report, March 2002)

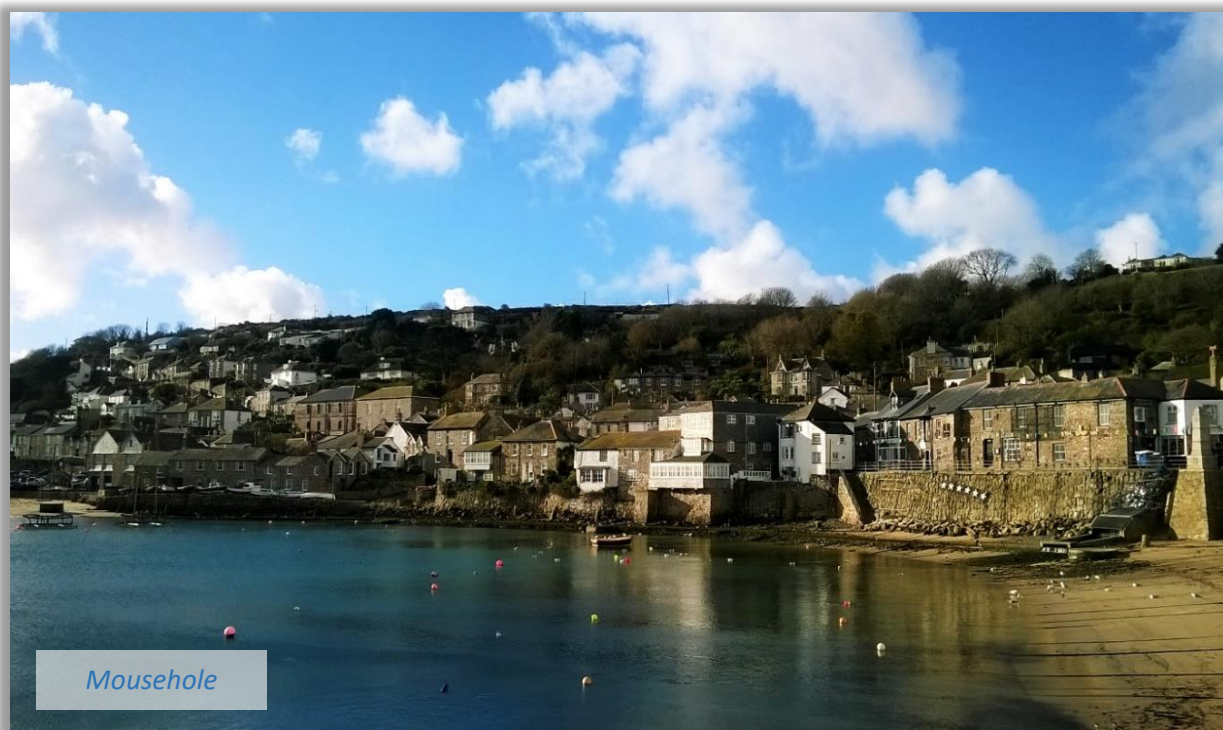
Data from Cornwall Council indicate that where the incidence of non-principal residences exceeds 12% (as estimates indicate is the case for the Penzance Parish generally as of 2021), there is a marked impact on affordability, with house prices at 1.4x the Cornwall average<sup>116</sup>. The pervasive spread of non-principal residences across West Penwith generally, and in the Penzance Parish specifically, appears to be having a distorting effect on the local housing market, and limiting local people's access to housing.

In addition to the primary data cited above, the Community Vision statements in Appendix 3 point to specific issues in Mousehole, parts of Newlyn, and to a lesser degree Paul.

Overall, while some areas (such as Treneere, Heamoor Village and Alverton) have very low concentrations of non-principal residences, others (Mousehole & Paul, Penzance Promenade, and Newlyn Harbour & Gwavas) are well above the threshold at which other Neighbourhood Plans in Cornwall have applied principal residence policies in order to limit the further spread of second homes and holiday lets.

Planning policies (including those contained in this Plan) do not affect how existing dwellings are used. However, it is important that the new housing provided across the Parish, including through the redevelopment of previously developed sites, contributes to the sustainability and vibrancy of our communities. So, in order to prioritise housing for the needs of our local communities, including people moving here to live and work, Policy H2 seeks to introduce a principal residence policy. This should ensure that any new dwellings coming forward in certain parts of the Parish (apart from allocated sites) as identified on Maps 9 and 10 will only be occupied by a household living in the property as their main home, enforced by a legal agreement.<sup>117</sup>

Data summarised above and which informs and supports policy H2 is set out in Appendix 8.

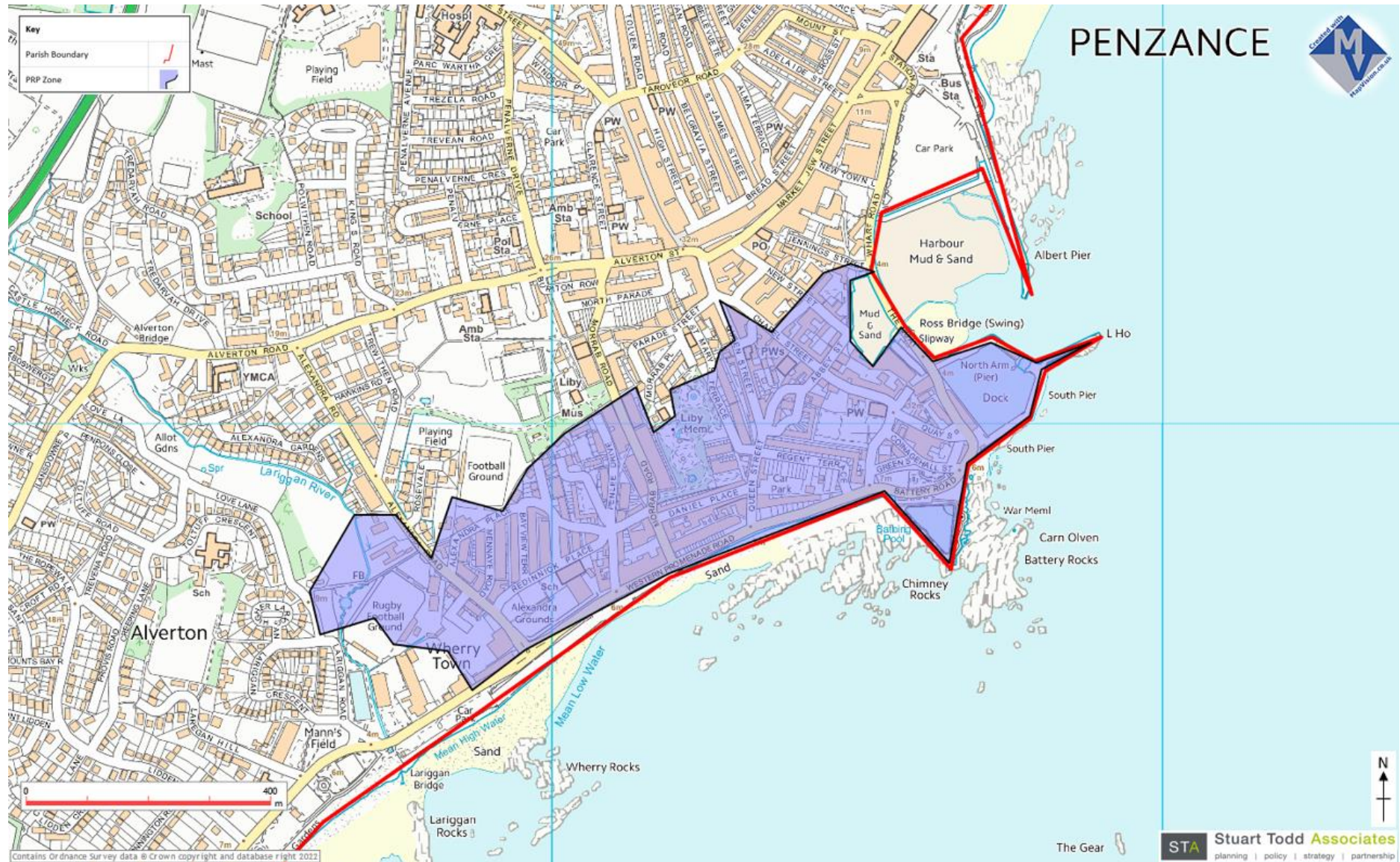


<sup>116</sup> "Housing in Cornwall 2021 – Second Homes" (see [https://www.cornwall.gov.uk/media/k2vaas1v/cornwall\\_secondhomes\\_2021.pdf](https://www.cornwall.gov.uk/media/k2vaas1v/cornwall_secondhomes_2021.pdf)).

<sup>117</sup> A legal agreement will give greater certainty that the requirement will be adhered to than a planning condition.



Map 10: Penzance PRP Zone (based on Map 6 – 2021 estimate based on Cornwall Council revenue & benefits data and extrapolations of 2001 and 2011 census data)



While the amount of new housing planned to be provided in these areas is relatively low, and current planning policies do not affect how existing dwellings are used, it is important that any new housing that is provided in these settlements contributes to sustainability and community life. A Principal Residence Policy (PRP) could help to sustain local facilities and services through retention of all-year-round residents, and help to allay growing fears that communities could be “hollowed out” with more second homes and holiday lets than permanent residents. The policy provides a positive response to the growing market pressure for non-principal residences, fuelled by developers’ marketing strategies and the rapid rise of entire-property lettings– in both cases, exacerbated by the effects of the COVID-19 pandemic. Indeed, the policy encourages the construction of dwellings designed and configured for year-round occupation rather than short-term letting and occupation, leading to a more sustainable housing stock over the long term.

This policy is in line with that adopted in other Neighbourhood Plans, including St Ives. While there has been much debate about the effects of the St Ives principal residence policy on the local housing market, Cornwall Council’s latest housing delivery statistics for the St Ives urban area do not suggest there has been any constraint on housing delivery: indeed, St Ives is currently delivering above the housing requirement in both completions and permissions<sup>118</sup>.

It is important to stress that this policy is not a panacea which will resolve the challenges posed by second homes or holiday lets, and it will only play a small part in attempting to reduce the problem. It applies to new dwellings only (i.e. net housing gains); it does not apply to existing or replacement dwellings where there is no net increase in the number of dwellings, and does not apply to existing planning permissions yet to be built. Nor does it apply to the housing sites allocated in the Cornwall Site Allocations DPD, as the total number of dwellings allocated has already taken into account additional numbers likely to be bought as second homes. In areas where the PRP policy applies, less Community Infrastructure Levy (the payment made by developers to contribute towards infrastructure) can be accessed. On sites of more than 10 dwellings where a PRP policy applies, less affordable housing might be provided on the site, if the effect is to reduce the selling price of PRP properties and this has an impact on the overall viability of the development (though conversely, reducing the selling price of new-build in a PRP zone may make properties more accessible to local buyers). Anecdotally (although logically) a PRP policy could artificially constrain the market by not increasing the supply of properties to potential second home and holiday let buyers, and therefore pushing prices of existing dwellings up further. It therefore has limited effect in practice on the scale of the problem faced, and can only make a relatively small contribution to tackling concerns. Even once PRP development is delivered, continuity of impact is dependent upon effective enforcement by Cornwall Council.

Ultimately, changes to national planning policy and/or other regulatory measures outside of the planning system are necessary to effect real change. These include some of the policy suggestions advanced in the report of Penzance Town Council’s Housing Crisis Working Group. In particular, a change to planning “use classes” that would make a distinction between dwellings as principal residences and those for second home or holiday use, and require planning permission for a change of use from a principal residence to a second home or holiday let, would give local communities much greater micro-level control over the “hollowing-out” of streets and neighbourhoods.

The situation regarding non-principal residences is not stable, and it is important to monitor future trends for signs that other parts of the Parish are seeing increased concentrations of second homes and holiday lets – in particular those areas that currently have high single-digit or low double-digit percentages.

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<sup>118</sup> The latest Housing Trajectory data published by Cornwall Council (to March 2021) show that since the policy was introduced in 2016, 234 new dwellings have been completed and permissions for a total of 426 new dwellings have been granted in the St Ives & Carbis Bay urban area, which is on track to exceed the housing requirement by over 400 dwellings by 2030 (Cornwall Council Monitoring Report 2020-21, Appendix 2 - Summary Trajectories 2021), <https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/cornwall-monitoring-report/>).

So, after the Plan has been made (adopted), Penzance Town Council will monitor the impact of Policy H2, and also monitor evidence justifying the policy. For example, the release of 2021 census data for “unoccupied households”, expected in 2023/24, will give an opportunity for a further assessment of the severity of the problem, and could trigger a review of this policy to update the area(s) to which it applies.

**Policy H2: Principal Residence Policy**

- 1. New housing in Penzance Parish within the areas indicated on Maps 9 and 10 (other than on sites allocated for housing in the Cornwall Site Allocations DPD or replacement dwellings) will be restricted to occupation as a principal residence.**
- 2. A principal residence is defined as one occupied as the owner or lessee’s sole or main residence, which they occupy as a permanent home and where they spend the majority of their time.**
- 3. The restriction will be satisfied by a legal agreement, and occupiers of homes with a principal residence condition will be required to keep proof that they are meeting the legal obligation and be obliged to provide such evidence on request of the Local Authority.**

**Policy H3: Emergency Temporary Housing Units / Pods**

*Justification*

The COVID-19 pandemic exacerbated many concerns and changes in the Parish. One example was the urgent need to house the homeless in emergency accommodation, while world events continue to show that emergency needs to help accommodate people fleeing war and conflict can arise at short notice. During the pandemic the ability to accommodate the homeless was impacted heavily by the restrictions imposed on movement. Policy H3 introduces support for self-contained “pods” or cabins, which are modular units that can quickly and easily be installed to help relieve these types of short and medium-term pressures.

**Policy H3: Emergency Temporary Housing Units / Pods**

- 1. Development proposals for temporary emergency modular housing units or pods, which require planning permission, will be supported where they demonstrate, through a Planning Statement, that there will be no adverse impact on the following or such impacts can be mitigated satisfactorily:**
  - i) local amenity (for example, but not limited to, noise or light pollution) enjoyed by existing uses and residents which could be affected by the proposal; and,**
  - ii) the character and setting of the proposal.**
- 2. Proposals must detail the length of time for which the units or pods will be in place, and demonstrate that there is a plan in place to house occupants in more permanent affordable housing in the longer term.**

#### **Policy H4: Houses in Multiple Occupation (HMOs)**

##### *Justification*

Houses in multiple occupation (HMOs) are typically houses that are converted to smaller units to provide low-cost private rent accommodation, particularly for single people who are in housing need<sup>119</sup>. They can form an important part of supply. However, there is some evidence that where the proportion of such properties in an area is high, there is an adverse impact on the character and amenity of the area. The standard of the accommodation is regulated by Cornwall Council through housing legislation, and the Council operates a registration scheme<sup>120</sup>. Planning policy can only relate to the use of the property and is limited to proposals which require planning permission. Many HMOs do not require planning permission and are subject to permitted development rights. Cornwall Council can introduce “Article 4 Directions” which remove permitted development rights, requiring a planning application to be submitted, for certain types of development. A good example of this is a conservation area, where residents will typically need to submit a planning application for improvements to their dwelling.

There are some areas in Penzance town with a concentration of HMOs where there have been issues relating to quality of accommodation and an impact on the amenity of nearby residents, such as additional refuse and recycling bins, litter, insufficient on-street parking, and noise. Policy H4 seeks to help ensure that HMOs do not adversely affect local amenity or the quality of the building, where changes are proposed through a planning application. Penzance Town Council will work with Cornwall Council to seek the introduction of Article 4 Directions to be placed in and around areas and streets with known concentrations of HMOs. We recognise that even where an Article 4 Direction is put in place, the planning system does not have full control over factors such as the internal quality of a conversion, although Building Regulations are intended to pick up such issues.



#### **Policy H4: Ensuring Quality in Houses in Multiple Occupation (HMOs)**

**Where planning permission is required, Houses in Multiple Occupation (HMOs) will be supported where the proposal clearly demonstrates that:**

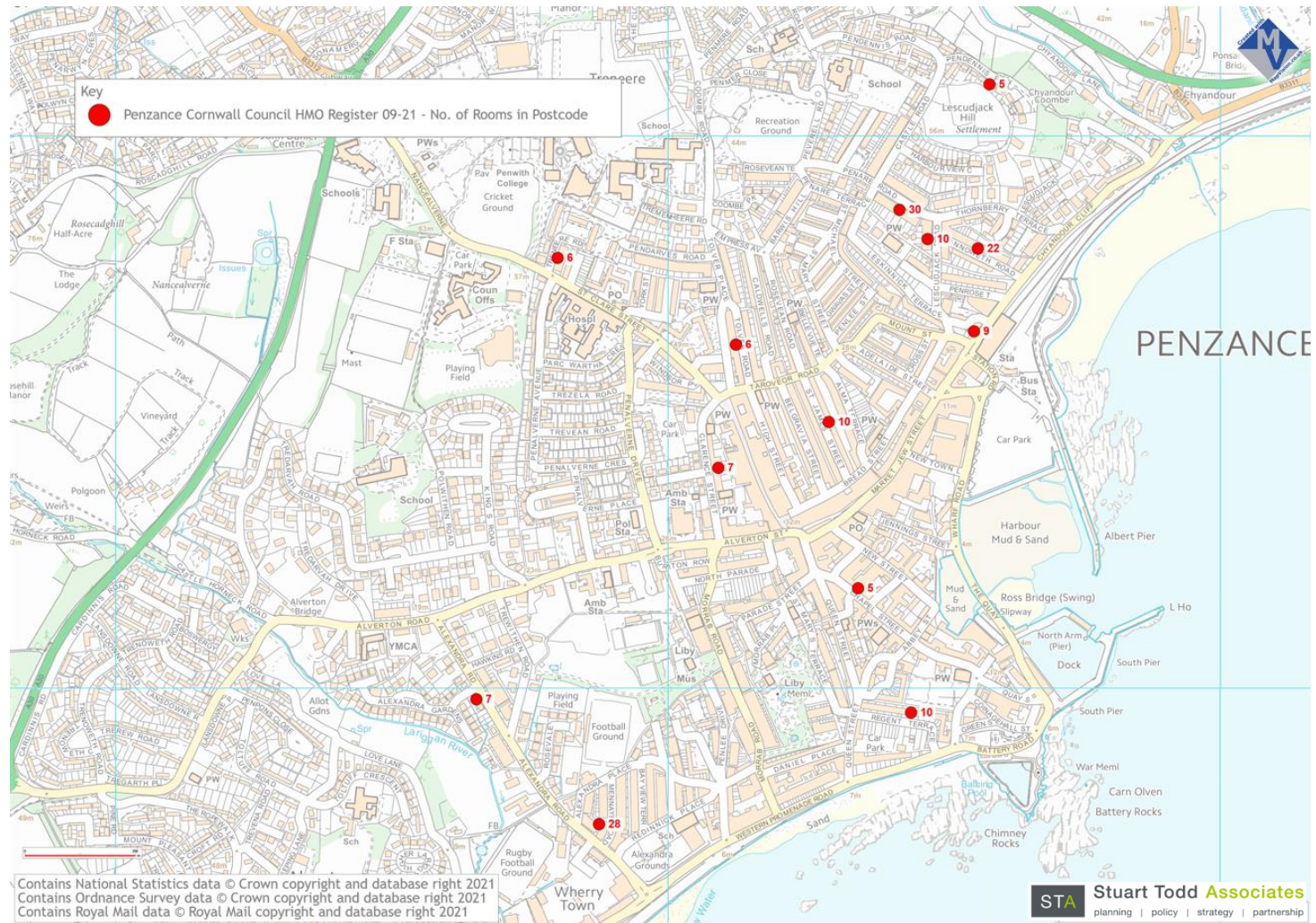
- i) there will be no negative or adverse impact on nearby residential amenity (for example, noise or light pollution);**
- ii) the proposal responds to the character and setting of the area;**
- iii) sufficient car parking is available on-site, or there is sufficient local on-street parking capacity; and,**
- iv) that adequate rubbish and recycling storage is available on-site.**

<sup>119</sup> The Government’s definition can be viewed here <https://www.gov.uk/private-renting/houses-in-multiple-occupation>

<sup>120</sup> Further details on HMOs in Cornwall, the Register and process can be seen here <https://www.cornwall.gov.uk/housing/private-housing/houses-in-multiple-occupation/>

Map 11 shows the locations of HMOs in September 2021, based on the Cornwall Council HMO register<sup>121</sup>. It shows the location and number of rooms licensed or available.

Map 11: Location and Number of Rooms in Houses in Multiple Occupation (HMOs) in Penzance Town



Source of data: Cornwall Council HMO Register, September 2021

<sup>121</sup> See <https://www.cornwall.gov.uk/housing/private-housing/houses-in-multiple-occupation/>

**Policy H5: Rural Exception Sites and Policy H6: Retaining Affordable Housing in Perpetuity Development**

*Justification*

The provision of affordable housing<sup>122</sup> to meet local needs in the Parish is critical, and Policy H1 emphasises the importance of maximising the provision of affordable housing on planned sites. However, the need for affordable housing extends across the Parish, including areas where there are no sites allocated for housing development. Often the need in these locations is small compared with that of the town or Parish as a whole.

The rural exceptions approach, as provided for by Policy 9 in the Local Plan, is designed to allow for the provision of affordable housing on small sites, in or on the edge of villages or the town, which would not otherwise be granted planning permission. Development proposals that come forward as exception sites are expected to provide housing that is restricted for occupation as local needs housing in perpetuity wherever possible. However, it is recognised that residents’ right to buy<sup>123</sup> limits the ability to do this and retain stock within supply, with control by a Community Land Trust (CLT)<sup>124</sup> being the model that provides the greatest certainty of retaining affordable housing stock as such. However, an element of normal market housing may be acceptable where it is essential for the scheme to be delivered; Local Plan Policy 9 provides more detail on the requirements to be met. It is important that proposals for rural exception sites are community-led and enable local residents to be involved in the design and planning. It is also important for the demonstration of need and future occupancy to be related to those with a local connection to the settlement where the site is located; local evidence shows that this is an important factor in securing local support for a scheme, and also helps ensure that future residents have the benefit of convenient family support. In Penzance Parish, which includes a number of individual settlements outside the urban area, linking the housing provision and subsequent occupancy to the relevant community (i.e. where the site is located) is particularly important. This can be achieved through a local lettings plan (see Policy H7 below). Housing Associations and Community



Source: Community Land Trust Network (<http://www.communitylandtrusts.org.uk/>)

<sup>122</sup> See the NPPF Glossary for the up-to-date definition of “affordable housing” in planning terms <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>123</sup> See <https://www.gov.uk/right-to-buy-buying-your-council-home> for further details.

<sup>124</sup> A CLT is a community trust set up to deliver and retain affordable housing for a local community, and by keeping control over the tenure of the housing it delivers it can retain the housing for subsidised rent or purchase for members of the local community in perpetuity. This removes the risk of housing being sold on the open market through the Government’s “right to buy” policy and therefore being lost to the affordable or low-cost housing stock. Through “right to buy”, tenants in affordable housing now have the option to purchase their home at discounted cost. While this helps households to get on to the “housing ladder” it could take affordable housing supply away in the short to medium-term (the scheme is meant to compensate Registered Providers and replace the dwelling sold) and could therefore exacerbate affordable housing problems locally.

Land Trusts are well placed to work with local communities in bringing forward, and subsequently managing, such proposals.

As part of a package of policies which seek to promote and deliver new housing which is affordable for local people, Policy H6 introduces support for developments brought forward through the Community Land Trust (CLT) mechanism. The Town Council will explore, with members of the community, opportunities to deliver CLT led schemes to protect affordable housing supply through a CLT.

**Policy H5: Rural Exception Sites**

- 1. Proposals for the development of affordable housing on small sites within or on the edge of the villages, or on the edge of the town, which would not be granted planning permission for market housing-led development, will be supported provided that:**
  - i) The number, mix, tenure, size and type of dwellings proposed respond to meeting an identified need in the relevant settlement (where the site is located) which is supported by an up-to-date assessment of local housing needs; and,**
  - ii) Initial and subsequent occupancy will be secured through a planning condition or obligation to meet local need in the relevant community in perpetuity, where possible.**

**Policy H6: Retaining Affordable Housing in Perpetuity**

- 1. Affordable or low-cost housing should be provided in perpetuity where possible (in accordance with the most up-to-date Government policy), for example through a Community Land Trust, Section 106 agreements, or any other community housing scheme or Registered Provider which retains stock for the benefit of the local community at an accessible cost.**
- 2. Community housing schemes which provide and retain local affordable housing for the continuing benefit of local people in need, such as through a Community Land Trust or Registered Provider, will be supported.**

**Policy H7: Meeting Local Affordable Housing Needs in Communities (Local Lettings)**

*Justification*

As identified elsewhere, Penzance Parish is comprised of a different number of settlements, rural villages as well as the town. The importance of maintaining their separate identities is identified in the Aims of the CSADPD, as well as in individual Community Vision statements, and having the opportunity of an affordable home in their own village is an important aspect of community identity. Policy H7 is, therefore, designed to help ensure that new affordable housing built in the communities within the Parish is available to people in need in those communities as a priority, and applies to rural exception sites in particular but also to a proportion of the affordable housing provided on larger or allocated sites. Households in need will be identified by

the Cornwall Homechoice Housing Register<sup>125</sup> or an approved local housing needs assessment to be eligible. While Cornwall Council’s housing policy prioritises those with a local connection to the Parish in allocating new affordable housing, Policy H7 seeks to add a fine grain to this by prioritising provision of affordable housing to people in housing need within the settlement where the new affordable housing is located before providing for those in need in the wider Parish area. This policy is not “at odds” with the Cornwall Council affordable housing policy<sup>126</sup>, which aims to be flexible, and adds a level of detail which reflects the Parish’s specific make-up and circumstances.

**Policy H7: Meeting Affordable Housing Needs in Communities (Local Lettings)**

- 1. The initial, and subsequent, occupation of new affordable housing units provided in the Plan area will be prioritised to ensure affordable housing is available to those in need in the community where the housing is provided.**
- 2. Eligible households, identified by the Cornwall Housing Register or approved local surveys, will be prioritised as follows:**
  - i) firstly to those with a local connection to the relevant settlement (within the Penzance Parish) where the affordable housing is located; and**
  - ii) secondly to those with a local connection to Penzance Parish;**
  - iii) before cascading to adjacent parishes or Cornwall as a whole.**
- 3. For the purposes of this policy and to enable local lettings to be made accordingly:**
  - i) “community area” is defined as the settlement (village or town) where the housing is located; and,**
  - ii) “local connection” is defined as:**
    - a) currently living (and have done for 5 or more years) in the community area; or,**
    - b) previously living (and have done for 5 or more years) in the community area; or,**
    - c) working for 16 hours or more per week within the community area; or,**
    - d) having immediate family (child(ren), sibling(s), parent(s) or grandparent(s)) who currently live in the community area (and have done for 5 or more years); or,**
    - e) providing or receiving care for immediate family (as defined in iv) in the community area.**

<sup>125</sup> Details of which can be found at <https://www.cornwallhousing.org.uk/find-a-home/homechoice-housing-register/>

<sup>126</sup> See <https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/housing-supplementary-planning-document-spdl/> for further details.

### **Policy H8: Extra Care Supported Living**

#### *Justification*

Local Plan Policy 6: Housing Mix requires proposals of 200 or more dwellings to also provide extra-care housing. The Housing Needs Assessment provides a useful description of what extra care supported living developments comprise. They typically consist of purpose-built or adapted flats or bungalows with a medium to high level of care available, and are serviced by an onsite care agency which has to be registered through the Care Quality Commission (CQC). Residents are able to live independently with 24-hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are included in retirement communities or villages – the intention is for residents to benefit from varying levels of care as time progresses.

To supplement this Local Plan requirement, Policy H8 below provides a positive policy to help enable the delivery of extra care housing facilities in their own right as specific proposals. Such proposals can play an important role in supply overall, as well as principally serving to support an ageing population's needs, and can help to potentially replenish the local housing stock by enabling people too vulnerable to remain in their homes to move somewhere more suited to their needs, freeing up their homes for others to occupy.

#### **Policy H8: Extra Care Supported Living**

**Development proposals for extra care supported living facilities or accessible dwellings will be supported where they are in accessible locations.**

### **Policy H9: Integrating Large Scale Housing Developments with the Local Community**

#### *Justification*

Our consultation has demonstrated the value and importance of community engagement in planning. This cannot stop with plan development and must extend into place-making<sup>127</sup>. The importance of involving communities in planning proposals, particularly those for major housing developments, is recognised in national planning policy and was amplified in the Government's White Paper proposing changes to the planning system in summer 2020<sup>128</sup> and Levelling-up and Regeneration Bill in 2022<sup>129</sup>.

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<sup>127</sup> Place-making is the process used to design and shape public spaces and buildings, rooted in community-based participation, usually done through planning / design / masterplanning / development management processes.

<sup>128</sup> See [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/907647/MHCLG-Planning-Consultation.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/907647/MHCLG-Planning-Consultation.pdf)

<sup>129</sup> See <https://bills.parliament.uk/bills/3155>

In order to ground this concept in policy, and not simply wait for the planning system or process to encourage developers to engage with the community, policy H9 requires larger developments to recognise and manage the impact on the surrounding existing communities, respecting the distinct nature and identity of those communities, the landscape and natural environment within which they sit and the need to provide high standards of built, community and social infrastructure, through development of a Community Integration Plan (CIP), also required through policy DDH7. A CIP will not have to be an onerous requirement for developers if a proposal has already properly considered how the community will be consulted (and listened to), requirements of the planning application validation list have been met, and thought has been put into logical delivery and long-term management of the site, its infrastructure, spaces and facilities (assets).

A critical aspect of this process is addressing how the development will interact with the complex flooding and drainage issues affecting the catchments within the Parish. Policy DDH8 of this Plan describes and addresses those issues, and sets out policy requirements for development proposals. However, for larger and more complex developments within the scope of Policy H9, it is important in terms of impact on local communities that drainage and flood risk mitigation measures are approached in a joined-up way, especially given the fragmentation of responsibility for different types of risk:

- Lead Local Flood Authority (Cornwall Council): surface water and ground water flooding, and flooding from watercourses other than main rivers;
- Environment Agency: flooding from “main rivers” (Chyandour Brook, Ponsandane Brook, Lariggan River and Newlyn Coombe), tidal and sea flooding; and
- South West Water: flooding from sewers and water supply systems.

The CIP should therefore include a statement that not only addresses these issues, but also demonstrating that a multi-agency approach has been taken involving proactive early-stage consultation with Cornwall Council, the Environment Agency and South West Water (as well as the local community) to avoid any potential for offsite flood risks.

#### **Policy H9: Integrating Large Scale Housing Developments with the Local Community**

- 1. Development proposals which, as a whole or as the sum of phased parts of a site, provide 10 or more dwellings (major development) are essentially changing or creating a new community. Developers will be required to create a Community Integration Plan establishing how that community will function, how it will interact with adjacent existing communities, and how it respects their distinct identities. It is important that the Community Integration Plan is developed with the engagement of those communities to secure intelligently designed, balanced communities which work to maintain the quality of the built and natural environment and social fabric, creating integrated, functional extended communities rather than piecemeal suburbs or dysfunctional urban sprawl.**
- 2. Planning applications for major housing developments should include:**
  - i) A Community Integration Plan, as specified in policy DDH7, including a statement demonstrating how the proposed development meets the criteria set out above and compliance with Policy H1;**
  - ii) where relevant, and as part of the Community Integration Plan, statements regarding:**

...continued >>>>

- a) access, integration and connectivity, including demonstration of the functional pedestrian, cycle and public transport layout on-site (including the role of green spaces) and connectivity to the site's wider setting;
- b) how additional vehicle movements will be satisfactorily managed;
- c) infrastructure to support provision of digital connectivity sufficient to enable home-working;
- d) a sensitive approach to maintaining the quality of extant footpaths and greenways which run through developments into the rural hinterland, many of which have historical significance; and,
- e) how foul water and surface water runoff generated by the proposal will be managed over the lifetime of the development, including mapping of overland flow routes and how the development will impact on flood risk and river basin management strategies and on the existing foul water drainage network (in particular, with reference to the capacity of the existing combined sewers in the Parish), and the nature and outcome of early-stage consultations with the relevant agencies with flood risk management responsibilities (currently Cornwall Council, the Environment Agency and South West Water) on the avoidance of offsite flood risk.

**Policy H10: Cornwall Council Adult Social Care Site, Roscadghill Road, Heamoor**

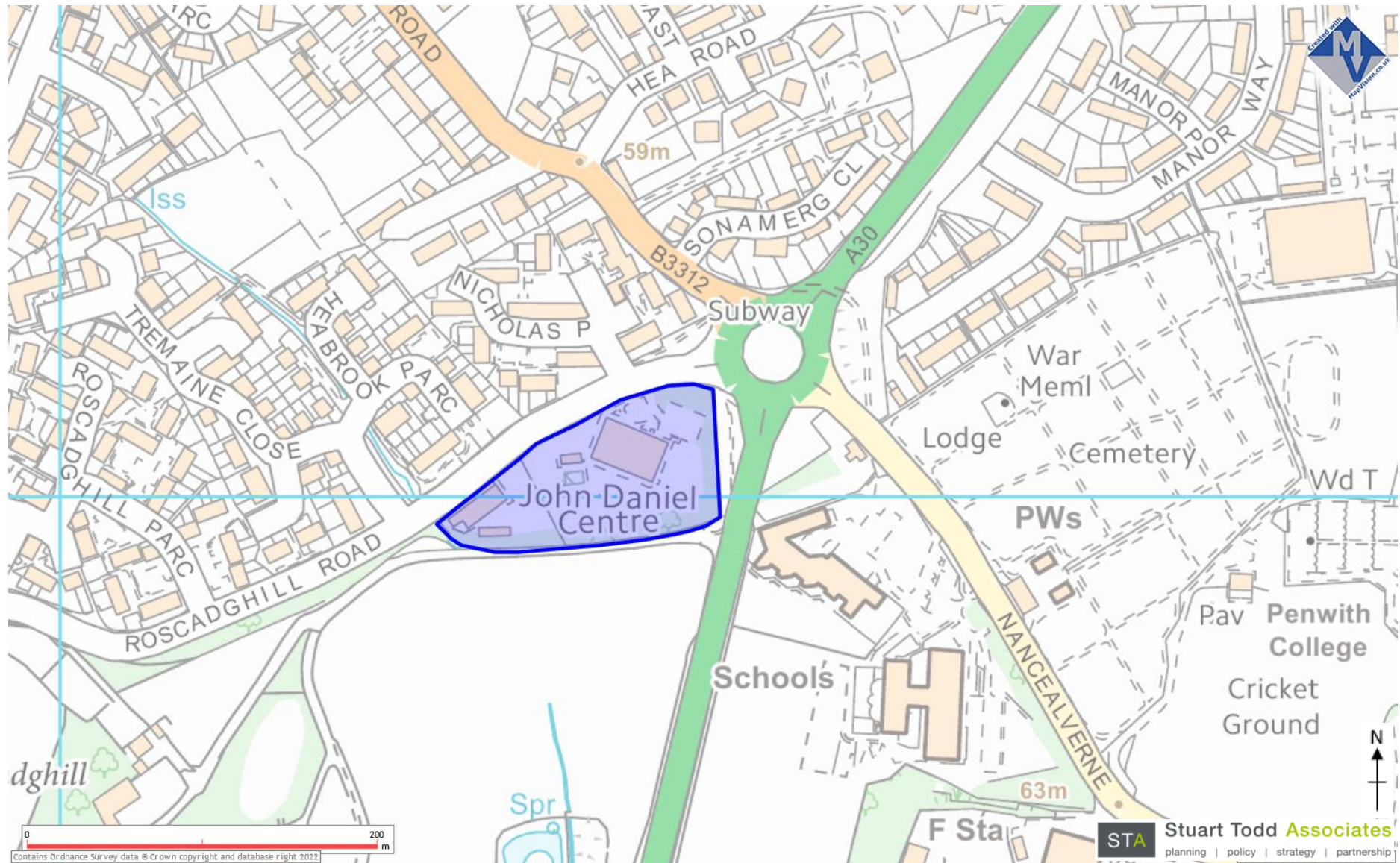
*Justification*

The report of Penzance Town Council's Housing Crisis Working Group<sup>130</sup> identified a need for social housing available to meet local need in perpetuity, and also the importance of Cornwall Council asset release programmes in providing land for social housing.

Cornwall Council has included the adult social care site at Roscadghill Road, Heamoor (comprising the John Daniel Centre and the adjacent office block) in its current asset release programme. The site has a total area of just over 1 hectare, and is situated on the edge of Heamoor village with good bus links to the town centre and within easy walking distance of local schools (Heamoor PS, Pensans PS, Mount's Bay Academy, Penwith College and Humphry Davy School). Map 12 shows the extent of the site. While this Plan is not allocating the site for redevelopment / development, Policy H10 provides a supportive and enabling policy for the type of development that we would prefer to see on the site.

<sup>130</sup> See <https://www.penzance-tc.gov.uk/trapped-a-report-on-the-housing-crisis-in-penzance/>

Map 12: Site of Potential Cornwall Council Adult Social Care site, Roscadghill Road, Heamoor



Developing this site for high-quality, community-led social housing would align with many of the housing objectives of this Plan, including specifically:

- prioritise the use of brownfield sites and reuse or repurposing of empty or redundant buildings over greenfield sites wherever possible;
- maximise the provision of affordable housing; and
- prioritise pedestrian and cyclist movements linking town and village centres with residential areas and new development sites.

It would also be consistent with the results of the Heamoor survey conducted for this Neighbourhood Plan, which indicated that 83% of respondents agreed with the statement that “we need small affordable housing developments for locals”<sup>131</sup>. Community-led housing proposals for this site, including community land trust and/or self-build components, are strongly encouraged.

**Policy H10: Cornwall Council Adult Social Care Site, Roscadghill Road, Heamoor**

- 1. Proposals for community-led social housing on the former adult social care site at Roscadghill Road, Heamoor, available to meet local need in perpetuity, will be strongly supported.**
- 2. Any development proposals for the site should offer the highest possible standards of energy efficiency and eco-design, and incorporate community food-growing and composting facilities.**

**Policy H11: Housing Built by Design**

*Justification*

As set out in the Development, Design and Heritage section, good design is critical to effective place-making and making our Parish “work” for residents. Good quality design is at the heart of creating successful new housing developments which whilst having their own design identity, work to complement and enhance the existing built and natural environments which are of exceptional quality and valued by the local community. It is also part of creating social functionality within new developments, and for larger developments it is about the interaction with existing communities and creation of extended communities. Design also plays a major role in sustainability and affordability, and an essential role in supporting habitats and responding positively to the impact of climate change. National policy has recently emphasised the importance of design in the planning system<sup>132</sup>.

Proposals should take full account of this Plan’s Community Vision Statements set out in full in Appendix 3 of this Plan and the Key Design Principles set out in Appendix 5 of this Plan and Cornwall Council’s Design Guidance<sup>133</sup>. Proposals are also required to take full account of and implement the principles and guidance on passivhaus<sup>134</sup> layout and design and Active Design guidance<sup>135</sup> to help meet the challenges of climate change, pressures on energy use and

<sup>131</sup> Heamoor PZNP survey results, 24 May 2019, question 12: “strongly agree” 28%, “agree” 25%, 293 respondents.

<sup>132</sup> For example, through the publication of the National Design Guide and Model Design Code <https://www.gov.uk/government/publications/national-design-guide>

<sup>133</sup> See <https://www.cornwall.gov.uk/planning-and-building-control/design/cornwall-design-guide/>

<sup>134</sup> See <https://www.passivhaustrust.org.uk/>

<sup>135</sup> See <https://www.sportengland.org/how-we-can-help/facilities-and-planning/design-and-cost-guidance/active-design>

generation, and providing people with the opportunity to have more active, healthy lifestyles. Major developments, and developments in sensitive landscape or built environment settings, should go through a cohesive design process such as a design review process<sup>136</sup> and/or community masterplanning process (for example as set out in Policy H9) to help ensure that design is appropriate within the proposal's setting.

Proposals should also respond positively to the opportunities, needs for provision and space standards set out in the Cornwall Council Open Space Strategy<sup>137</sup>.

Policy H11 seeks to promote good urban and landscape design that contributes positively to the fabric of the community within which it sits, and to create high standards of sustainability in housing design and construction. It adds specificity to earlier policies which relate to design of all types of development including policy DDH1: Design and Local Distinctiveness and DDH4: Sustainability. The policy sets out criteria which looks to development proposals to go beyond minimum standards introduced by Building Regulations where feasible and viable, for example with regard to the accessibility and adaptability of homes for their residents throughout the whole of life.

#### **Policy H11: Housing Built by Design**

- 1. Quality of design is a key consideration for new housing developments. Development proposals for all new and replacement dwellings will only be supported where they demonstrate standards of high-quality design. Proposals should demonstrate (where criteria are relevant to the scale and type of proposal) through a Design and Access Statement or Planning Statement, that design is of high quality by demonstrating how they:**
  - i) take fully into account this Plan's Community Vision Statements set out in Appendix 3;**
  - ii) take fully into account this Plan's Design Principles set out in Appendix 5 of this Plan;**
  - iii) follow the most up-to-date design guidance adopted by Cornwall Council;**
  - iv) meet the requirements of policy DDH1: Design and Local Distinctiveness and DDH4: Sustainability, where relevant;**
  - v) respect the distinct characteristics of the community within which it is located, including reference to the Community Vision Statements in this Plan;**
  - vi) respect and sit well within their landscape and/or streetscape setting, while recognising that development does not have to be a pastiche of existing building forms or disappear into the landscape, with innovation playing an important role in achieving the best design solution;**
  - vii) ensure good social design which meets the needs of the development's residents to create a cohesive and successfully functioning community which relates to and integrates well with its neighbouring communities;**

...continued >>>>

<sup>136</sup> See <https://www.cornwall.gov.uk/planning-and-building-control/design/cornwall-design-review-panel/> for further details.

<sup>137</sup> Proposals should refer directly to the opportunities identified in Table 13 of the main Strategy report (<https://www.cornwall.gov.uk/media/3vyfknja/open-space-strategy-for-larger-towns-in-cornwall-2014.pdf>) in relation to additional open space required by type; in the associated equipped play area accessibility mapping (<https://www.cornwall.gov.uk/media/wisiy3i1/plan-of-equipped-children-s-play-accessibility-maps.pdf>); and in the Site Allocations DPD (<https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/cornwall-site-allocations-development-plan-document/>).

viii) respond positively to opportunities and needs for open space identified in the Cornwall Open Space Strategy (Table 13) and its associated equipped children’s play accessibility plan; and,

ix) deliver good or best practice sustainability standards in housing design (taking fully into account passivhaus principles and Active Design guidance) to help meet the challenges posed by a changing climate and increasing healthy lifestyles, and in construction to minimise the environmental impact of construction and optimise energy efficiency. The use of sustainably sourced local materials where relevant and appropriate is encouraged.

2. Prefabricated and modular housing designs will be supported where they meet the criteria above, where relevant.

**Policy H12: Local Development Site Supplementary Briefing Notes (Housing)**

*Justification*

As identified earlier in this section, several sites are already allocated to provide a significant proportion of the planned housing growth during the plan period to 2030 in the Site Allocations DPD. Development of these sites is likely to have a significant impact on communities across the Parish, but especially on the communities where these major sites are located.

Relevant Local Plan and Neighbourhood Plan policies will apply and relate to many aspects of housing development including the mix of housing types, proportion of affordable and accessible dwellings, design and layout, standards of accommodation, management of flood risk and infrastructure provision, while the Cornwall Site Allocations document identifies specific requirements to be met by the development of each site.

Paragraph 2.77 of the Local Plan advises that appraisal of design should be dealt with at an early stage to avoid issues arising during the planning process and welcomes early engagement with local communities in the design process, and the use of masterplanning to avoid a piecemeal approach on larger schemes and sites. The allocation policies in the DPD cannot be changed, and this Plan does not seek to do that. Policy H12 is complementary to the requirements in the DPD (repeated for ease of reference in Appendix 9) and simply introduces a need to take into account additional and updated information and local knowledge when schemes are brought forward by developers and when applications are being considered by Cornwall Council.

Policy H12 is designed to ensure that local community knowledge and aspirations are reflected in shaping the way development of the allocated sites is delivered. It signposts a set of supplementary “local briefing notes” (captured below) which act as additional guidance to elaborate local aspects which should feature in development proposals; these are additional to the policy requirements set out in the Site Allocations DPD, and to other relevant policy requirements in this Neighbourhood Plan.

Proposals for development on the allocated sites in the CSADPD will be expected to take full account of the objectives of this Plan and the supplementary briefing notes relevant to the site.

***Briefing Note HOU1: Gulval (CSADPD PZ-H3, approx. 68 dwellings, 2.3 ha)***

- Provision should be made within the site for community green space and children’s play which are accessible to the wider local community from adjacent public rights of way to the north and south-west of the site; and an attractive and practical pedestrian network which enhances connectivity

between i) existing public rights of way and points of access; and ii) surrounding housing areas and community facilities including green spaces, play areas, the Primary School and Village Hall.

- The design and layout of the development should take particular account of the impact on adjacent housing in Barnfield Gardens, Eastern Green and Trevarrack Row, Gulval.

**Briefing Note HOU2: Trannack (CSADPD PZ-H4, approx. 290 dwellings, 14.5 ha)**

- The site is topographically and environmentally challenging. It slopes steeply, with significant flood risk on the lower (southern) edge of the site, and currently supports a plethora of biodiversity. It is within the Chyandour biodiversity corridor (Policy GI 3) and the layout should provide for the protection and enhancement of biodiversity values together with effective flood risk management. .
- The site is characterised by established field patterns which date back at least to the 19th century, separated by Cornish hedges and containing many mature trees. Development of the site should seek to respect these field patterns, which would also allow the retention of the existing mature trees and Cornish hedges (which are much more effective than new planting in absorbing carbon emissions and aiding surface water absorption).
- Polmennor Road/Trannack Lane, on the northern boundary of the site, is a characterful Cornish lane with extensive “tree tunnels”. It has high hedges and blind bends, and no footway. The DPD requirements for vehicular access from the A30, with emergency access only onto Polmennor Road, should ensure that these stipulations are applied strictly throughout the lifetime of the development, to prevent any increase of traffic along Trannack Lane and in the approaches to Heamoor village westwards down Polmennor Road. The emergency access should utilise an existing traditional gateway and retain the character of the lane including existing Cornish hedges. Construction traffic must access the site from the A30 only.
- Provision should be made for a network of pedestrian routes within the site which provides for connection to the public right of way through Higher Trannack; a safe and attractive east west route through the development; connection to the right of way alongside the western boundary of the site and link to Treneere Lane; and, the existing and proposed pedestrian crossing point(s) on the A 30.
- Additional tree and other planting should be incorporated along the western boundary of the site to link the proposed biodiversity corridors on the southern and northern boundaries, provide a buffer between the new development and Heamoor village and help retain the rural character of the existing public right of way linking Treneere Lane and Polmennor Road.
- In response to the strong support of Heamoor residents for the provision of more allotments (and to the waiting list for allotments within Penzance civil Parish), some of the green space proposed within the site should be set aside for allotment plots. Locating these plots close to the western boundary of the site (i.e., adjacent to the public right of way from Polmennor Road to Treneere Lane) would enable allotments to be provided adjacent to the existing Trannack allotments managed by Penzance Town Council, such that the allotments could be managed as a single unit, and contribute to a green buffer between the new development and Heamoor village. .
- Development should be drawn away from the boundary hedge along Polmennor Road so that it sits within the slope and retains the views to open countryside from Treneere and Lescudjack, and from Polmennor Road down the Chyandour valley to the sea as acknowledged in the Cornwall Council Heritage Impact Assessment for PZ-H4: *“one of the main impacts here is to maintain the clear view and landscape character of the deep Chyandour valley – viewed from further along the coast, and from the Mount and from sea/beaches, as well as inland from e.g. Trannack/Boskenwyn/Polmennor”* .

- Built development should be sited away from the eastern boundary to integrate the development within the form of the landscape and minimise impact on the ridgeline which extends into the green buffer between the site, Gulval and Penzance
- Materials used should reflect the existing palette of the countryside, which as viewed from Treneere/Lescudjack is predominantly green and brown. Prominent render finishes, such as the white render recently used at Gwel Enys in Madron, would be visually intrusive and should be avoided.
- The fields at Trannack are currently used as an informal recreational space by residents from Treneere (one of the two most deprived neighbourhoods in Cornwall). The provision of public open space should be sited within the development where it is accessible to Treneere residents, via the proposed A.30 crossing point(s), as well as to the new residents.
- Any development should provide maximum climate resilience through the use of ground source heat pumps and renewable energy sources; rainwater harvesting; community composting facilities; electric vehicle charging points and secure bike storage for each dwelling; and parking courts, to encourage residents not to use motor vehicles as their default means of transport.
- The Heamoor community is supportive of affordable local housing reserved in perpetuity to meeting genuinely local need, and any development should seek to deliver on this aspiration as far as possible. Priority in affordable housing allocations should go first to households with a local connection to Heamoor, before cascading out to the rest of the Penzance Parish.

***Briefing Note HOU3: Heamoor (CSADPD Policy PZ-H8, approx. 350 dwellings, 13 ha)***

- If this site is to make a meaningful impact and benefit the local community, it should be substantially set aside to meet local affordable housing needs. The Heamoor community is supportive of affordable local housing reserved in perpetuity to meeting local need, and any development should seek to meet this aspiration as far as possible. Priority in affordable housing allocations should go first to households with a local connection to Heamoor, before cascading out to the rest of the Penzance Parish.
- The DPD contains substantial requirements on landscaping and public open space layout, both in the actual policy requirements and by incorporation of the Heamoor Heritage Impact Assessment. However, the local community would welcome the provision of community food growing areas (such as allotments, orchards or raised herb beds) as part of the open space provision.
- The Madron church path is a historically significant and strategic greenway (see Policy GI2) that runs through the heart of the PZ-H8 site, and the Heritage Impact Assessment requires that this route be retained on its current alignment. However, to preserve the rural feel and character of the Madron Church path, the existing alignment should not only be retained but also buffered with a “meadow margin” planted with wildflowers on either side and separated from the developed area by traditional Cornish hedges. Any building adjacent to the path should be set back from the boundary hedges with an intervening garden or green space and should be of a proportionate scale and height that minimises impact on the path. The existing stiles should be retained, sympathetically restored as necessary, and incorporated within the design. In particular, the existing stile giving access to Boscathnoe Lane on the northern boundary of the site should be retained in its current position directly opposite the field stile on the other side of the lane, to preserve the line of the path.
- In addition to the general Neighbourhood Plan policy on dark skies (policy DDH3), any development proposal should include a lighting plan that minimises light spill to the Lariggan Valley/Boscathnoe Lakes biodiversity corridor.

- Given that the community hub included in the DPD requirements is intended to serve the existing community as well as new residents, the nature and scope of facilities provided at the hub should be specified in a planning condition decided on the basis of close consultation with Heamoor residents.
- Any development should provide maximum climate resilience through the use of ground source heat pumps and renewable energy sources; rainwater harvesting; community composting facilities; electric vehicle charging points and secure bike storage for each dwelling; and parking courts, to encourage residents not to use motor vehicles as their default means of transport.
- Construction traffic must not be permitted to access the site via Boscathnoe Lane (eastbound or westbound), Boscathnoe Way, Josephs Lane or Polmennor Road/Trannack Lane; all construction traffic must access the site from the Heamoor roundabout on the A30, via Roscadghill Road. Development proposals must also demonstrate that adequate measures are in place during construction effectively to ensure the safety and well-being of pedestrians and cyclists in and adjacent to Roscadghill Road, with specific reference to vulnerable people (including pupils from Heamoor Community Primary School and the Willows pre-school, and residents of sheltered and supported housing units). Finally, development proposals should include a plan to mitigate the impact of noise and atmospheric pollution on the adjacent educational facilities (Willows pre-school, Heamoor Community Primary School and Mount's Bay Academy).
- The residential properties immediately to the east of PZ-H8 (Hill Close and Boscathnoe Way) are all bungalows, so to avoid overbearing impacts any development on PZ-H8 adjacent to these properties should be low-rise, with a traditional Cornish hedge boundary (retaining the existing hedge where possible) and appropriate screening and set back from the boundary with intervening green space.

***Briefing Note HOU4: Posses Lane, Eastern Green (CSADPD Policy PZ-H2, approx. 30 dwellings, 0.8ha)***

- Provision should be made within the site for an attractive and practical pedestrian route between Posses Lane and the public right of way to the north of the site (nos. 108/9/2 and 108/9/3) as part of an enhanced pedestrian network serving Eastern Green and Gulval.
- The layout should include tree planting on the site boundaries to minimise impact on the open foreground to Gulval Churchtown and screen the new dwellings from nearby commercial development and lighting.
- In view of the need within the area the inclusion of an element of affordable housing within the development should be a priority, with such housing to be made and remain available, through a lettings policy, to those with a local connection to Eastern Green (defined as polling district IPE4) before cascading to the rest of Penzance Parish.
- Any off-site contribution for the delivery of open space should be used to support public open space provision within the allocated housing site at Gulval (CSADPD Policy PZ-H3) which can serve both Gulval and Eastern Green.

***Briefing Note HOU5: Branwell Lane, Eastern Green (former Barn Club Site) (CSADPD Policy PZ-H11, approx. 13 dwellings, 0.4 ha)***

- Boundary hedges and trees should be retained, and planting enhanced, to integrate the site within its surroundings and screen the new dwellings from nearby commercial development and lighting.
- Consideration should be given to providing access from the adjacent estate road, and establishing a boundary hedge and planting across the existing entrance, to provide a more enclosed and attractive residential environment, encourage pedestrian connection with the existing and planned footpath network, and reduce the number of vehicle access points on to Branwell Lane.

- In view of the need within the area the inclusion of an element of affordable housing within the development should be a priority, with such housing to be made and remain available, through a lettings policy, to those with a local connection to Eastern Green (defined as polling district IPE4) before cascading to the rest of Penzance Parish.
- Any off-site contribution for the delivery of open space should be used to support public open space provision within the allocated housing site at Gulval (CSADPD Policy PZ-H3) which can serve both Gulval and Eastern Green.

**Briefing Note HOU6: Gurnick, Newlyn (CSADPD Policy PZ-H12, approx. 30 dwellings, 1.2 ha)**

- In view of the need within the area, and the emphasis on provision of affordable housing in the Site Allocations DPD policy, such housing should be made and remain available, through a lettings policy, to those with a local connection to Newlyn before cascading to the rest of Penzance Parish.

**Briefing Note HOU7: Bellair (CSADPD Policy PZ-H13, approx. 40 dwellings, 0.6 ha)**

- With easy pedestrian access to the town centre, this should be a car free development and/or supported by a car club arrangement.
- Provision should be made within the development for dedicated, affordable key worker housing.

**Briefing Note HOU8: St. Clare (CSADPD Policy PZ-H9, approx. 197 dwellings, 6.5 ha)**

- No additional factors which require consideration in addition to DPD policy.

**Briefing Note HOU9: Jennings Street (CSADPD Policy PZ-H14, approx. 80 dwellings, 0.6 ha)**

- Embedded in the heart of the town, this site is critical to delivering on the need to bring more people to live in the town centre. A development of this site should recognise the need emanating from smaller households, in particular younger working people who are encountering a severe shortage of rental accommodation. This development should be car free supported by a car club facility and cycle storage facilities, thus maximising land available for development and minimising the environmental impact.
- The site should also make a significant contribution to improving town centre public realm on Jennings Street and New Town Lane.

**Policy H12: Local Development Site Supplementary Briefing Notes**

**Proposals for residential development on sites identified in the Cornwall Site Allocations Development Plan Document (CSADPD) should demonstrate how they have considered the additional criteria in supplementary briefing notes HOU1 to HOU9 inclusive, when responding to allocation policies.**

## 5.4 NATURAL ENVIRONMENT AND GREEN INFRASTRUCTURE

### 5.4.1 Context

#### ***Natural Environment***

The Parish is fortunate to have a high-quality natural environment (framed by both the landscape and seascape), providing a rich rural setting within which our settlements sit. It is a major asset to those living and working in the Parish, and to those visiting, and plays a critical role for wildlife and biodiversity. The Plan area falls within Landscape Character Areas (LCA) 04 Mounts Bay and LCA 01 West Penwith South as set out in the Cornwall and Isles of Scilly Landscape Character Assessment<sup>138</sup>.

The green hinterland of the Parish is the counterpoint to the arc of the bay, forming a striking backdrop to the town when viewed from the sea and from St. Michael's Mount. The rural part of the Parish surrounding the inland communities of Gulval, Heamoor and Paul rises from the shore, forming a visual and ecological link with the West Penwith section of the Cornwall Area of Outstanding Natural Beauty (part of which lies within the Parish) and the St. Just Mining District, part of the UNESCO<sup>139</sup> Cornwall and West Devon World Heritage Site (which lies west and north-west of the Parish, with the engine houses of the old Ding Dong mine a visible feature on the skyline inland of the Parish). On the western edge of the Parish and immediately west of Newlyn within the Parish lies an Area of Great Landscape Value (AGLV), designated in the Local Plan. Appendix 4 shows the location of these key landscape features relative to the Parish boundary.

The favourable micro-climate has given rise to a long tradition of high-quality horticultural production, and to the many ornamental parks and gardens that remain not only in the rural hinterland but also within the town of Penzance. The southerly aspect and the shelter afforded by the enclosing sweep of the Bay combine with the incidence of wooded valleys to give a sense of lushness. 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



<sup>138</sup> See <https://www.cornwall.gov.uk/planning-and-building-control/neighbourhood-planning/preparing-a-neighbourhood-plan/local-landscape-character-assessment/>

<sup>139</sup> UNESCO is the United Nations Educational Scientific and Cultural Organisation.

biodiversity. There is an abundance of mature trees, and many of the lanes connecting the settlements within the Parish retain their characteristic “tree tunnels”<sup>140</sup>.







Concern for the natural environment was one of the key issues to emerge from our public consultation, especially among younger residents and school students, reflecting a high level of engagement on environmental issues within the Parish. This environmental awareness partly reflects the quality of our exceptional “blue/green” natural environment in the arc of Mount’s Bay, one of the UK’s most spectacular maritime locations. Preserving this environment is essential to our quality of life and well-being, and to the attractiveness of the Parish as a visitor destination.

The Cornwall Local Plan provides a good level of policy protection for the natural environment at the strategic level (for example, Policy 23: Natural Environment), building on the principles of protection set out in national policy in the NPPF, and there is no need to duplicate the protections afforded by these policies or designations. The focus of this Plan is therefore to “add value” by putting in place more locally specific policies to protect areas of landscape, biodiversity and semi-natural spaces as valuable green and blue infrastructure which serve specific purposes and play particular roles in the Penzance Parish context.

### **Green Infrastructure**

Within this wider context, our green (and blue) infrastructure acts as a network for both people and wildlife, connecting the natural and built environments.

Natural England describes green infrastructure as “...a strategically planned and delivered network comprising the broadest range of high-quality green spaces and other environmental features. It should be designed and managed as a multifunctional resource capable of delivering those ecological services and quality of life benefits required by the communities it serves and needed to underpin sustainability. Its design and management should also respect and enhance the character and distinctiveness of an area with regard to habitats and landscape types. Green Infrastructure includes established green spaces and new sites and should thread through and surround the built environment and

<b>Typical elements of “green infrastructure”</b>	
	Agricultural field systems, rural landscape, urban fringe and gaps between settlements
	Grassland, heathland, woodland, hedgerows, trees and their interconnecting corridors critical to biodiversity and habitat
	Protected areas such as Areas of Outstanding Natural Beauty, Sites of Special Scientific Interest and Nature Reserves
	Recreational, sport and leisure greenspaces, parks and gardens, public amenity greenspace, village greens, formal greenspaces, playing pitches, heritage / cultural greenspace, churchyards and allotments
	“Greenways”, footpaths, cyclepaths, coast path, bridleways and lanes
	Includes “blue infrastructure” and land-sea interface such as: rivers, streams, wetland, sustainable drainage systems, beach areas (to mean low-tide)

<sup>140</sup> See the “Cornwall and Isles of Scilly Landscape Character Study” (June 2006), a supporting document for the LPSP (referred to in LPSP paragraph 2.152). This gives extensive descriptions of the character of the five Landscape Description Units (LDUs)/Character Areas (CAs) within the parish: LDU132/CA01 (Mousehole); LDU277/CA01 (which includes Tredavoe, Paul and Sheffield); LDU417/CA04 (which includes Newlyn Coombe and the countryside around Heamoor); LDU139/CA03 (which includes the northern fringes of Gulval); and LDU067/CA04 (the foreshore at Chyandour/Eastern Green).

*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>141</sup>*

A good-quality built environment includes green infrastructure for people 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. It is defined in the NPPF glossary as “a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.” As an extension of the natural environment, it should play a key role for wildlife, bringing habitat into urban areas and, particularly in the context of the climate change emergency, a more sustainable way of living. Beaches and blue infrastructure such as rivers, streams and sustainable drainage systems are key features of our landscape and seascape and form a critical element of the green infrastructure ecosystem.

Collectively, all these elements are important to the quality of our surroundings and in turn to our quality of life, health and wellbeing, as well as to biodiversity, the wider environment and the economy.

Cornwall Council’s Open Space Strategy for larger towns<sup>142</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. Minimum size thresholds for new open spaces are set out in the Site Allocations document, which will be applied to the provision of on-site open space in developments. The strategy is adopted as interim planning guidance and should be taken fully into account in planning proposals. There is therefore no need for this Neighbourhood Plan to identify provision standards for additional open space. However, there are opportunities presented in the Open Space Strategy and Site Allocations DPD Green Infrastructure Strategy which have yet to be realised and which this Plan, and other projects and actions, could look to deliver<sup>143</sup>. Figure PZ4 in the Cornwall Site Allocations document identifies a green infrastructure strategy for part of the Parish, but not all. With this in mind and to capture a green infrastructure strategy for this Plan, the following map has been developed.

*Policies in this section:*

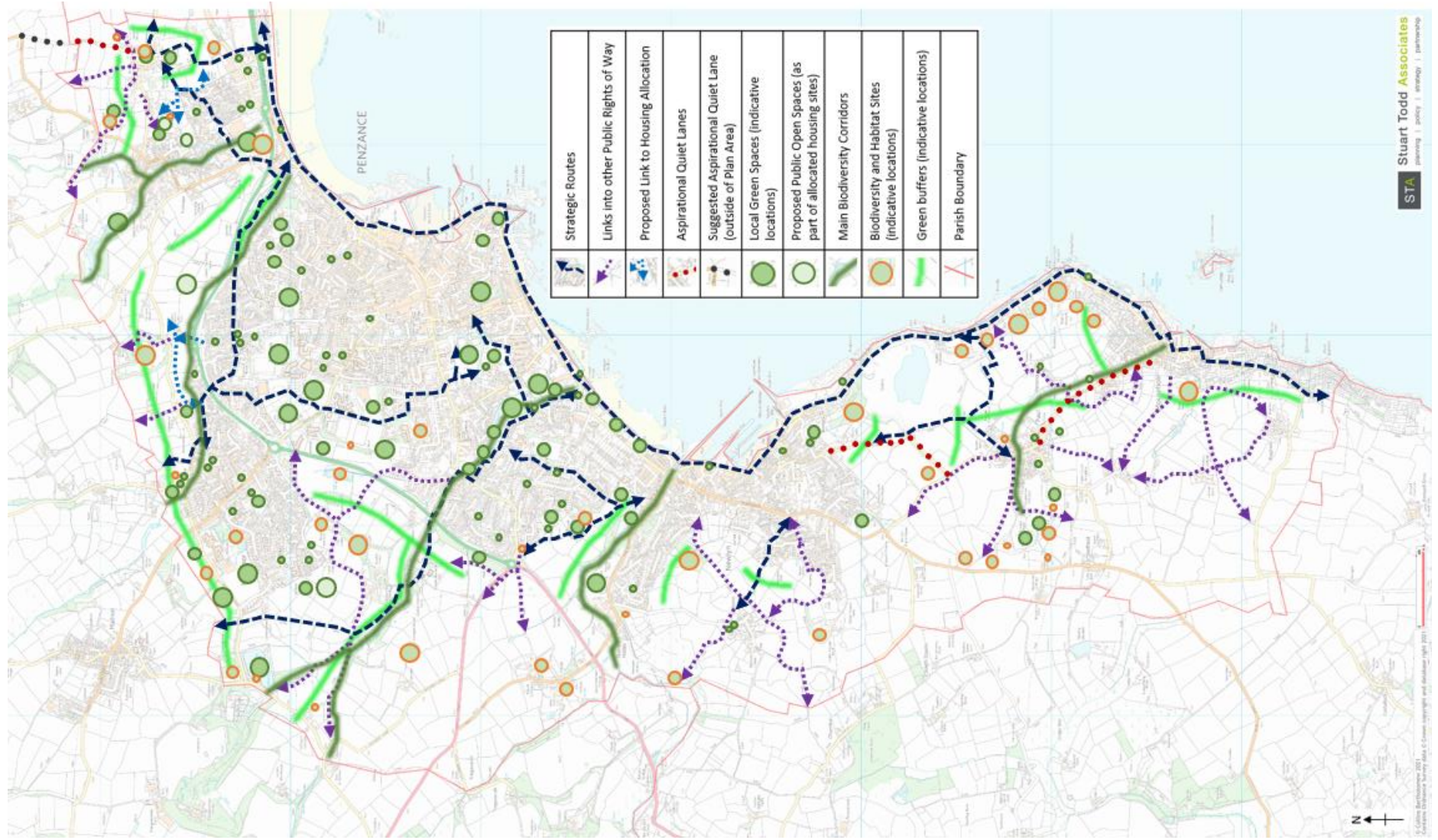
- *GI1: Local Green Spaces*
- *GI2: Protecting, Enhancing and Extending Strategic Green Routes, Historic Routes and other Public Rights of Way*
- *GI3: Biodiversity Corridors and Habitats*
- *GI4: Supporting Biodiversity in New Development*
- *GI5: Green Buffers*
- *GI6: Cornish Hedges*
- *GI7: Protecting Trees from Loss*
- *GI8: New Trees in Development*

<sup>141</sup> See “Green Infrastructure Guidance”, Natural England, <http://publications.naturalengland.org.uk/publication/35033> .

<sup>142</sup> See <https://www.cornwall.gov.uk/parks-leisure-and-culture/parks-and-open-spaces/open-space-strategy-and-standards/> for further details. Although produced in 2014, it remains largely relevant for Penzance and Newlyn and the wider Parish.

<sup>143</sup> These are referenced in several policies in this Plan but proposals should also refer directly to the opportunities identified in Table 13 of the main Strategy report (<https://www.cornwall.gov.uk/media/3vyfknja/open-space-strategy-for-larger-towns-in-cornwall-2014.pdf>) in relation to additional open space required by type; (ii) in the associated equipped play area accessibility mapping (<https://www.cornwall.gov.uk/media/wisiv3i1/plan-of-equipped-children-s-play-accessibility-maps.pdf>); and in the Site Allocations DPD (<https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/cornwall-site-allocations-development-plan-document/>).

Map 13: Penzance Parish Green Infrastructure



Within this wider policy context, this Plan can help to protect and enhance green infrastructure at a local level by identifying green spaces that are important to people and wildlife. Only in exceptional circumstances, where retention of the most important green infrastructure assets and connections is outweighed by the benefits of the development proposals and they cannot be retained on site, should the resulting loss be replaced by provision in a different location.

The aspirations in the Community Vision statements and community consultation responses<sup>144</sup> demonstrate the importance of green infrastructure to local communities, and both national policy and policies in the Local Plan provide a supportive framework for the protection, enhancement and provision of green and blue infrastructure<sup>145</sup>. Policies in this section aim to provide an additional layer of policy detail to enhance these policies and guidance.

Green spaces, whether natural or designed, are highly valued by local communities. They provide space to meet, to enjoy plants and trees, to be quiet or to grow food, for children to play or for sports and other recreation. They also provide space for plants and wildlife within our communities and are part of the wider fabric of green infrastructure. Their retention, and where appropriate enhancement, is an important part of creating and maintaining the quality of our built environment. Their importance in helping to maintain and improve the health of residents is undeniable and is recognised by Public Health guidance<sup>146</sup>. The shortfalls identified by Cornwall Council for natural open space, outdoor sports provision and children's play space in some localities emphasise the importance of protecting the green spaces we have, and of providing new ones.

Through this section, various local designations made in this Plan's policies can be brought together to show the full extent of an inter-connected and Parish-wide green and blue infrastructure network where areas are protected and proposed for leisure, sport and recreation, landscape, biodiversity and habitat reasons. Together, the maps throughout this section show the entirety of our green infrastructure network.



<sup>144</sup> See community consultation responses here <http://www.pznp.co.uk/where-we-started/>

<sup>145</sup> For example, paragraph 92 of the NPPF highlights the importance of green infrastructure in promoting health and wellbeing; paragraph 154 recognises the importance of green infrastructure in planning for climate change; and section 15 states how critical green infrastructure is in conserving and enhancing the natural environment. Local Plan Policy 25 sets out the importance of green infrastructure in leisure, recreation, environmental and heritage terms, seeking the protection and enhancement of green infrastructure. The strategic aims of the Site Allocations DPD also provide a focus on green infrastructure with aims including: "8. To respect the natural and historic environment, whilst promoting, developing and maintaining the town's natural and man-made green and blue infrastructure"; and "10. To develop, enhance and promote the existing public transport, cycle route and footpath network within the town and develop the coastal cycle route around Mount's Bay and its links into the wider heritage and garden landscapes as a tourism attraction."

<sup>146</sup> See Spatial Planning for Health, <https://www.gov.uk/government/publications/spatial-planning-for-health-evidence-review>

### **Other Important Environment (cross-cutting) Issues**

There are several important issues relative to the environment which, while this Plan and the planning system cannot have sole responsibility for them, are nonetheless important to raise as issues relating to protecting and enhancing our environment. However, some of the issues which follow do have policy content elsewhere in this Plan where they relate to land-use planning and development proposals.

#### *Air and noise pollution*

Thanks to its maritime location our Parish generally enjoys 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 promote a pedestrian/cycle friendly harbour zone and town centre (identified elsewhere in this Plan) will play a role in mitigating these effects. Pollution is also a concern at Chywoone Hill and Newlyn Bridge crossroads.

#### *Water security*

Although proximity to the Atlantic makes for a relatively high level of rainfall, a combination of hard granite uplands and short watercourses means that much of it flows straight to the sea. The Parish is supplied with water from Drift Reservoir, located on the Newlyn Coombe River upstream from Newlyn, which during the dry spell in the summer of 2018 fell to historically low levels, revealing traces of the “lost valley” beneath. According to Natural England, “*water is a scarce resource in the area, and often there is pressure in supply resulting in the need to import water*”.<sup>147</sup> This presents challenges for our community, especially as global warming gathers pace and warm, dry summers like that of 2018 attract visitors in unprecedented numbers.

#### *Waste management*

Attaining plastic-free status was a landmark for our community, but we can do better. Two Penzance wards (Central and East) currently have among the lowest recycling rates in Cornwall (ranked 120 and 121 out of 123, with a kerbside recycling rate of around 15%)<sup>148</sup>. Although waste management policies and services are the responsibility of Cornwall Council, we can encourage improvement.



<sup>147</sup> Natural England, “National Character Area profile 156 – West Penwith” (2015), page 13.

<sup>148</sup> Cornwall Council data reported on the Cornish Stuff website, 26 November 2018.

### 5.4.2 Key Objectives

Within this context and to help deliver our Vision, the key objectives for this theme, which inform our planning policies are:

- To protect, enhance and develop a Parish-wide network of cycle ways and paths linking the Coast Path, Penzance town centre, villages, recreation facilities, places of interest, coast and surrounding countryside, encouraging increased walking and cycling;
- To protect and improve provision of public formal and informal green spaces, outdoor play space and sports facilities;
- To recognise the important role that the landscape plays in creating and protecting settlement character and community identity;
- To protect and enhance important parts of the rural and maritime landscape, key features and views;
- To protect and enhance biodiversity and habitats; and
- To safeguard the health and well-being of current and future generations by minimising pollution of our air, sea and night skies, and by promoting sustainable water and waste management.



### 5.4.3 Achieved By

Many of the Objectives in this section can be achieved through planning policies, including those in the Neighbourhood Plan, and will be achieved by Penzance Town Council and all interested parties responding actively to development proposals and planning applications to ensure the objectives of the Plan are met.

Others require significant investment from private and public sector sources including Cornwall Council, Penzance Town Council and other agencies. These initiatives will be taken forward by them together with input from local community interest groups by:

- Making the best use of publicly owned assets to deliver policy objectives;
- Utilising funding through Section 106 and Community Infrastructure Levy (CIL) contributions and other sources such as Government funding pots;
- Identifying strategic paths and greenways, and public open spaces, at Parish and community level;
- Mapping and signage of Green Infrastructure linked to joint initiatives with Cornwall Council /Transportation and other partners, for the enhancement of strategic green routes and biodiversity assets;

- “Making Space for Nature” project<sup>149</sup>;
- Identifying demand and new sites for allotments and partnership working between Penzance Town Council, landowners and local community groups to bring them into use;
- Identifying gaps in the public rights of way network for recording by Cornwall Council;
- Continuing to encourage local community-based initiatives such as community composting, recycling and upcycling facilities in order to reduce the levels of waste directed to landfill or incineration;
- Exploring options to create an out-of-town transshipment hub for Isles of Scilly freight;
- Exploring electric vehicle options such as (but not limited to) local pools of EV cars (car clubs), “last mile” EV delivery vehicles, local EV bicycles and e-scooters;
- Exploring provision of additional electric vehicle charge points;
- Exploring a programme of “greening the streets” in the centres of and approach routes to Penzance town and Newlyn to increase carbon absorption, shading during the summer months and contribute to better quality streetscape and health; and,
- Working with Cornwall Council to explore if and how noise pollution arising from traffic could be reduced in residential areas, where it is considered a problem, through improved / lower noise surfaces and lower speeds.

#### 5.4.4 Policies

Our planning policies seek to provide a positive framework that enables Cornwall Council, as the Local Planning Authority, to make planning decisions which take the Parish’s context, key objectives, and overall and community visions fully into account. The policies for this theme follow.

##### **Policy G11: Local Green Spaces**

###### *Justification*

The natural environment of our coast and rural hinterland is complemented by public and private open spaces within the developed parts of the Parish including parks and gardens, play areas, sports grounds and allotments<sup>150</sup>. These assets need to be protected, properly maintained and where necessary enhanced so that residents and visitors alike can access them safely and enjoy their benefits, and to provide venues for outdoor community events. It is

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<sup>149</sup> See <https://www.cornwall.gov.uk/spacefornature#-tab-568111>

<sup>150</sup> Many of these assets are recorded in Cornwall Council’s interactive mapping resource. See <https://map.cornwall.gov.uk/website/ccmap/?zoomlevel=1&xcoord=162690&ycoord=64380&wsName=ccmap&layerName=>

particularly important that children and teenagers have opportunities to play and exercise outdoors— an issue identified as a priority in our consultations, especially by younger people.

National planning policy allows the Plan to designate “Local Green Spaces”<sup>151</sup>. According to paragraph 102 of the NPPF, Local Green Space designation should only be used where the green space is:

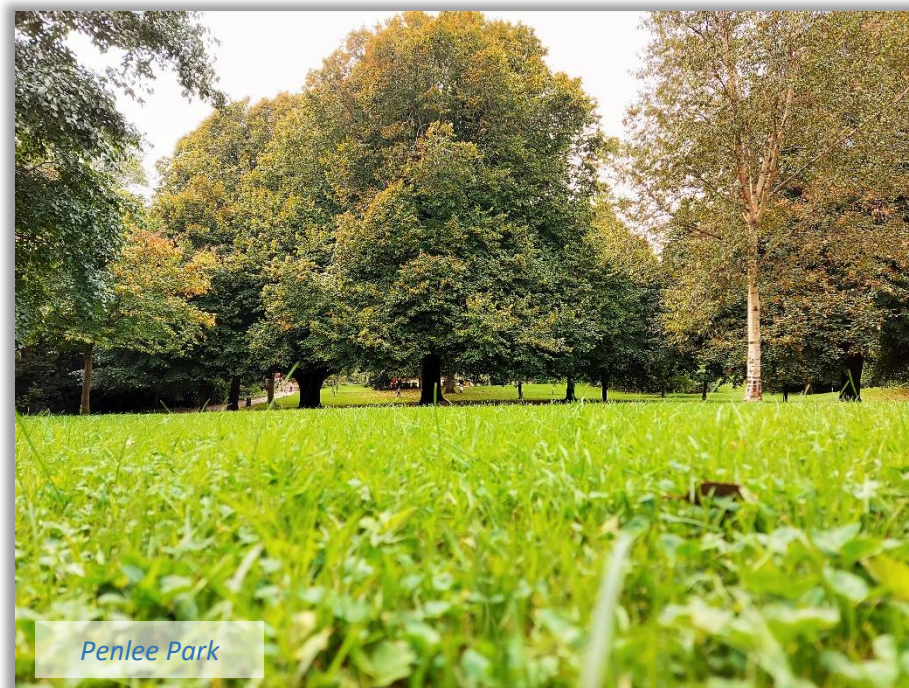
*“a) in reasonably close proximity to the community it serves;*

*b) demonstrably special to a local community and hold a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and*

*c) local in character and not an extensive tract of land.”*

Each community within the Parish has identified green spaces that are important to them and meet these requirements. Details of spaces and the value of each are set out in our evidence base<sup>152</sup>. The proposed Local Green Space areas are listed below. Appendix 10 maps their specific location and defined area.

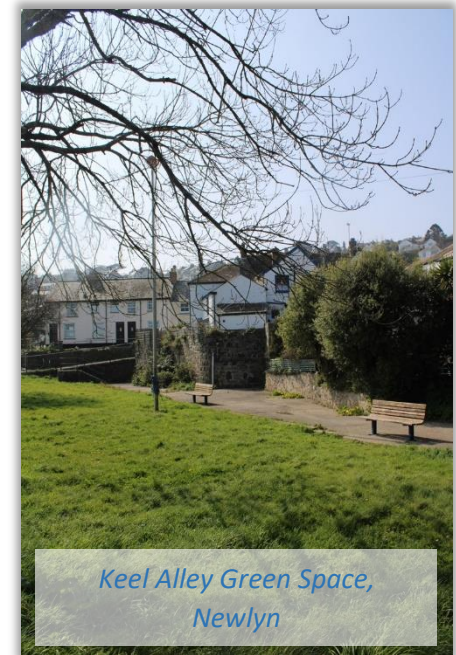
- |  |  |
|--|--|
| 1. St Anthony’s Gardens                    | 17. Quillet Road Amenity Space                 |
| 2. St Mary’s Churchyard                    | 18. Newlyn Coombe Playing Field and Greenspace |
| 3. Morrab Gardens                          | 19. Mount Misery (Bluebell Dell)               |
| 4. Penlee Park                             | 20. Mount Misery Allotments                    |
| 5. Rosevale Playing Field                  | 21. Alverton Playing Field (Mount Misery)      |
| 6. Penzance AFC Football Ground            | 22. Mount’s Bay Road Allotments                |
| 7. Mennaye Field (Rugby Ground)            | 23. Provis Road Amenity Space                  |
| 8. Lariggan Gardens                        | 24. Alverton Primary School Playing Field      |
| 9. Bedford Bolitho Gardens                 | 25. Lariggan Copse                             |
| 10. Mann’s Field                           | 26. Princess Royal Gardens                     |
| 11. Lariggan Allotments                    | 27. Lansdowne Road Amenity Space               |
| 12. Wherrytown Play Area and Bowling green | 28. Trenoweth Crescent Amenity Space           |
| 13. Bolitho Gardens                        | 29. Millennium Woods                           |
| 14. Newlyn Green                           |  |
| 15. Newlyn Primary School Playing Field    |  |
| 16. Newlyn Coombe Woodland                 |  |



<sup>151</sup> See National Planning Policy Framework, paragraphs 101-103, <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>152</sup> See the Plan’s evidence base webpage here <http://www.pznp.co.uk/our-evidence-base/>

- |   |   |   |  |
|---|---|---|--|
| 30. Love Lane (Rugby) Playing Field           | 52. Wesley Rock Methodist Church Amenity Space      | 73. Penrose Gardens                           | 98. Penlee Point Allotments                |
| 31. Love Lane Open Space                      | 53. Bone Valley Junction Amenity Space (East)       | 74. Penzance Jewish Cemetery                  | 99. Mousehole Primary School Playing Field |
| 32. Love Lane Allotments                      | 54. Bone Valley Junction Amenity Space (West)       | 75. Leskinnick Allotments                     | 100. The Praze                             |
| 33. Love Lane Playing Fields                  | 55. Crankan Allotments                              | 76. Ponsandane Field                          | 101. Paul Churchyard                       |
| 34. St Clare (Truro and Penwith College)      | 56. Poltair Woods                                   | 77. Greenspace between B3311 and Railway Line | 102. Paul New Churchyard                   |
| 35. Landeryon Gardens Amenity Space           | 57. Mount's Bay Academy Playing Field 2             | 78. Greenspace between A30 and Railway Line   | 103. Cholera Field (Burial Ground)         |
| 36. St Clare Sports Pitch                     | 58. Boscathnoe Reservoir                            | 79. Jelbert Way Amenity Space (1)             | 104. Trungle Moor Football Ground          |
| 37. Prospect Place Flats Amenity Area         | 59. Mount's Bay Academy Playing Field 1             | 80. Jelbert Way Amenity Space (2)             | 105. Hutchens Park Cricket Ground          |
| 38. St Clare Flats Amenity Space              | 60. Heamoor Primary School Main Playing Field       | 81. Freshbrook Close Green Space (south)      | 106. Sheffield Road Cemetery               |
| 39. Pendarves Flats Amenity Space             | 61. Heamoor Primary School Second Playing Field     | 82. Freshbrook Close Green Space (north)      |  |
| 40. Jack Stephens Estate Amenity Space (East) | 62. Rosehill Meadow Playspace                       | 83. Gulval South Churchyard                   |  |
| 41. Jack Stephens Estate Amenity Space (West) | 63. Roscadghill Teen Space                          | 84. Gulval Churchyard                         |  |
| 42. St Clare Cricket Ground                   | 64. Heamoor Recreation Field and Play Space         | 85. Gulval Carn                               |  |
| 43. Pensans Primary School Playing Field      | 65. Allotment adjacent to Rifle Club, Barn Lane     | 86. Treweath Road Amenity Space               |  |
| 44. Penzance Cemetery                         | 66. Heamoor Old School Field                        | 87. Gulval School Playing Field               |  |
| 45. Humphry Davy School Playing Field         | 67. Parc Letta Green                                | 88. Foxes Field Play Space                    |  |
| 46. The Close Green Space                     | 68. Princess May Recreation Ground                  | 89. Bleu Bridge Allotments                    |  |
| 47. Coombe Lane – Coombe Road Amenity Space   | 69. St Mary's Catholic Primary School Playing Field | 90. Gwavas Playing Field                      |  |
| 48. Col Coombe Play Space                     | 70. Pendennis Road Amenity Space                    | 91. Coastal Strip adjacent to Sandy Cove      |  |
| 49. Parc Mellan Green Space                   | 71. Lescudjack Allotments                           | 92. Bowjey                                    |  |
| 50. Trannack Allotments                       | 72. Lescudjack Amenity Space                        | 93. Bowjey (western)                          |  |
| 51. Burial Ground, Rock Terrace               |   | 94. Rosebud Gardens                           |  |
|   |   | 95. Keel Alley Green Space                    |  |
|   |   | 96. Tredavoe Village Green                    |  |
|   |   | 97. St Clare (Porthia)                        |  |



*Keel Alley Green Space,  
Newlyn*

Policy GI1 aims to designate and protect these LGS. It adds additional areas to those identified in the CSADPD deemed as locally important. The policy relates to protecting and enhancing green spaces which fall within the NPPF definition.

The provision of additional green spaces related to new housing development, which fulfil the types of uses outlined for LGS such as those for play areas, sport or recreational use, is dealt with by the Local Plan.

However, the Briefing Notes in the Housing section of this Plan set out preferences identified by the community areas for the new housing sites allocated in the CSADPD.

Play areas which are completely hardstanding, with no grass, cannot be protected as Local Green Space. However, policy DDH7 in the Built Environment (Development, Design and Heritage) section provides protection for all such areas across the Parish, without a need to designate them on a map. Local Plan policy also offers some protection against their loss.



## Policy GI1: Local Green Spaces

1. Our locally valued green spaces are identified on Map 13 (by approximate location) (and Appendix 10, by specific location and defined boundary) and are designated as Local Green Space in accordance with the requirements of the National Planning Policy Framework. These areas will be protected for their local environmental, heritage and / or recreational value. The sites designated as Local Green Spaces are:

- |  |  |  |
|--|--|--|
| 2. St Anthony's Gardens                        | 30. Love Lane (Rugby) Playing Field            | 55. Crankan Allotments   |
| 3. St Mary's Churchyard                        | 31. Love Lane Open Space                       | 56. Poltair Woods  |
| 4. Morrab Gardens                              | 32. Love Lane Allotments                       | 57. Mount's Bay Academy Playing Field 2                        |
| 5. Penlee Park                                 | 33. Love Lane Playing Fields                   | 58. Boscathnoe Reservoir                                       |
| 6. Rosevale Playing Field                      | 34. St Clare (Truro and Penwith College)       | 59. Mount's Bay Academy Playing Field 1                        |
| 7. Penzance AFC Football Ground                | 35. Landeryon Gardens Amenity Space            | 60. Heamoor Primary School Main Playing Field                  |
| 8. Mennaye Field (Rugby Ground)                | 36. St Clare Sports Pitch                      | 61. Heamoor Primary School Second Playing Field                |
| 9. Lariggan Gardens                            | 37. Prospect Place Flats Amenity Area          | 62. Rosehill Meadow Playspace                                  |
| 10. Bedford Bolitho Gardens                    | 38. St Clare Flats Amenity Space               | 63. Roscadghill Teen Space                                     |
| 11. Mann's Field                               | 39. Pendarves Flats Amenity Space              | 64. Heamoor Recreation Field & Play Space                      |
| 12. Lariggan Allotments                        | 40. Jack Stephens Estate Amenity Space (East)  | 65. Allotment adjacent to Rifle Club, Barn Lane                |
| 13. Wherrytown Play Area and Bowling green     | 41. Jack Stephens Estate Amenity Space (West)  | 66. Heamoor Old School Field                                   |
| 14. Bolitho Gardens                            | 42. St Clare Cricket Ground                    | 67. Parc Letta Green   |
| 15. Newlyn Green                               | 43. Pensans Primary School Playing Field       | 68. Princess May Recreation Ground                             |
| 16. Newlyn Primary School Playing Field        | 44. Penzance Cemetery                          | 69. St Mary's Catholic Primary School Playing Field            |
| 17. Newlyn Coombe Woodland                     | 45. Humphry Davy School Playing Field          | 70. Pendennis Road Amenity Space                               |
| 18. Quillet Road Amenity Space                 | 46. The Close Green Space                      | 71. Lescudjack Allotments                                      |
| 19. Newlyn Coombe Playing Field and Greenspace | 47. Coombe Lane – Coombe Road Amenity Space    | 72. Lescudjack Amenity Space                                   |
| 20. Mount Misery (Bluebell Dell)               | 48. Col Coombe Play Space                      | 73. Penrose Gardens  |
| 21. Mount Misery Allotments                    | 49. Parc Mellan Green Space                    | 74. Penzance Jewish Cemetery                                   |
| 22. Alverton Playing Field (Mount Misery)      | 50. Trannack Allotments                        | 75. Leskinnick Allotments                                      |
| 23. Mount's Bay Road Allotments                | 51. Burial Ground, Rock Terrace                | 76. Ponsandane Field Greenspace between B3311 and Railway Line |
| 24. Provis Road Amenity Space                  | 52. Wesley Rock Methodist Church Amenity Space | 77. Greenspace between A30 & Railway Line                      |
| 25. Alverton Primary School Playing Field      | 53. Bone Valley Junction Amenity Space (East)  | 78. Greenspace between B3311 & Railway Line                    |
| 26. Lariggan Copse                             | 54. Bone Valley Junction Amenity Space (West)  | 79. Jelbert Way Amenity Space (1)                              |

...continued >>>>

80. Jelbert Way Amenity Space (2)	90. Gwavas Playing Field	99. Mousehole Primary School Playing Field
81. Freshbrook Close Green Space (south)	91. Coastal Strip adjacent to Sandy Cove	100. The Praze
82. Freshbrook Close Green Space (north)	92. Bowjey	101. Paul Churchyard
83. Gulval South Churchyard	93. Bowjey (western)	102. Paul New Churchyard
84. Gulval Churchyard	94. Rosebud Gardens	103. Cholera Field (Burial Ground)
85. Gulval Carn	95. Keel Alley Green Space	104. Trungle Moor Football Ground
86. Treweath Road Amenity Space	96. Tredavoe Village Green	105. Hutchens Park Cricket Ground
87. Gulval School Playing Field	97. St Clare (Porthia)	106. Sheffield Road Cemetery
88. Foxes Field Play Space	98. Penlee Point Allotments	
89. Bleu Bridge Allotments		

2. Development that would harm the openness and / or special character of a Local Green Space or its significance and value to the local community will not be permitted unless the proposal can demonstrate very special circumstances that outweigh the harm to the Local Green Space.

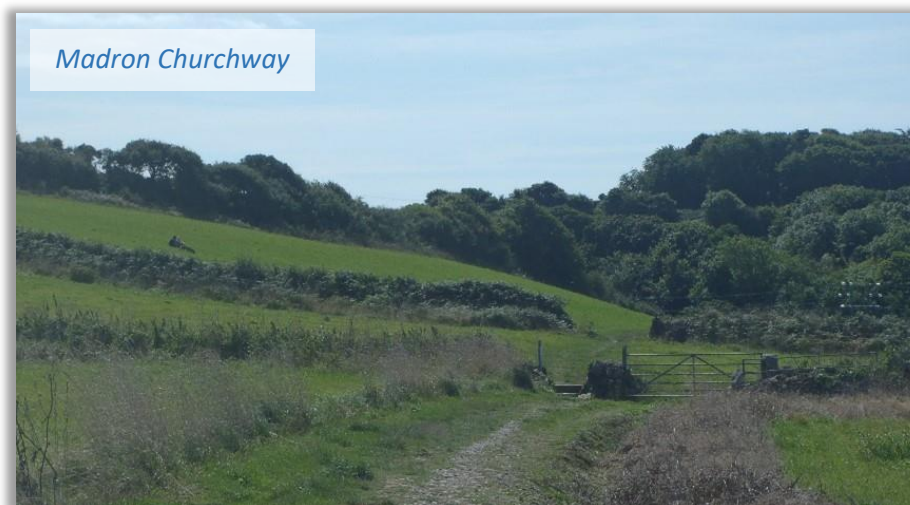
3. Any development of such areas will be managed in accordance with national policy for Green Belt.

**Policy GI2: Protecting, Enhancing and Extending Strategic Green Routes, Churchways / Historic Paths and other Public Rights of Way in the Countryside**

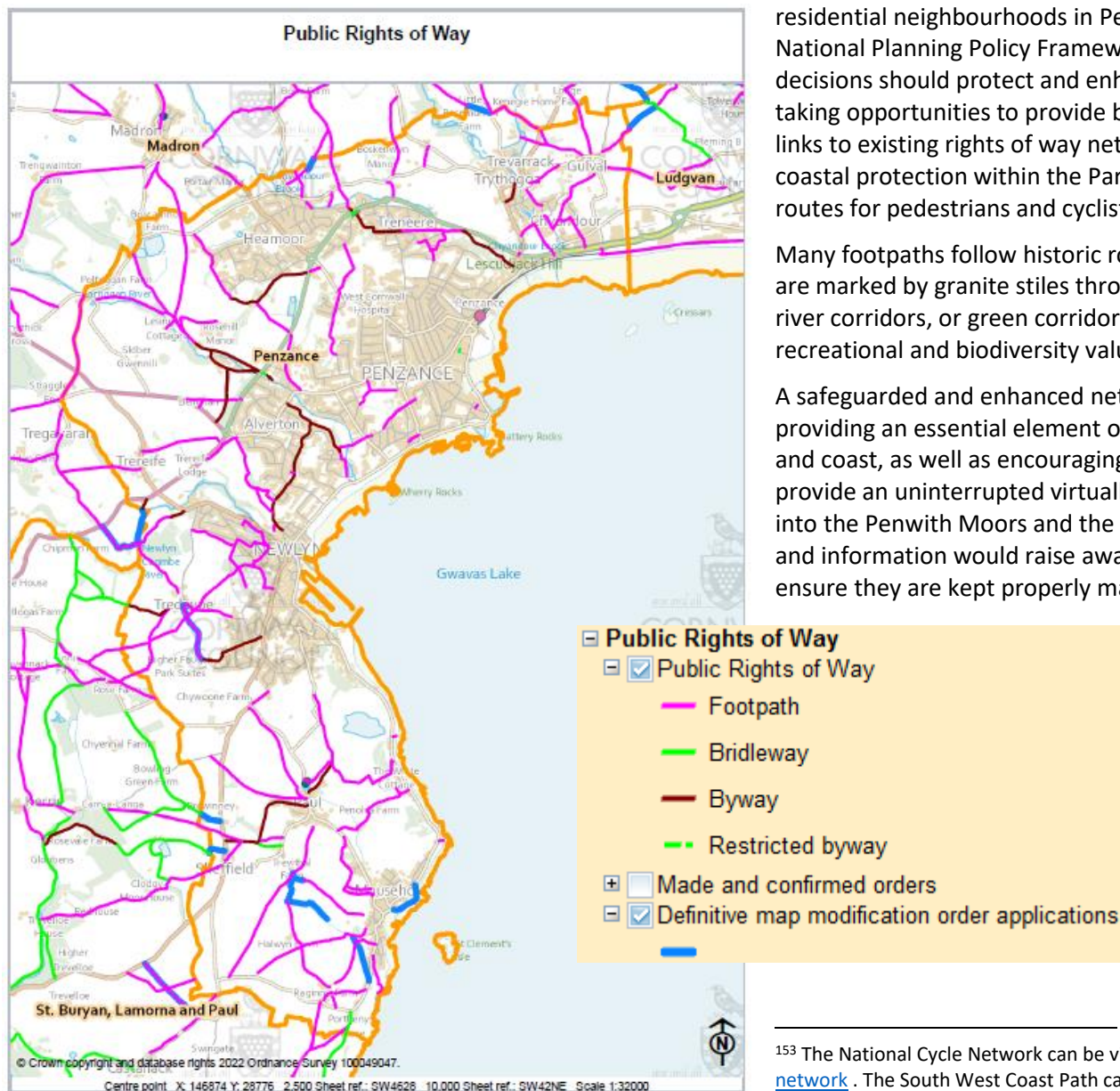
*Justification*

Our Parish enjoys a special and unique natural environment. Maintaining and enhancing public access to that environment is essential to the health and well-being of our communities, and to supporting a strong and sustainable visitor economy. Map 14 shows the Public Rights of Way network across and connecting the Parish.

Green routes, including the coast path, public rights of way (footpaths and bridleways), lanes and cycle ways, provide functional and recreational pedestrian routes, with potential for better cycle ways. The South West



Map 14: Public Rights of Way



Coast Path and National Cycle Network<sup>153</sup> run through the Parish and provide a spine for a network of green routes within the Parish, providing links to villages, residential neighbourhoods in Penzance town and the countryside beyond. The National Planning Policy Framework (NPPF) states that planning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails<sup>154</sup>. Investment in coastal protection within the Parish will be important in order to improve coastal routes for pedestrians and cyclists, of benefit to residents and visitors alike<sup>155</sup>.

Many footpaths follow historic routes radiating from Churchtown settlements and are marked by granite stiles through Cornish hedges. Green routes often follow river corridors, or green corridors within development; as a result, their functional, recreational and biodiversity values come together.

A safeguarded and enhanced network of green routes is important, therefore, in providing an essential element of green infrastructure and access to countryside and coast, as well as encouraging a reduction in car use. In some cases, routes provide an uninterrupted virtually traffic-free pedestrian route from the Coast Path into the Penwith Moors and the north coast of the peninsula. Improved signage and information would raise awareness of these recreational routes, helping to ensure they are kept properly maintained and accessible.

<sup>153</sup> The National Cycle Network can be viewed here <https://www.sustrans.org.uk/national-cycle-network>. The South West Coast Path can be viewed here <https://www.southwestcoastpath.org.uk/#>

Within this context, there are several “strategic” green routes, which form part of the network of green infrastructure, the basis of which can be defined as:

- functional connections between where people live (settlements) and where they need to go (work, school, town centre/facilities/retail/recreation, bus stops/rail as well as access to open space, the coast and countryside);
- green routes within the town as an important part of this network;
- lengths of highway linking footpaths where integral to a green route;
- principal coast-to-countryside greenways;
- planned new connections/routes;
- aspirations for Quiet Lane designation; and,
- leisure and functional travel cycling routes which feature as part of the above networks.

These existing and planned assets need to be properly maintained and signed, and provided with safe crossing points across main roads (especially the A30). Where development proposals are likely to impact on any of these paths, they must include measures to preserve the line of the path and respect its identity. These strategic routes are shown on Map 15. Other existing routes into the countryside are shown where they will help to connect from the strategic routes. The map also shows proposed routes from housing allocations identified in the CSADPD, and aspirational Quiet Lanes. The strategic routes and most other routes shown on the map are those within the Plan area / Parish boundary, as this Plan only has jurisdiction within that area. However, one aspirational Quiet Lane is shown on the map which extends beyond the Plan area. Penzance Town Council will liaise with neighbouring parishes to enable a joined-up approach to improve these routes beyond our Parish. Policy GI2 seeks to protect, enhance and add to the public rights of way network with a particular focus on green routes, historic and heritage routes and provision of footpaths in relation to development on the coast. The policy also seeks to ensure that any development proposals protect access to the coastline, whether or not that access is part of the network identified in Map 15.



<sup>154</sup> See paragraph 100, NPPF, July 2021, <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>155</sup> Linked projects to improve access to the coast path are planned, for example at Ponsandane, which should benefit residents of Eastern Green and Gulval as well as visitors to the town.

Map 15: Strategic Routes, Proposed Links for Housing Allocation Sites, Aspirational Quiet Lanes and Links to Other Public Rights of Way



1. Paul / Newlyn
2. Paul / Roskilly
3. Tredavoe / Newlyn (Chywoone Hill)
4. Newlyn (Tolcarne) / Mount Misery
5. Newlyn / Alverton (Creeping Lane)
6. Love Lane / Castle Horneck / Boscathnoe Lane
7. Mennaye / Penlee Park / Penzance town centre
8. Coombe Lane / St Clare / Penlee Park
9. Chy an Dour Coombe / Coombe Lane / Treneere Lane
10. Gulval Churchtown / Branwell Lane / Chy an Dour
11. Posses Lane / Gulval Churchtown / St Michael's Way
12. Posses Lane / Gulval (proposed new link to housing allocation)
13. Treneere Lane / Trannack (proposed new link to housing allocation)
14. Cornwall Coast Path (South West Way)
15. Quarry Hill, Gulval
16. Gwavas Lane, Newlyn
17. Mousehole Lane

**Policy GI2: Protecting, Enhancing and Extending Strategic Green Routes, Historic Paths and other Public Rights of Way**

1. Strategic green routes (as shown in Map 15), and the wider network of Public Rights of Way, bridleways and lanes, which provide access to the countryside from the town and villages and connections within settlements and to the coast path, beach and rights of way network, will be protected and enhanced as functional and recreational assets.
2. Measures to enhance and extend routes which connect new housing areas to the existing network of green routes or improve accessibility will be supported where:
  - i) their value as wildlife corridors is recognised and protected;
  - ii) efforts are made to enhance biodiversity as part of the development work wherever appropriate; and,
  - iii) any lighting and other safety requirements are balanced with the need to maintain and enhance the route's recreational attractiveness, biodiversity value and setting, and do not exacerbate any existing light pollution.
3. Where churchway paths or other paths of historic or heritage significance and historic infrastructure (such as granite styles) would be affected by development proposals, their historic routes and character will be safeguarded.
4. Proposals for Quiet Lanes, which require planning permission, will be supported.
5. Development proposals on or impacting the coastline should be designed in such a way that they allow continued public access to the coastline and incorporate traffic-free pedestrian and cycle routes.

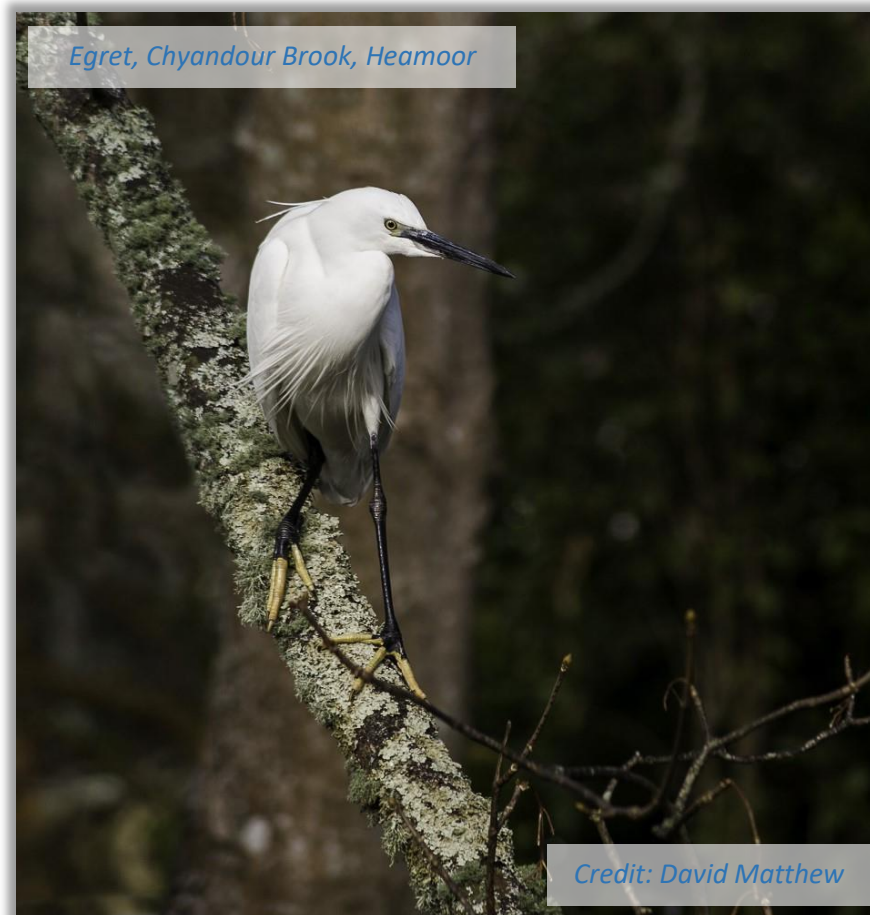
**Policy GI3: Biodiversity Corridors and Habitats and Policy GI4: Supporting Biodiversity in New Development**

*Justification*

Nestling at the gateway to West Penwith, our Parish lies at the intersection of a widely diverse range of natural habitats: moorland, sea cliffs, wooded valleys, farmland, marshes and the marine foreshore, complemented by parks and gardens within the settlements. This is reflected in the rich diversity of wildlife: for example, 74 bird species have been recorded as breeding within the Parish<sup>156</sup>. In common with the rest of Penwith, the rural parts of the Parish house a network of lanes and Cornish hedges that provide commuting routes for bats, breeding and nesting sites for birds and important nectar sources for insects<sup>157</sup>. Marine life is also abundant, with regular sea-life observation trips from Penzance harbour making an impressive range of sightings, including minke whales, porpoises, dolphins, bluefin tuna and a host of seabird species<sup>158</sup>.

There are several existing areas within the Parish which benefit from policy protections in Cornwall Council and national policy designations, including tree preservation orders, the Area of Outstanding Natural Beauty, County Wildlife Sites, Areas of Great Landscape Value and ancient and semi-natural woodland areas. The Plan's Green Infrastructure Map (Map 13) shown earlier in this section identifies these<sup>159</sup>.

The biodiversity challenge is summed up in the objective set by Natural England for West Penwith: *"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"*.<sup>160</sup>



<sup>156</sup> Compiled from Cornwall Birdwatching and Preservation Society data for the six "tetrads" (2km square observation zones) wholly or predominantly within the parish (Mousehole, Newlyn, Tredavoe, Madron, Penzance and Long Rock); see [www.cbwps.org.uk/atlas/breeding](http://www.cbwps.org.uk/atlas/breeding) .

<sup>157</sup> Natural England, "National Character Area profile 156 – West Penwith" (2015), page 14.

<sup>158</sup> See, for example, the 2018 sightings recorded on the Marine Discovery website: <http://marinediscovery.co.uk/blog/sightings-daily-update-18> .

<sup>159</sup> Other key sources which support and have informed these areas are the Cornwall Interactive mapping site (see <https://map.cornwall.gov.uk/website/ccmap/> Environment and Planning layers) and the Natural England MAGIC GIS constraints mapping (see <https://magic.defra.gov.uk/MagicMap.aspx> Habitats, and Designations and Species layers).

<sup>160</sup> Natural England, "National Character Area profile 156 – West Penwith" (2015), page 16.

A key element of our 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 Cornwall Site Allocations document (2019) states that *“the protection and enhancement, where possible, of biodiversity opportunities is a key principle of good green infrastructure. Assets such as Ponsandane Brook and Trevaylor Stream, Chy an Dour stream, Lariggan River and Newlyn Coombe all provide important, primarily wooded, stream valleys that run through the town, linking the countryside with the sea-front and all of these should be protected, enhanced and managed positively”*. These river valleys run through the villages and town linking inland drainage areas, woods and moors with the sea and providing important biodiversity corridors. Other sites, including trees and woodland, also provide wildlife habitats that contribute to the overall biodiversity network. Maps in Appendix 11 shows these areas and sites, which are as follows:

1. Trevaylor
2. Stream
3. Rosemorran Stream
4. Ponsandane Brook
5. Chy an Dour River Valley (south of A30)
6. Chy an Dour River Valley (north of A30)
7. Woodland at Mount’s Bay Academy
8. Woodland at Boskenwyn Manor
9. Woodland south of Pensans School
10. Woodland east of Nancealverne
11. Roscadghill Woodland
12. Rosehill Woodland
13. Woodland at Polwithen
14. Poltair Woodland
15. Lesingey Round
16. Woodland west of Boscathnoe Farm
17. Woodland at Boscathnoe Reservoir
18. Woodland south of Alverton Road
19. Mount Misery Woodland
20. Lariggan River Valley (north-west)
21. Lariggan River Valley (south-east)
22. Trereife Woodland (east)
23. Trereife Woodland (west)
24. Gurnick Woodland and Shrub
25. Newlyn Coombe River Valley
26. Bowjey (south)
27. Price’s Folly Woodland
28. Gwavas Lane Copse
29. Cliff Road Woodland (north)
30. Cliff Road Woodland (south)
31. Paul Woodland
32. Woodland east of B3315
33. Woodland north of Trungle Moor
34. Woodland west of Sheffield Road Cemetery
35. Woodland south-west of Hutchens Park
36. Woodland south-west of Trungle Moor Football Ground
37. Woodland west of Mousehole
38. Gulval Carn
39. Woodland / copse off Quarry Hill
40. Gulval Churchyard
41. Woodland south of Chy an Ros
42. Woodland and scrub east of Posses Lane
43. Woodland / copse adjacent to Coose Lane

Policy GI3 seeks to protect these identified biodiversity areas, comprising woodland areas, wildlife corridors and stream / river valleys, as shown in maps in Appendix 11. The policy will protect, enhance and encourage positive management of biodiversity corridors and other wildlife habitats across the Parish.

Policy GI4 seeks to provide wildlife habitats within development sites through the introduction of site boundary corridors and tree planting which will contribute to achieving a net gain in biodiversity. Community consultation supports this policy. Development sites should deliver a net gain in biodiversity in accordance with NPPF and Cornwall Council targets. Community consultation supports this policy<sup>161</sup>. Development sites should deliver a net gain in biodiversity in accordance with Local Plan Policy 23 and the Cornwall Council Biodiversity Guide and so there is no need for such a policy requirement in this Plan.

**Policy GI3: Biodiversity Corridors and Habitats**

- 1. The biodiversity corridors provided by the Ponsandane Brook / Trevaylor / Rosemorran Stream, Chy an Dour River Valley, Lariggan River Valley, and Newlyn Coombe Valley and other green and blue infrastructure areas and corridors that connect and provide wildlife habitats such as trees, Cornish hedges, hedgerows and woodland (shown in Appendix 11), and their setting, will be protected from development that would harm their value for wildlife and biodiversity.**
- 2. Development proposals within and likely to affect these areas will only be supported where it can be demonstrated, through an ecological assessment, that there will be no harm or adverse impact to their value for wildlife and biodiversity.**

**Policy GI4: Supporting Biodiversity in New Development**

**Proposals for development must incorporate planting and landscaping designed to support wildlife and link to existing biodiversity corridors and sites where feasible. Landscape and planting schemes should use native and/or “climate resilient” species and retain or provide wildlife corridors and “stepping stones” such as Cornish hedges (see policy GI6), hedgerows, ditches, tree planting (see policies GI7 and GI8), green spaces and verges.**

**Policy GI5: Green Buffers**

*Justification*

The location of the Parish and its landscape, seascape, geography and heritage emphasise the need to protect its quality. 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 Parish; this is reflected in one of the Strategic Aims of the Cornwall Site Allocations Development Plan Document (CSADPD) “*To ensure the settlements of Penzance,*

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<sup>161</sup> See <http://www.pznp.co.uk/where-we-started/>

*Newlyn, Heamoor, Gulval... maintain their individual and distinctive characters.*” Public consultation on the Neighbourhood Plan has reinforced this importance, which applies equally to Mousehole and Paul given that they are in close proximity yet remain as distinct communities. Strategic Aim 9 in the Site Allocations DPD document seeks to ensure that Penzance town, Newlyn, Heamoor and Gulval maintain their individual and distinctive characters. That objective was strongly supported at consultation stages on the Local Plan as well as through the Neighbourhood Plan process<sup>162</sup>.

Undeveloped areas between settlements, and adjacent to their edges, are key to maintaining their separate identity and individual settings and character. The Parish is fortunate to have a captivating geography and landscape, including several steep sided valleys, hillsides and ridgelines, for example the landscape setting of Mousehole, the ridgeline to the north of Newlyn Coombe, and the coastal ridgeline from Mousehole to the Bowjey, Newlyn. From these and other hillside landscapes and ridgelines, where there are public rights of way, wide ranging views can be enjoyed. Equally, the same can be said of views of these landscapes and ridgelines from within settlements. One example is the view of Ponsandane Farm ridge from many parts of Gulval, as well as from more distant viewpoints within the AONB and from the South West Coast Path and the bay.



The Inspector’s report on the Cornwall Site Allocations document recognised the “distinctive hillside topography” that surrounds Penzance town and the villages within the Parish. *“The semi-rural hillside landscape contributes to their setting and reinforces the separate identities of Heamoor and Gulval, in particular towards the north”*<sup>163</sup>. As a result, three proposed housing allocations were removed from the DPD. In addition, a green buffer was included to ensure separation of the housing allocation at Trannack from Gulval and protect the prominent hillside between Gulval and Penzance town.

The Neighbourhood Plan does not identify settlement boundaries. 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.

The designation of areas around Mousehole and Paul as AONB and AGLV emphasises the value and importance of the landscape in these areas. Local gaps in undeveloped areas (or “buffers”) that contribute to the separate identities, setting and character of Newlyn, Mousehole and Paul are equally important as others identified above, and valued by the respective communities, while in Eastern Green identification of a green buffer on its eastern edge will provide definition and an important break between the community, the heliport site and the intense mix of commercial and retail development to the south. The buffers will protect the landscape setting of the settlements and help prevent creeping coalescence to help retain their distinct identity and character.

<sup>162</sup> See <http://www.pznp.co.uk/where-we-started/>

<sup>163</sup> See Cornwall Site Allocations Development Plan Document Examination Report, <https://www.cornwall.gov.uk/media/mxkcxwdr/cornwall-site-allocations-dpd-inspectors-report.pdf>, paragraph 87, p.19

The Site Allocations document provides for the housing growth planned for the Penzance area up to 2030 without the need for development in these areas. Where proposals come forward for windfall development, Policy GI5 below aligns with the Site Allocations DPD Policy 1: Windfall Development.

The list of Green Buffers (and a brief description of their purpose) is:

1. Posses Lane/Jelbert Way, Eastern Green (protect the separation from the heliport and retail development along Jelbert Way East)
2. Churchtown, Gulval (protect the setting of Churchtown and the Conservation Area, and the distinct edge / boundary between the village and open countryside)
3. North of School Lane, Gulval (protect the setting of Gulval and Gulval Carn, and the distinct edge / boundary between the village and open countryside)
4. Kenegie Hill, Gulval (protect the setting of Gulval and the distinct edge / boundary between the village and countryside)
5. Gulval/Penzance/Trannack (protect the identity of Gulval and separation from Penzance town)<sup>164</sup>
6. Lescudjack/Eastern edge of Penzance town (protect the prominent edge and setting of Penzance town)
7. North of Heamoor (protect the distinct edge of the settlement and open countryside)
8. Heamoor West (protect Lariggan River biodiversity corridor and preserve the distinct edge of the settlement west of the PZ-H8 housing allocation)
9. North of Boscathnoe Lane (to protect the distinct edge / boundary between the village and open countryside and the separation between Heamoor and Madron)
10. Roscadghill/Nancealverne/Castle Horneck (protect the separation between Penzance town and Heamoor)
11. Mount Misery/Newlyn Coombe (protect the separation between Penzance town and Newlyn)
12. South of St. Golder Road/Lower Gurnick Road (protect the setting of Newlyn, views from New Road, Prom, Penzance town)
13. Newlyn / Tredavoe (protect the separation between Newlyn and Tredavoe)
14. Newlyn / Paul (protect the separation between Newlyn and Paul along Gwavas Lane)
15. Paul / Penlee Quarry (protect the separation between Paul and planned development and protect the setting of Paul and Churchtown)
16. Mousehole Lane (protect the separation of Mousehole and Paul)



<sup>164</sup> While the area is identified in the Site Allocations DPD, it has no policy status in that DPD and so is given policy weight in this Neighbourhood Plan.

17. Mousehole North (protect the distinct edge of the settlement and open countryside)
18. Mousehole South and West (protect the distinct edge of the settlement and open countryside)

These are defined on maps in Appendix 12.

#### **Policy GI5: Green Buffers**

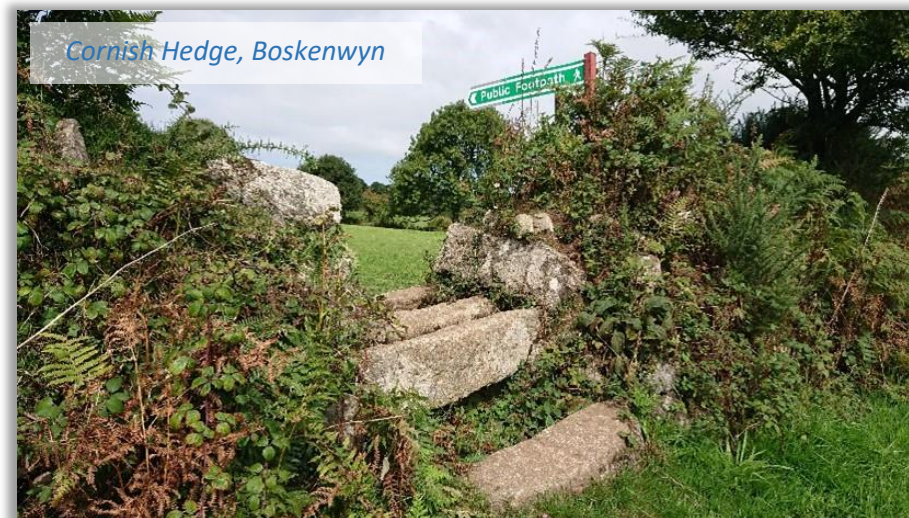
**In order to maintain the separate identities and distinct character and settings of the town and villages across the Parish, development proposals within the defined areas shown as Green Buffers (see Appendix 12) will only be permitted where it can be demonstrated that there would be no significant adverse impact on the open and undeveloped character and value of the area.**

#### **Policy GI6: Cornish Hedges**

##### *Justification*

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 Appendix D. The Cornwall Planning for Biodiversity Guide<sup>165</sup> importantly states in para 10.7 “*Due to the high biodiversity value of hedges, and the key role they play in our landscape and sense of place in Cornwall there is a strong presumption in favour of the retaining of all hedges within developments.*”

For potential development sites, Cornish hedges and their associated vegetation (which includes the important herbaceous hedgerow margins as well as any trees and shrubs growing on the hedge) must be robustly assessed at the earliest stage in the development process and their particular landscape and ecological attributes identified and valued. This assessment will determine how Cornish hedges and their associated



<sup>165</sup> See <https://www.cornwall.gov.uk/environment/trees-hedges-and-woodlands/hedges/cornish-hedge-biodiversity/> and <https://www.cornwall.gov.uk/media/v1roqk0x/planning-for-biodiversity.pdf> for further guidance. The location and heights of all Cornish hedges within Cornwall have been mapped and are recorded by Cornwall Council mapping: Historic and Natural Environment map on the Landcover layer.

vegetation can be sustainably retained within development sites. The Biodiversity Guide describes acceptable scenarios within the master plan which involve consideration of buffer zones, retaining connectivity, enhancement measures, light shielding and overall management. Cornish hedges should form a key element within the design of the site'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. This aims to avoid the retrofitting of green infrastructure into a masterplan where there is insufficient space for an exemplary green infrastructure design. Where, after exploring alternative options, sections of existing Cornish hedges must be removed, their replacement with hedges of the same scale and construction should be provided within the development. Every effort to retain and re use the stone and infill material (containing the important seedbank) from the existing hedge should be made.

**Policy GI6: Cornish Hedges**

- 1. Cornish hedges are a distinctive landscape feature and habitat. Development proposals should protect, retain and enhance all Cornish hedges within and forming the boundaries of the site and any new sections of hedge should reflect local styles. Proposals should demonstrate, through an ecological assessment:
  - i) how Cornish hedges and their associated vegetation can be sustainably retained within development sites; and,**
  - ii) how Cornish hedges will form a key element within the design of the site's green infrastructure network.****
- 2. Where loss of Cornish hedges is unavoidable, replacement with hedges of the same scale and construction should be provided within the development and re-use stone and infill material (containing the important seedbank) from the original hedge should be made.**

**Policies GI7: Protecting Trees from Loss and GI8: New Trees in Development**

*Justification*

Trees, whether part of woodland, hedgerows, copse, isolated clumps or as a single prominent feature across the Parish, form a key component of the landscape. All species have value and so protection of habitats and ecosystems should not simply be limited to aged, rare or endangered species.

Trees play a vital role in both built-up and more rural areas of the Parish, playing the following roles:

- as habitats for wildlife;
- helping to reduce airborne pollution;
- providing shade during hot weather;

- acting as wind-breaks during the winter months;
- absorbing carbon dioxide emissions (including carbon capture and contribution to carbon sequestration<sup>166</sup>);
- flood prevention, extending the period of time for the drainage of water during periods of rainfall; and,
- contributing to positive mental health.

For all of these reasons, their loss, as a result of development, will not be supported unless there is appropriate replacement(s).

While some trees benefit from Tree Preservation Orders (TPOs) designated by Cornwall Council, and those within Conservation Areas also benefit from some protection, there are others which play an important role as part of the essential green infrastructure network.

Policy GI7 seeks to protect this valuable part of our green infrastructure, although it is recognised that planning policy can play only a limited role given that policies can be used only in relation to proposals for development that requires planning permission.

Trees are also recognised for their important role in this Plan's policies:

- DDH1: Incorporating green corridors and tree planting within major development proposals;
- DDH8: Flooding and drainage impact of development proposals;
- H12: Local Development Site Supplementary Briefing Notes;
- GI3: Biodiversity Corridors and Habitats; and,
- GI4: Supporting Biodiversity in New Development.

Therefore, policies GI7 and GI8 below should be read alongside these where relevant, as should the advice provided by Cornwall Council to developers in relation to trees<sup>167</sup>.

Our support for trees and the important role they play in the environment extends, through policy GI8, to ensure that new trees and planting (including replacement trees) are not simply provided as a "token gesture" and that factors such as equivalent impact in relation to the trees being replaced (particularly important in relation to mature trees) are replicated (and improved where possible) with new planting. Policy GI8 support for tree planting



<sup>166</sup> See <https://www.woodlandcarboncode.org.uk/standard-and-guidance/3-carbon-sequestration/3-3-project-carbon-sequestration> for details on how development proposals can calculate carbon sequestration.

<sup>167</sup> See <https://www.cornwall.gov.uk/planning-and-building-control/planning-advice-and-guidance/trees/>

sets out the checks and balances required to ensure that planting is appropriate. However, the policy is limited to use when planning proposals come forward as a planning policy cannot simply require tree planting to happen, given that planting a tree does not require planning permission.

**Policy GI7: Protecting Trees from Loss as a Result of Development**

- 1. Where development proposals are on a site on which trees exist, these existing trees will be protected from loss for the contribution they make to reducing air pollution, softening the built landscape, providing shade in the summer months, good mental health, carbon sequestration and biodiversity. Proposals must demonstrate how they protect root systems of existing trees in the design and layout of the scheme.**
- 2. Where the loss of a tree or trees is unavoidable, proposals will replace trees to an equivalent maturity where feasible and in all cases to the same scale, effect or massing of trees to ensure an equivalent contribution to local biodiversity, air quality and health, and carbon sequestration, on the site or within close proximity if on-site mitigation is not feasible. Where replacement of trees is required on-site or off-site to mitigate loss, policy GI8 will also be relevant.**

**Policy GI8: New Trees and Planting**

**Development proposals which include the provision of trees and other planting to enhance the environment should ensure that:**

- i) the trees are of a species, size and massing appropriate to the immediate setting;**
- ii) planting and trees in foliage allow adequate access to buildings within their setting through adoption and implementation of an appropriate management and maintenance programme;**
- iii) trees and planting areas are designed and contained in such a way as to prevent future problems from roots to the planting structure (where relevant), paving surface and underground structures and infrastructure;**
- iv) species are planted which are resilient to changes in the climate and local weather patterns (i.e. “climate resilient” species), while reflecting locally occurring species which support a diversity of local ecology (i.e. “native” species); and,**
- v) the applicant has demonstrated that the proposed trees and planting have been subject to a viability test which shows that their maintenance by a responsible body is viable in the long-term.**

## 5.5 COASTAL VULNERABILITY

Sitting in the arc of Mount's Bay, the coastline of the Parish is highly exposed to flooding and storm damage, which without active intervention will increase with rising sea levels and climate change. Traditional man-made sea defences are no longer the solution. A new approach and significant investment is now a given.

### 5.5.1 About our Coast

Mount's Bay has been formed over thousands of years by waves eroding weaker geology in the coastline to create a series of bay shapes. This is caused by the dominant south-westerly wave energy, with high-energy swell waves driving in from the Channel and Atlantic.

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.

Across this north-western area, the overall shape of the shore is held by harder rock outcrops between Mousehole and Newlyn and by headlands at Penzance Harbour and Marazion, together with St Michael's Mount. There are also many low rock outcrops such as at Long Rock and Wherry Rocks which influence the shape of the Bay.

Between these harder fixed points are softer low-lying areas: Eastern Green and Longrock, extending through Marazion and Marazion Marsh; and to the west the slightly higher (but still soft) geology of Penzance Promenade, Wherry Town, Bolitho Gardens and Newlyn Green, leading through to a lower area around the Newlyn Coombe River.

Man-made defences have held the sea frontage for well over 100 years. They reinforce the natural hard part of the coastline and help to fix the position of the more natural "soft" frontages.

A critical feature of the whole area, despite a relatively wide lower foreshore, is the absence or limited width of upper beach. This increases the risk of wave overtopping and puts pressure on the man-made sea defences. The reliance on man-made defences limits the coastline's ability to adjust which – together with the challenges of rising sea levels – leaves it vulnerable to coastal change.



### 5.5.2 Vulnerability

During the past 100 years, our coastal defences have failed a number of times during extreme weather, and beach levels are falling. Continued repair of the defence structures increases the rigidity of the shoreline, further constraining the shoreline's ability to adjust. Over the next 100 years sea level may be expected to rise between 1m and 1.4m (UKCP18), increasing the risk of wave overtopping and the failure of sea defences.

At present, there is significant flood risk across the area. With failure of defences and no active intervention to adapt to future risk, this would substantially increase, worsening even further as sea levels rise.

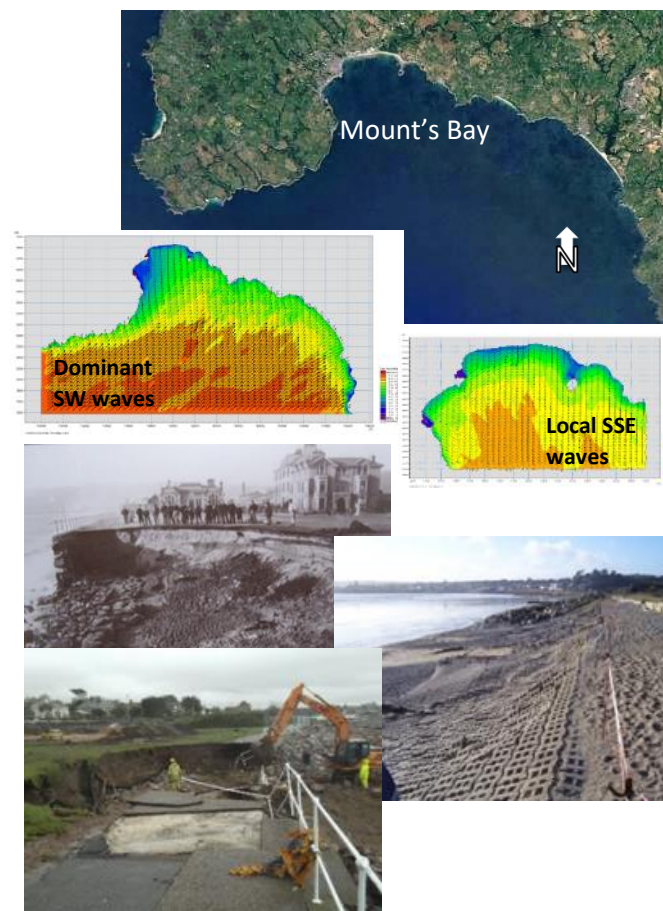
Without some form of management, the shoreline – particularly over the Eastern Green/Longrock, Western Marazion and Promenade frontages – might be expected to set back (erode) by between 20m to 75m over the next 100 years. In areas where defences are maintained as at present, in some areas upper beach levels may drop by between 1m and 2m compared to their current levels.

Protecting areas such as Mousehole, Newlyn and Penzance town from coastal change critically depends on the ongoing development and management of harbour structures. Notwithstanding the importance of these structures, the rise in sea level imposes increased pressure for maintenance along the whole shoreline.

### 5.5.3 Challenges

There is no doubt that coastal change, within the context of climate change and sea level rise, is happening. It imposes real challenges for future management of the coastline. It is clear that the current man-made defences will be at increasing risk of failure and their loss would have severe consequences. Without new solutions, critical infrastructure including our road and rail links, our harbours and our future as a local economic hub are at risk, together with parts of our community.

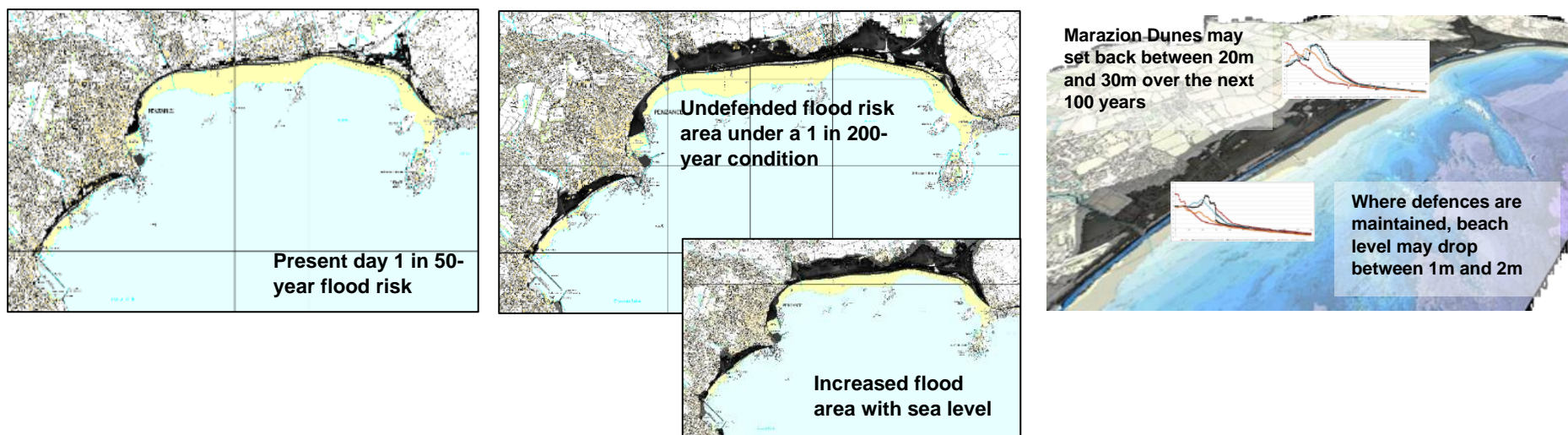
In addition, critical drainage/waste water assets located on the coastline and serving the Parish (the Chyandour and Mousehole sewage pumping stations) have been identified by South West Water's emerging Drainage and Waste Water Management Plan<sup>168</sup> as having the highest level of risk under the BRAVA (Baseline Risk and Vulnerability Assessment) methodology, reflecting their exposure to risks of flooding, coastal erosion and saline ingress.



<sup>168</sup> <https://www.southwestwater.co.uk/siteassets/document-repository/business-plan-2020-2025/sww-draft-dwmp-l2-hayle-lands-end-v1.0.pdf>

### 5.5.4 Managing the Future

Significant investment will be required to ensure that our coastline is managed in a sustainable way. Penzance Place Shaping Group has worked closely with Cornwall Council and the Environment Agency to share the Vision set out in this Neighbourhood Plan. Cornwall Council’s Shoreline Management Strategy has been developed to reflect and support that Vision.



### 5.5.5 Statement of Support: Coastal Change Management Areas

There is an imperative set out in Policy CC1 of the Cornwall Council Climate Emergency DPD (currently pending the outcome of independent Examination), which makes it clear that designation of Coastal Change Management Areas (CCMAs) falls within the remit of neighbourhood planning. According to the policy, the purpose of CCMAs is “to highlight issues of coastal change and allow them to be planned for. They are identified in the Shoreline Management Plan with an expectation that as risks emerge and planning for change is needed that they will be designated. Our Local Plan currently leaves this to Neighbourhood Plans to decide.”<sup>169</sup>

Policy CC1 goes on to designate a number of areas as “Candidate CCMAs”, one of which (Long Rock, Eastern Green and Chyandour – MA 20) lies partly in the Penzance Parish. The second area within the Parish moving south-westwards (Penzance, Wherry Town & Newlyn – MA 21) is not designated as a

<sup>169</sup> <https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/climate-emergency-development-plan-document/#documents>.

candidate CCMA in the DPD. However, the latest Environment Agency mapping does identify significant at-risk assets in that area (see mapping in Appendix 13), which is also listed as a potential CCMA in the “Coastal Change and Flood Management” Topic Paper (October 2021) supporting the DPD. The third shoreline management area in the Parish (Sandy Cove to Point Spaniard – MA22), which includes Mousehole, was not identified as a potential CCMA. That reflects the “hold the line” (i.e. maintaining coastal defences) approach adopted in the Shoreline Management Plan as *“it is seen as more sustainable, both technically and economically, to maintain the current shoreline position for the Cliff Road – Mousehole frontage, than for Wherry Town or Longrock to the east.”*<sup>170</sup>

Because the DPD is not yet finalised, and moreover indicates that guidance is to be issued that will set out more about how communities can designate and prepare CCMA, our position in this Plan at this stage is simply to support the designation of Long Rock, Eastern Green and Chyandour (MA 20) and Penzance, Wherry Town and Newlyn (MA 21) as CCMA through a “Statement of Support” which is not a planning policy.

It will then be for Penzance Town Council – working in conjunction with Cornwall Council, the Environment Agency, and local stakeholders – to develop a Coastal Change Management Plan (CCMP) to justify the designation of those two areas and to develop policies that reflect their vulnerabilities and potential mitigation measures, drawing inter alia on the Mount’s Bay Flood Risk Area section of the South West River Basin District Draft Flood Risk Management Plan and the Mount’s Bay Coastal Erosion Risk Management Strategy (currently in post-consultation).

If the Cornwall Council Climate Emergency DPD is adopted prior to this Neighbourhood Plan being made (adopted) it is our intent to designate the proposed CCMA in this Plan.

Mapping of the two areas identified (MA 20 and MA 21) is provided in Appendix 14.

#### *Statement of Support: Coastal Change Management Areas*

*“This Plan supports the designation of Long Rock, Eastern Green and Chyandour (MA 20) and Penzance, Wherry Town & Newlyn (MA 21) as Coastal Change Management Areas, with a view to the future development of Coastal Change Management Plans for those two areas.”*

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<sup>170</sup> Shoreline Management Plan 2011, accessible at: <https://www.cornwall.gov.uk/media/zcjpruuy/ma22.pdf>.

## 6. PLACE-SPECIFIC (PENZANCE TOWN AND NEWLYN) OBJECTIVES AND POLICIES

### 6.4 PENZANCE TOWN CENTRE AND WATERFRONT

#### 6.4.1 Context

Penzance is Cornwall's fourth largest town, has its longest high street, its busiest commercial port, arguably its best architecture and the county's only promenade. It has got a lot going for it, but there are parts of the town which are run down, and shop vacancies remain an issue whilst at the same time, there's a shortage of work space and town centre homes. These things need to be addressed through improvements and change if Penzance is to realise its potential as a place where people want to live, work, visit and invest – and in turn to drive much needed economic regeneration.

The current shape and physical state of the town reflects its history. As a regional market town, a centre for local government and busy commercial port, Penzance was a town with two centres historically linked and actively connected to each other through a series of slips, opes and lanes running to the waterside and harbour from Market Jew Street and Chapel Street. Market Jew Street extended along the main road into town as retail expanded down the hill from the original heart of the town centre around the Market House.

As the commercial port declined, the area between the harbour and Market Jew Street, particularly the former gas works sites, became largely redundant. While, over time, some significant sites have been redeveloped, an area between Jennings Street and Newtown Lane remains largely underused and in need of regeneration.

Changes in town centre retail across the country have been radical in recent decades driven partly by the impact of out-of-town shopping, during the 2008-2013 recession by the collapse of many national retail chains, and of course by online shopping. These changes were made worse by the impact of the COVID-19 pandemic, although there is some evidence to show growth in the "shop local" movement supporting the continued development of an important independent retail sector. Nonetheless, there is no doubt that retail has changed for ever – out of town is a fact and most national retail chains now only have a presence in towns which can reach a population of 250,000 or more. Vacancy rates in Penzance town centre have continued to increase from 10.4% in 2013 to 15% as of

#### *Policies in this section:*

*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)*

December 2021. This is higher than the national or regional average and predominantly reflects the further withdrawal of national retailers<sup>171</sup>. This ongoing trend affects the larger units and creates vacancy “hotspots” notably in Market Place and Greenmarket which need addressing if we are to retain a core retail zone at the heart of town. Alongside this, there are a number of underutilised and/or redundant buildings and sites across the town centre which are unlikely to come back into use as traditional retail, the most significant of which is the Wharfside shopping centre.

Our waterfront should be an important asset for Penzance but 1960s harbour infill to create the Harbour car park left the town centre with less access to the waterfront, limiting opportunities for local people and visitors to enjoy this important amenity and for Penzance’s economy to benefit from it. Access which remains from the Wharf Road slipway, Abbey Slip and Harbour car park should be safeguarded and improved where feasible.

The promenade “The Prom” is a legacy from Penzance’s past as a “genteel” holiday resort! In its heyday the promenade featured a bandstand, pleasure gardens, a theatre, indoor swimming baths, and of course since the 1930s the Jubilee Pool. Over time, violent winter storms and changes in tourism have left The Prom at best a seafront walk with spectacular views and at worst a vast, bleak and empty space. Recent investment in The Prom has started to change and improve that and usage has increased significantly, but more can be done to create a valuable community and visitor amenity.

Whilst much of Penzance’s historic core remains intact, the evolution of the town over recent decades has left it with a fractured, traffic dominated townscape so that it fails to function as a whole. Penzance town is a bit like a “three-legged stool” defined by the 3 corners of the town:

- Heart of the town (town centre regeneration) – the area around the Market House, the historic centre of the original market town from which the town’s main shopping streets radiate;
- Arrival zone (reception) – the entrance to the town leading to and around the railway and bus stations; and,
- Headland (destination) – the harbour and the area around it including the Barbican, Coinagehall Street, St Anthony’s Gardens and Jubilee Pool.

For the town to function properly, the “three legs” need to work both individually and collectively and a coordinated programme of changes – a remodelling of Penzance Town Centre – is now needed to achieve that. In short, Penzance needs to reimagine itself.

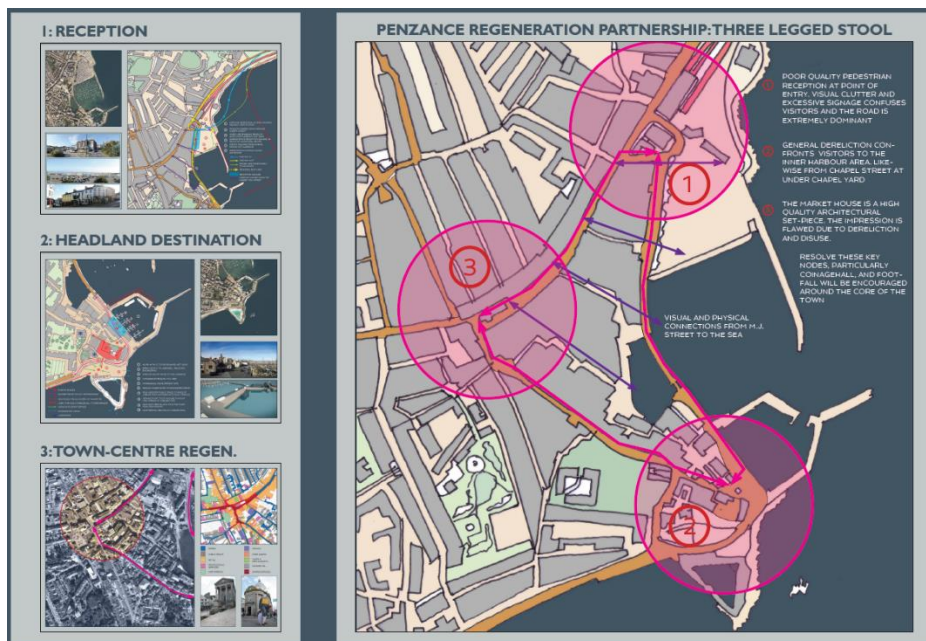
This is a theme right across the country, and we hear towns talking about becoming a destination in their own right. For many that’s just an aspiration but for Penzance with its amazing location and connectivity it can be reality! It is particularly important to realise ambitions to regenerate the town centre given the impact on health and the local economy of the coronavirus pandemic. Local businesses will need support through planning interventions focused



<sup>171</sup> Cornwall Council Monitoring Report, Penzance Town, December 2021. See <https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/cornwall-monitoring-report/#townCentres>

around improvements to the built environment and quality of the centre, to help them recover and to enable flexible change to other building uses in the town centre while also seeking to retain a retail and hospitality core.

Figure 3: “Three-legged stool”



The Penzance Neighbourhood Plan supports the town’s continued function as the main retail centre for West Penwith but at the same time recognises the need for the town to become increasingly “mixed use”. The Plan promotes creation of more town centre residential accommodation as well as units and workspaces to support the development of the seven core sectors discussed in more detail in Section 5.2 Economy:

- Creative sector<sup>172</sup>;
- Maritime<sup>174</sup>;
- Leisure and Hospitality<sup>175</sup>;
- Services<sup>176</sup>;
- Transport<sup>173</sup>;
- Independent retail; and,
- Agri-food.

The Neighbourhood Plan sets out a series of Investment Proposals which will work together to reshape and transform Penzance town centre and its waterfront, to achieve and be supported by the Planning Objectives and Policies set out below. These comprise several projects which have the benefit of funding captured in the Town Investment Plan and, for example,

supported delivery through the Penzance Healthy Streets project<sup>177</sup>. Others arise from the wider visioning for the town (including through the “three legs” work above) and are supported through this Plan. Map 16, which follows, brings these projects together in a comprehensive regeneration and investment plan for the town. The policies in this section therefore reflect changes which have been occurring in the local economy since the adoption of the Cornwall Local Plan and Site Allocation DPD policies. They add an updated layer of detail to these strategic policies, working alongside them to ensure that they aid the delivery of appropriate types of regeneration proposal in the town.

<sup>172</sup> Analogue and digital products and services including architecture, art, crafts, design, fashion, film, music, performing arts, publishing, research and development, software, toys and games, TV and radio, and video games.

<sup>173</sup> Penzance is a regional transport hub and main route to and from Scilly.

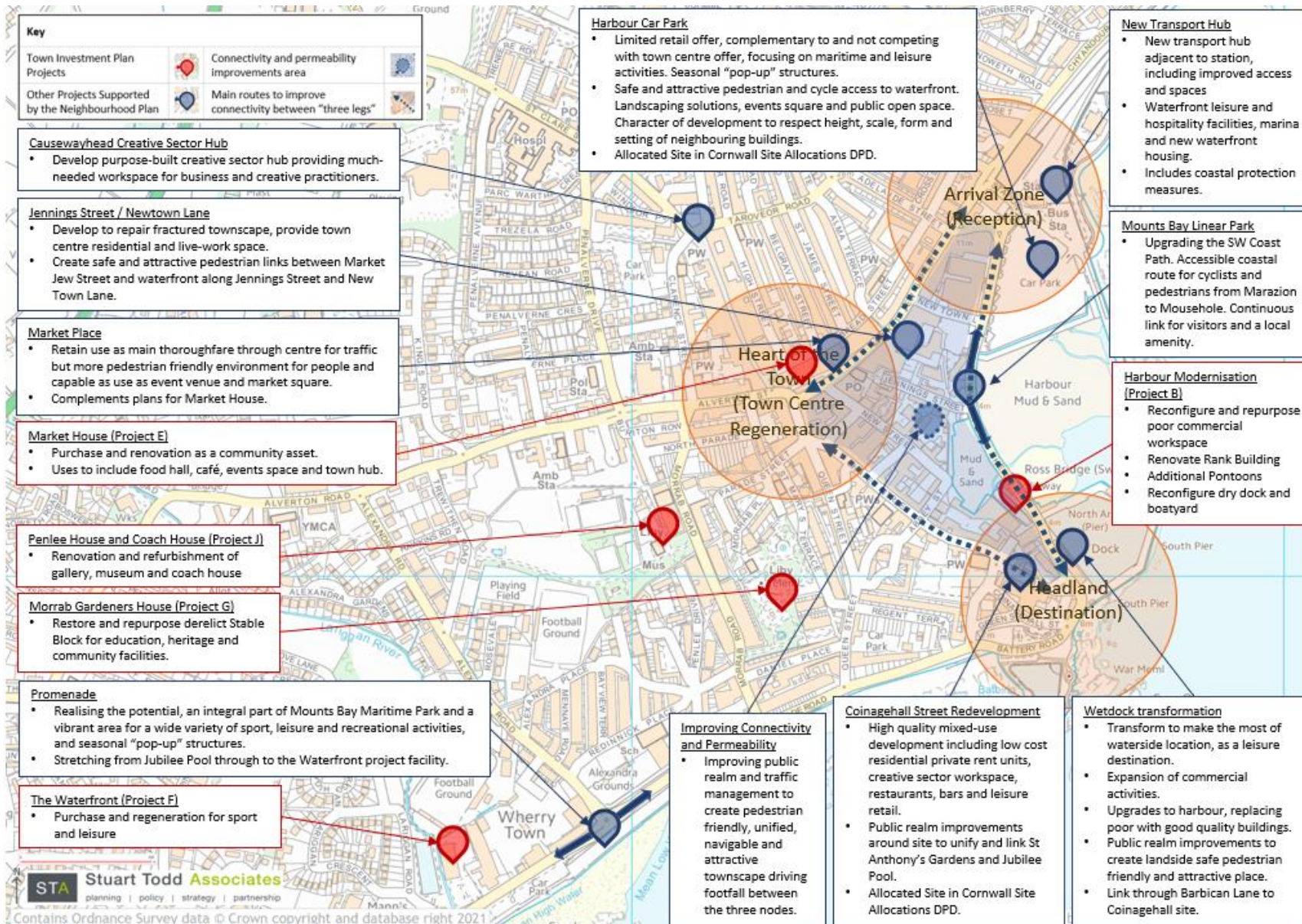
<sup>174</sup> Fishing, marine engineering and marine leisure.

<sup>175</sup> Cafes, restaurants, pubs, bars, hotels and marine leisure.

<sup>176</sup> Professional, personal and healthcare.

<sup>177</sup> See <https://lovepenzance.co.uk/pz-healthy-streets/plans/> for further information on the projects supported by the project. Projects include 20mph streets, The Prom and Alexander Road, Market Jew Street, Traffic Flow improvements and measures to support car free travel.

Map 16: Regeneration and Accessibility Projects: “The Investment Vision”



## 6.4.2 Key Objectives

The key objectives for the town centre are focused around delivering the Investment Vision, identified through policies in this section, to create the conditions required to secure and develop the sustainable growth of Penzance, its town centre, harbour and waterfront as a dynamic and vibrant place which meets the needs of local people, businesses and visitors. The key objectives of this section of the Plan are to:

- Enhance the quality of public realm to re-establish links between the town centre and the sea and through the town's main streets. Creating routes which are safe, accessible and pedestrian friendly, encouraging local people and visitors alike to use and enjoy the town, gain access to the waterfront and contribute to the economy;
- Breathe new life into our heritage buildings and seek new uses for vacant, redundant/underutilised buildings and sites to support town centre living and to support and promote growth and development in priority business sectors;
- Make the most of waterfront sites to support growth in the Maritime, Leisure and Hospitality sectors;
- Respect the quality, value and heritage of buildings in the town centre;
- Enhance the Promenade to support a wide range of sporting and leisure activities and events;
- Help sustain and grow the creative, cultural and arts sectors by protecting existing assets and facilities and supporting improvements to them; and,
- Enhance the Coast Path to create an accessible "linear park" (Mount's Bay Maritime Linear Park) along the shoreline and promenade with links into the town and the countryside, to support pedestrian and cycle use of the waterfront and to drive footfall to and between communities along the coastal fringe and inland along footpaths, lanes and bridleways.



## 6.4.3 Achieved by

- Clear delivery objectives and delivery mechanisms for the Investment Vision outcomes, created by joint working between Cornwall Council, Cornwall and Isles of Scilly Local Enterprise Partnership (LEP) along with the people and organisations of the Parish including but not limited Penzance Town Council, the Penzance Regeneration Company, Penzance Place Shaping Group and Penzance BID to:

- Identify and create a register of key heritage buildings and underutilised/redundant sites and buildings;
- Create a Movement Framework Strategy;
- Create a Public Realm and Signage Strategy;
- Secure delivery of viable solutions which support the Investment Vision outcomes; and,
- Set investment criteria to meet key objectives;
- Implementing the recommendations of the Penzance Spatial Survey;
- Creating an investment prospectus to attract inward investment and promote Penzance as a place to invest, live and work;
- Making the best use of publicly owned assets to deliver key objectives;
- Private and public sector investment with additional funding contributions through Section 106 and Community Infrastructure Levy; and,
- Application of the policies in this Plan.

#### 6.4.4 Policies

Our planning policies seek to provide a positive framework that enables Cornwall Council, as the Local Planning Authority, to make planning decisions which take the Parish's context, key objectives, and overall and community visions fully into account. The policies for this theme follow.

#### **Policies PEN1 to PEN3: Transport, Accessibility and Public Realm**

##### *Justification*

The challenges faced in the town are set out above. Many of these – and the potential solutions – relate to enhancing the built environment to ensure that quality is maintained and improved, and regeneration opportunities are taken to help lift the local economy, improving the town centre for both residents and visitors alike. In addition to the direct regeneration of sites within the town centre identified in the Site Allocations DPD and later in this section, connectivity between them and enhancing the public realm are key to ensuring that these sites are accessed and well-used. Policies PEN1 -PEN3 focus on the following measures which should be supported and delivered to improve accessibility, connectivity and footfall in the town centre:

- improved public realm and safe access for pedestrians, those with impaired mobility, people with disabilities and cyclists through and between the town's gateway points and between the town centre and sea/promenade;
- using design to enhance accessibility;

- improving town centre connectivity (walking routes, signage and linking) between key parts of the town;
- improving opportunities and infrastructure for local sustainable travel; and,
- ensuring adequate car parking for residents on new development in town centre locations.

These measures add a layer of ground-level detail to the projects on Map 16 above and should be read alongside other town centre proposals in this section, green infrastructure policies in this Plan and the most up-to-date Cornwall Council Local Transport Plan<sup>178</sup>. Proposals should take into account the most up-to-date version of the Cornwall Council Local Cycling and Walking Infrastructure Plan<sup>179</sup> which sets out Cornwall Council's investment priorities for walking and cycling infrastructure. The improvements proposed in the Site Allocations DPD Penzance Town Transport Strategy to 2030<sup>180</sup> (reproduced in Appendix 2 for ease of reference) were indicative and are now dated but can be used for a contextual reference.

Penzance Town Council will continue to work with Cornwall Council and other public agencies and local organisations, as necessary, to deliver traffic management, accessibility and public realm solutions designed to improve the lives of local people and enhance the economic and social potential of the town. The Penzance Healthy Streets programme is already working to deliver improvements in the town centre<sup>181</sup>.



#### **PEN1: Penzance Transport, Accessibility and the Public Realm Plan**

- 1. Development proposals, measures and schemes (which require planning permission) which deliver or support the enhancement of the Gateway Areas identified on Map 16, and the improvement of connectivity and permeability between them, and through and beyond Penzance town centre, as identified in this Plan, the Cornwall Council Local Transport Plan, and the Penzance Local Cycling and Walking Infrastructure Plan, will be supported.**

...continued >>>>

<sup>178</sup> See <https://www.cornwall.gov.uk/transport-parking-and-streets/local-transport-plan/>

<sup>179</sup> See [https://www.cornwall.gov.uk/media/lhnc4vqc/cornwall-lcwip-report\\_penzance\\_final\\_issued\\_310522](https://www.cornwall.gov.uk/media/lhnc4vqc/cornwall-lcwip-report_penzance_final_issued_310522)

<sup>180</sup> See <https://www.cornwall.gov.uk/planning-and-building-control/planning-policy/adopted-plans/cornwall-site-allocations-development-plan-document/> (p.27)

<sup>181</sup> See <https://lovepenzance.co.uk/pz-healthy-streets/> for further details.

**2. Development proposals within or relating to the town centre must:**

- i) consider and, where feasible, contribute towards, the delivery of such measures and schemes;**
- ii) demonstrate that accessibility by walking, cycling and mobility aids has been considered and where feasible, embedded into their design; and,**
- iii) where relevant, encourage and support sustainable travel links to and within the town by providing supporting infrastructure such as secure and covered cycle storage, electric bike and motor vehicle charging points and clear and convenient information which offers clarity to visitors and residents about the different options for travel, both in terms of mode and destination.**

**PEN2: Car-free Residential Development**

**Car-free residential development will be supported in Penzance town where it can be demonstrated satisfactorily, through a Travel Plan, that safe and suitable sustainable travel options are in place prior to completion of the development, including electric car and bicycle clubs (and the infrastructure required to support them), and community and public transport opportunities, and that such provision will be feasible and viable in the long-term.**

**PEN3: Car Parking Capacity**

**Development proposals in Penzance town centre will only be supported where car parking capacity required by the proposed use is provided or the requirements of PEN2 are met. Where a proposal does not include on-site car parking, sufficient off-site dedicated parking capacity should be provided for residents or users of the development, year-round. Such capacity may need to be additional to existing provision and proposals should demonstrate that:**

- i) existing capacity is either sufficient and/or that dedicated parking solutions are or will be put in place (for example, residents' parking schemes, permits or season tickets); and,**
- ii) the proposed parking is within easy walking distance (no more than a 500-metre walk) of the development.**

**Policies PEN4 to PEN10: Investment Development Proposals to Sustain, Reshape and Transform the Town Centre**

*Justification*

What emerged from the community throughout the Neighbourhood Plan consultation process can be summed up in five words “Something needs to be done” and in the context of Penzance and its waterfront highlighted the following community aspirations:

- The need for “joined up” investment initiatives and physical improvements to support economic regeneration and better employment opportunities;
- The need to repair and improve Penzance town centre to re-create a vibrant hub for retail, leisure and services;
- The need to improve our seafront assets so that they can be used, enjoyed and contribute to the economy; and
- The need to improve public realm in our town centre, making it more attractive, pedestrian/cyclist friendly and making it easy for people to get around and circulate both within the town centre and between the town and waterfront.



The Neighbourhood Plan Investment Vision and identified regeneration projects in Map 16 are designed to deliver against the above community aspirations, to drive economic regeneration, and to create assets and

amenities making Penzance a better place to live, work and visit. The policies which follow provide planning policy support for the change necessary within the town centre as identified on Map 16. Policies seek to allow structured change and improvement while protecting elements which have heritage significance, with many Listed buildings and structures both in the town and the area around the harbour.

Supporting the regeneration of buildings that are redundant, vacant, underutilised, or that have no future viable use for their original purpose is an important part of the package for Penzance. This issue has existed for some time but the COVID-19 pandemic with changes to retail habits and restrictions on movement through 2020 and 2021 also impacted on the local economy, manifesting in the temporary or permanent loss of some town centre businesses. The shift of some larger employers away from permanently-staffed offices to part-time offices or offices with fewer staff seems likely to continue as does the trend towards working from home as an opportunity to save costs and/or have a positive impact on reducing carbon dioxide emissions through reduced travel.

Encouraging reuse and repurposing of buildings to meet current and future needs, for alternative “town centre uses”<sup>182</sup>, and/or for use by the seven core economic sectors identified above, should be a priority. This will ensure a variety of appropriate uses within the town centre. It is however recognised that

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<sup>182</sup> Defined in national policy as “Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).”, NPPF, <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

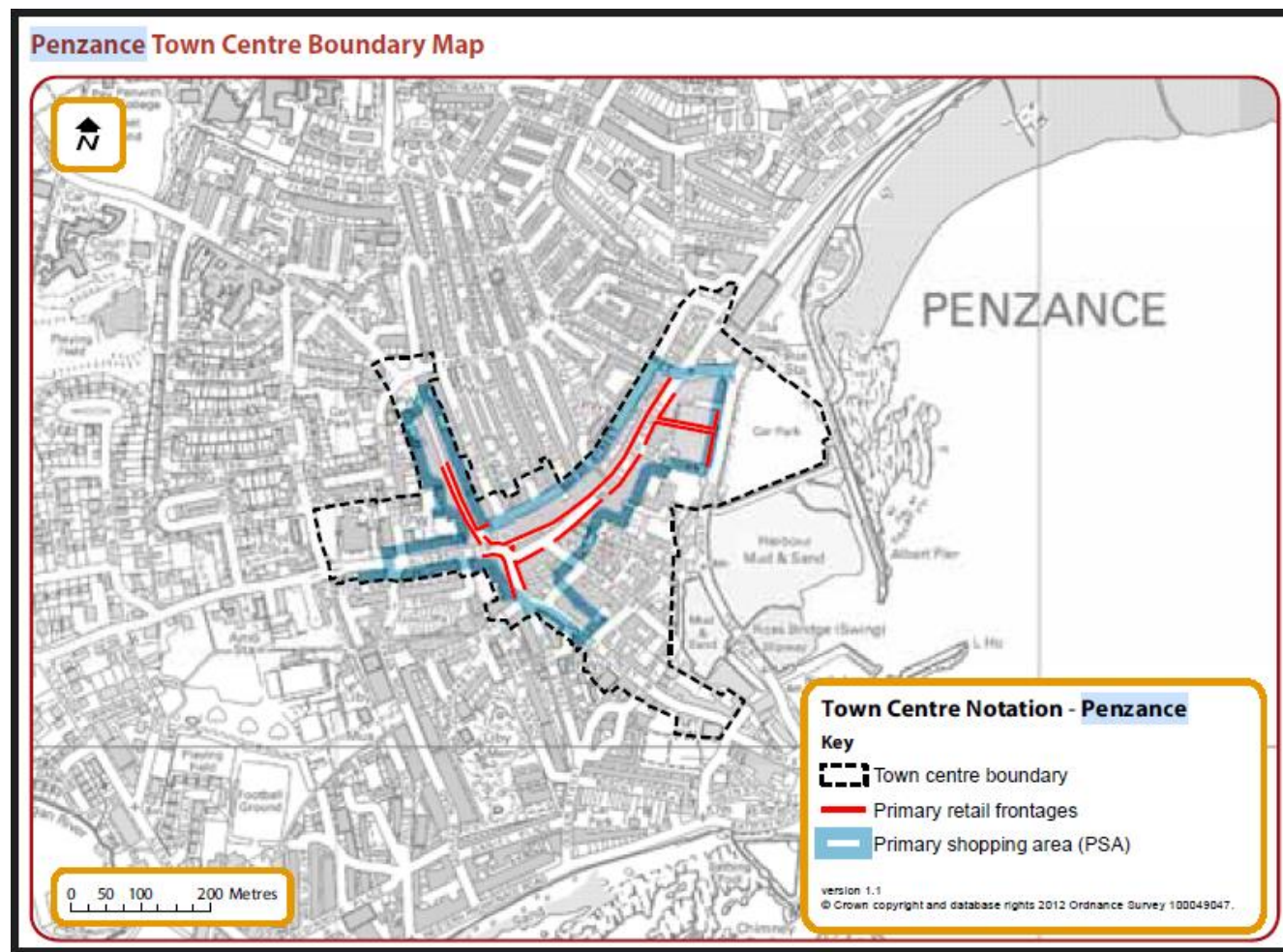
this will not always be possible, viable or appropriate given the changing nature of the economy, the existence of permitted development rights to change to other uses<sup>183</sup>, and the need to retain some flexibility in reuse options rather than leaving buildings vacant and unused.

It is also recognised that the changing nature of town centre uses and economies creates the opportunity to provide for more housing within the town centre which has advantages in terms of reducing the need to travel and convenient access to services and facilities.

More town centre living<sup>184</sup> can provide new uses for vacant or underused buildings and also increase daytime and evening footfall. This is particularly relevant for retailers in the town, (as more shopping moves online – often at the expense of local shopping), as well as for hospitality and leisure businesses.

The Local Plan and Site Allocations DPD currently define the Penzance town centre area (Local Plan Policy 4) and Primary Retail Frontage (reproduced in Map 17).

Map 17: Adopted Cornwall Local Plan Town Centre Boundary, Primary Shopping Area and Primary Retail Frontage Areas



<sup>183</sup> See [https://www.planningportal.co.uk/info/200130/common\\_projects/9/change\\_of\\_use](https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use) for further information on use classes and change of use through permitted development rights (whereby some types of development do not require planning permission to proceed).

<sup>184</sup> Cornwall Council has a helpful Chief Planning Officer's Advice Note on residential uses in town centres here <https://www.cornwall.gov.uk/media/ouzi4vzd/chief-planning-officer-note-residential-uses-in-town-centres.pdf>

Notwithstanding that, it is important for the Neighbourhood Plan to recognise the fundamental changes in the retail environment for smaller market towns such as ours, where there has been a wholesale withdrawal of national retail chains.

A seminal report (“The Grimsey Review”<sup>185</sup>) and its post COVID update “Building Back Better”, produced for Government in 2013 and 2021 respectively, concurred with our approach’ arguing that town centres need to change by reimagining their future without a large national retail presence; finding new uses for redundant buildings; promoting independent local retail; supporting development of town centre leisure and hospitality; and making improvements to public realm to make towns more attractive and friendly places for local people and visitors. This has already been recognised by Cornwall Council in the Climate Emergency DPD which actively promotes diversification<sup>186</sup> of town centre uses and is likely to result in a change to the Local Plan policy approach.

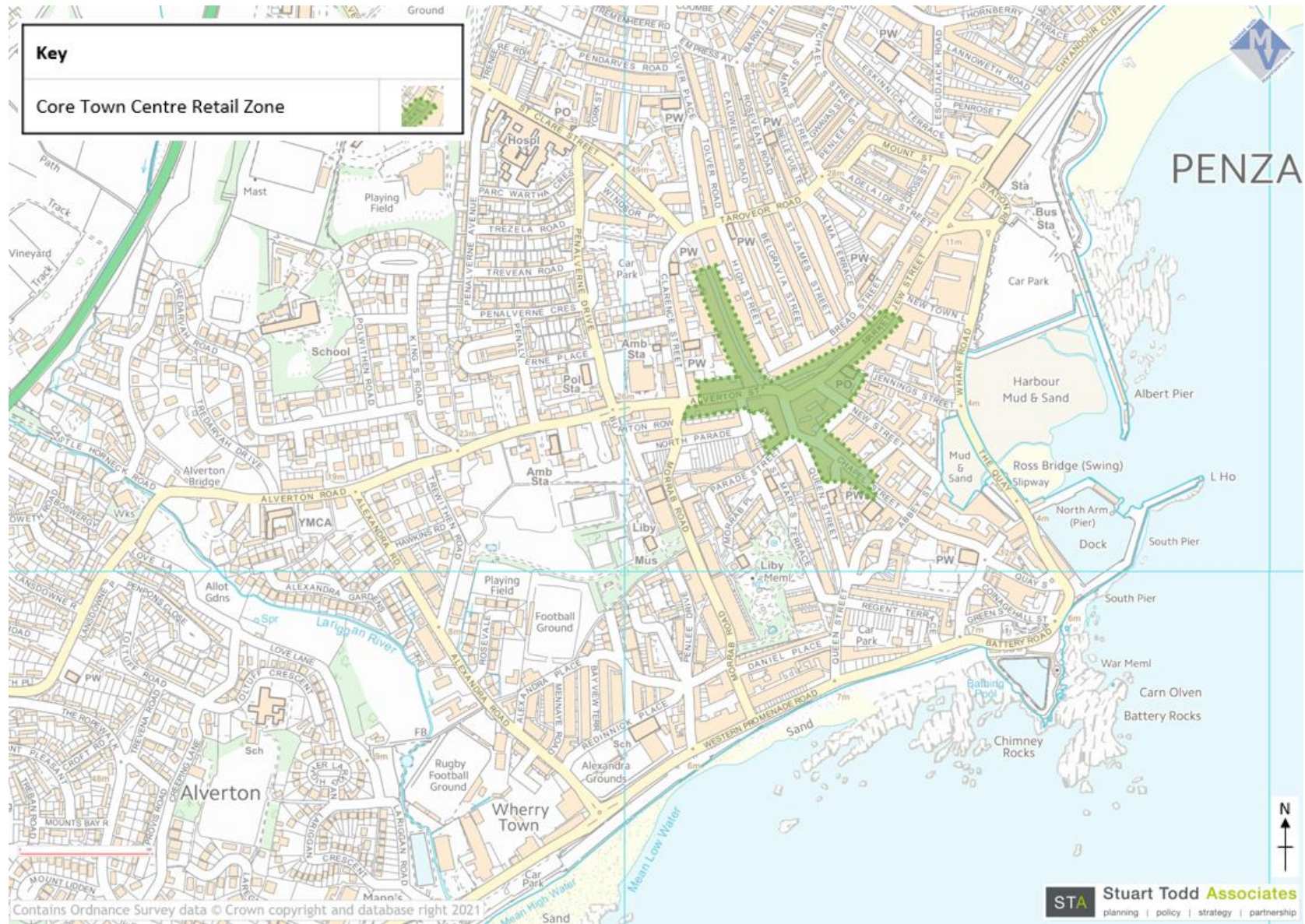
This plan addresses these issues with an up to date policy structure which reflects the extensive work carried out in support of funding and investment bids, the need to properly manage the contraction of the retail footprint in a way which supports growth and development of independent retail and helps to maintain a retail core at the heart of the town centre. In this respect, the Plan identifies an additional retail area, the Core Town Centre Retail Zone (the “heart of the town centre”), within the wider town centre area. Map 18, which follows, shows this area.



<sup>185</sup> See <http://www.vanishinghighstreet.com/> for details.

<sup>186</sup> See Climate Emergency DPD Proposed Modifications, Policy TC3: Diversification of Uses in Town Centres

Map 18: Penzance Core Town Centre Retail Zone



**PEN4: Core Town Centre Retail Zone (Heart of the Town Centre)**

1. The area around the Grade I listed Market House and The Terrace, as shown on Map 18, should be retained and protected as the heart of the town centre. Proposals for development at street level, which require planning permission, will be supported provided that:
  - i) the proposed use is for retail or a complementary town centre use and there is no loss of ground floor activity, footfall and interest;
  - ii) it can be demonstrated that the unit has been actively marketed for a similar or alternative town centre or community use for a period of at least 9 months prior to application; and,
  - iii) the design respects the historic and local character and appearance of the area, particularly the setting of the Market House and other Listed Buildings, and is informed by a heritage impact assessment or statement where appropriate and reference to this Plan's Design Principles (Appendix 5).
2. Development proposals for the provision of facilities at upper levels which support town centre living or the development of the six core sectors will be supported.

**PEN5: Town Centre Mixed-use Development and Conversion of Retail and other Town Centre Uses**

1. Outside the Core Town Centre Retail Zone, where policy PEN4 applies, development proposals for mixed-use development within the town centre area (which require planning permission) will be encouraged and supported where they:
  - i) enable provision of town centre dwellings and/or promote the growth and development of the town's six core sectors (creative sector, maritime, leisure and hospitality, services, transport and independent retail);
  - ii) are designed to respect the historic and local character and appearance of the area, informed through a heritage impact assessment or statement where appropriate and reference to this Plan's Design Principles (Appendix 5).
2. Any statement should indicate how the proposal is expected to impact on the economy of the Town Centre.



**PEN6: New Retail Premises**

1. **Development proposals for new retail premises will be supported where they are located within the defined Town Centre area. Edge of centre proposals should demonstrate that they are complementary to and not competing with the town centre provision, in accordance with the sequential provisions in Policy 4 of the Local Plan, and that they are well connected to the town centre.**
2. **Proposals for out-of-town retail will need to demonstrate how the sequential test for retail has been applied. Given the nature of the retail offer in Penzance, proposals in out of town and edge of centre locations should be considered carefully so as not to have an adverse impact on town centre viability and vitality.**

**PEN7: Harbour and Headland**

1. **The area bounded by and between the Wet Dock, the Coinagehall Street site and Jubilee Pool is the point at which the town centre meets the waterfront, and its development will play a key role in the future prosperity of the town.**
2. **Development proposals in the Harbour and Headland area will be supported where they are:**
  - i) **provide high-quality replacement buildings adjacent to the Wet Dock to secure development and expansion of existing commercial activities and to foster development of marine leisure;**
  - ii) **support development of the hospitality and leisure sectors on the land-side of the Wet Dock, and have no adverse impact on the existing commercial activities;**
  - iii) **deliver redevelopment of the Coinagehall Street site, in line with the Site Allocations DPD policy, and:**
    - a. **provide high-quality mixed-use development including priority sector work-space, street-level retail (primarily use class E(b) and sui generis drinking establishments), and gallery space;**
    - b. **provide an open frontage at street level and encourage public access both through the site and using Barbican Lane to Quay Street and the Harbour area; and,**
    - c. **in the light of the chronic need for residential accommodation to meet local needs, deliver an increase in the residential aspect of a development on this site, in particular the provision of affordable homes at low-cost market rent.**
  - iv) **enable creation of a unified public realm between St. Anthony's Gardens and Jubilee Pool.**
3. **Development proposals located specifically in the Penzance Harbour area which require planning permission or listed building consent should also take every opportunity to:**
  - i) **support the role and function of Penzance Harbour as the mainland terminal of the Isles of Scilly ferry;**

...continued >>>>

- ii) provide or support facilities to host or enable cruise ship visits;**
- iii) provide or support improved facilities for leisure craft in Penzance Harbour; or,**
- iv) seek to diversify the range of marine businesses supported by Penzance Harbour, whilst sustaining ferry and marine engineering business.**

**PEN8: Harbour Car Park**

**1. Development proposals for the Harbour Car Park should:**

- i) take full account of its waterside location, improving access to the water and connections between the town and the sea;**
- ii) respond positively to the aspirations of the community and have sought early consultation with the local community and Town Council;**
- iii) ensure retail uses are, complementary to, and not competing with town centre retail uses (focusing on maritime and leisure activities), and year-long and seasonal “pop-up” structures; and,**
- iv) provide a well-planned vision for the whole site which supports the policies, objectives and investment priorities for the town centre and waterfront.**

**2. Development proposals must respect and not harm the historic character of the town centre and harbour area and not have an adverse impact on its vitality.**

**PEN9: Vitality of the Promenade**

**Development proposals which support leisure and exercise activities, events, pop up retail and environmental improvements which will contribute to the vitality and use of the Promenade will be supported where they do not harm its historic character.**



**PEN10: Mount's Bay Linear Park**

1. The route of the South West Coast Path into and through the town will be safeguarded and enhanced to provide a safe and attractive pedestrian and cycle trail.
2. Development proposals which help to create an accessible linear park along the shoreline will be supported where they:
  - i) retain or provide additional links or access into the town and countryside;
  - ii) enhance the coast path; and,
  - iii) provide improved facilities at hubs or stopping points at key locations within the developed cast including (but not limited to) Ponsandane sidings, Harbour Car Park, St Anthony's Gardens and Wherrytown.

Development of a car park at the Ponsandane sidings to support the use of the route and reduce the pressure on parking along the waterfront will be supported.

3. Where relevant, development proposals must support the use and enjoyment of the route and should not detract from the character or vitality of Penzance Town Centre and its Waterfront or the environment and character of the undeveloped coastline.

**Policy PEN11: Protecting Facilities which support the Creative, Arts and Cultural Sectors in Penzance**

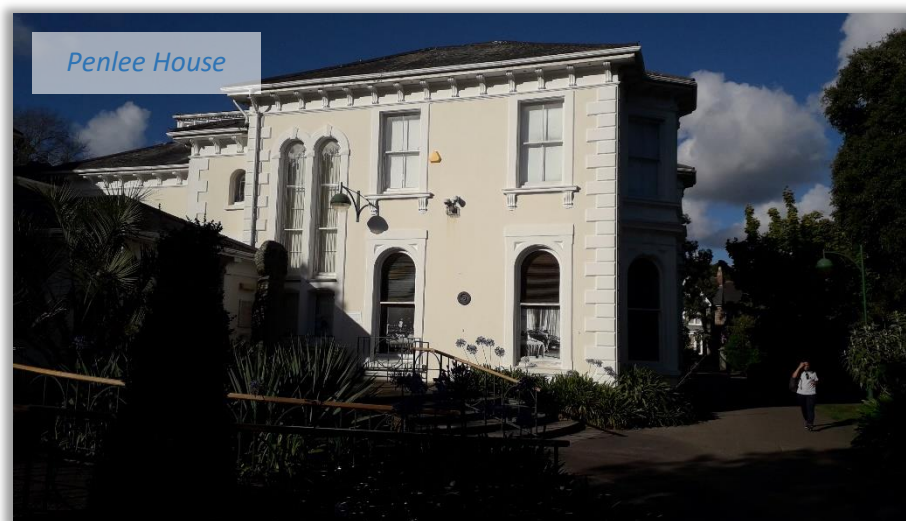
*Justification*

The Plan sets out (in the Economy section) the role and importance of the cultural, arts and creative sectors in the Parish as a whole. Penzance is fortunate to have a rich and growing cultural, arts and creative industries sector, serving residents, visitors and the local economy as a whole through commercial, heritage, leisure / entertainment and quality of life perspectives.

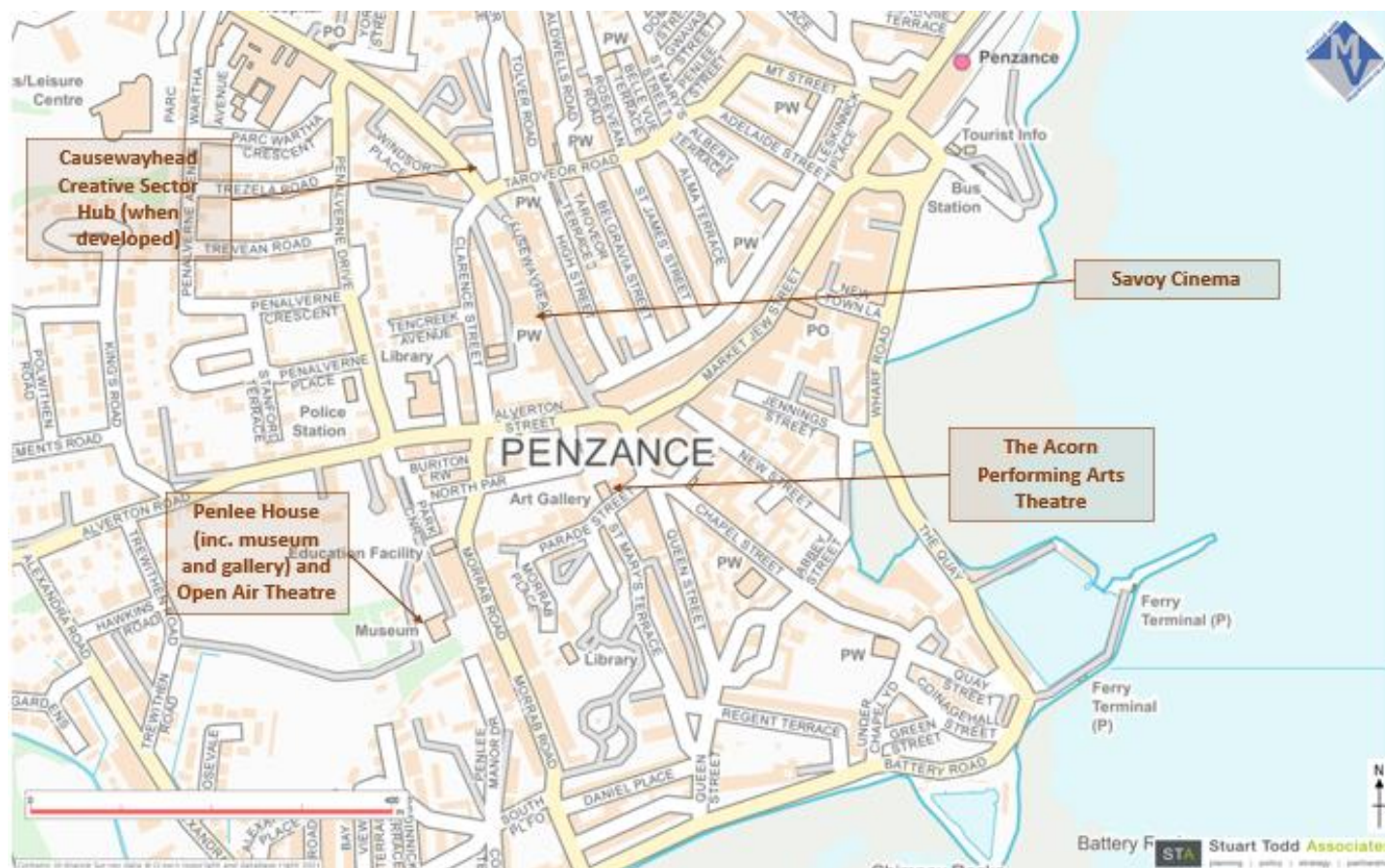
Planning policy can offer some protection of the buildings which host such provision, largely by identifying those which can be considered as a community or public asset. In Penzance these are Penlee House (including the Gallery and Museum), The Acorn, Savoy Cinema and the Penlee Park Open Theatre.

While policy cannot prevent changes of use in perpetuity, it can put in place criteria which seek to prevent loss by fully considering other options in the first instance, such as Policy PEN12 below. When developed, the Causewayhead Creative Sector Hub will also fall into this category.

Other, commercial operations, such as art galleries which sell art and probably fall into a use class with other retail uses, are very likely to be subject to permitted development rules which allow changes of use, and therefore could not be adequately protected by policy.



Map 19: Location of Penlee House, Savoy Cinema, The Acorn, and Penlee Park Open Air Theatre



**Policy PEN11: Protecting Facilities which support the Creative, Arts and Culture Sectors in Penzance**

Penlee House (including the museum and gallery), Penlee Park Open Air Theatre, Savoy Penzance Cinema and The Acorn Performing Arts Theatre (identified on Map 19) are key facilities which support the creative, arts and cultural sectors in Penzance and will be protected from loss through redevelopment or change of use. Proposals for the improvement or extension of these facilities for their primary use (which require planning permission) will be supported where they have no adverse impact on the amenity of neighbouring residents or uses.

**Policy PEN12: Penzance (Wherry Town and Waterfront) Local Development Site Supplementary Briefing Note (Mixed-use)**

*Justification*

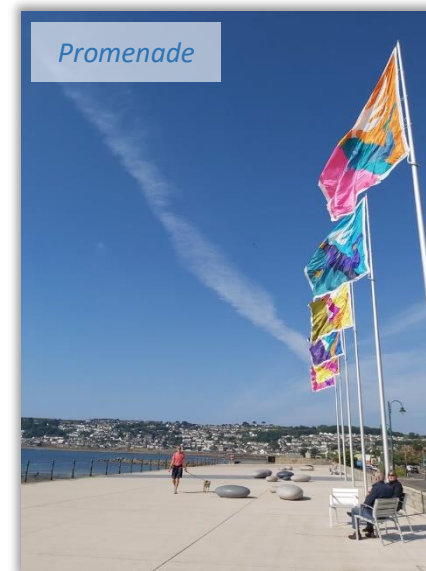
The principle established in the Housing section of this Plan of providing supplementary “briefing notes” in relation to the detail of appropriate development on sites allocated in the Cornwall Site Allocations Development Plan Document (CSADPD) is mirrored here for the mixed-use site at Wherry Town (DPD Policy PZ-M3). Since adoption of the CSADPD in 2019, circumstances have altered due to the impact of COVID-19 and changes in the local economy. The site is also identified as Project F in the Penzance Town Investment Plan.

The allocation policies in the DPD cannot be changed, and this Plan does not seek to do that. Policy PEN12 is complementary to the requirements in the DPD and simply introduces a need to take into account additional and updated information and local knowledge when schemes are brought forward by developers and when applications are being considered by Cornwall Council. The allocation policy for this site is reproduced for ease of reference in Appendix 9.

The policy is designed to ensure that local community knowledge and aspirations are reflected in shaping the way development of the allocated site is delivered. It signposts a supplementary local briefing note (captured below) that acts as additional guidance to elaborate local aspects which should feature in development proposals; these are additional to the policy requirements set out in the CSADPD, and to other relevant policy requirements in this Neighbourhood Plan. Proposals for development on the allocated sites in the CSADPD will be expected to take full account of the objectives of this Plan and the supplementary briefing notes relevant to the site.

***Briefing Note P1: Wherry Town (CSADPD PZ-M3)***

- This site sits at the western end of Penzance promenade and is of strategic importance to delivering the Investment Strategy for Penzance Town Centre and Waterfront. The strategy for the Waterfront envisages that the Promenade will be an integral part of the Mount’s Bay Maritime Park and (with Jubilee Pool at one end and a skate park, tennis courts, playground, bowling green, outdoor gym, basketball court and Bolitho Gardens along its length) will become a vibrant zone for leisure and sporting activities, supporting the development of indoor and outdoor leisure and activity facilities as well as seasonal pop-up structures along the Promenade. Recent investment in the Jubilee Pool and improvements along the promenade represent significant steps towards achieving that vision. The Wherry Town site provides an important opportunity in delivering the Strategy further, and in linking the waterfront with other existing recreational facilities such as the boating pool and rugby grounds.



**Policy PEN12: Penzance (Wherry Town / Waterfront) Local Development Site Supplementary Briefing Note (Mixed-use)**  
**Development proposals should take into account supplementary briefing note P1 when responding positively to the allocation policy.**

## 6.5 NEWLYN

### 6.5.1 Context

Newlyn is one of 4 distinct and separate but connected settlements which wrap around Mount's Bay. Although small in size with a population of around 4,500, it is important as a fishing town, being one of the largest fishing ports in the UK.

The heart of the village is linear and runs from the edge of the harbour on the Strand round to the bridge over the river on the New Road (which connects Newlyn to Penzance). It is a busy place with a strong working community and with public spaces, leisure venues and shops.

Newlyn's traditional centre is a tightly packed environment with granite cottages interspersed with businesses. So small areas of green space within the village are important to allow residents to take a moment to pause, use for leisure activities or appreciate the views afforded by them.

The harbour has always defined Newlyn's built form. The original settlement grew around the old harbour along the shoreline and up the hillside towards Gwavas. The expansion of the harbour in the 19th Century led to substantial growth of the village and a defined road (New Road) which connected it to Penzance. The built form continues to grow up the hillsides around the village. These clusters of cottages and 19th century villas interspersed with chapels architecturally define Newlyn. Heritage assets are intertwined into the fabric of Newlyn. Of particular note are the Old Iceworks opposite the harbour, the Pilchard Works in The Fradgan, St Peters Church in the Coombe, and the many Methodist chapels. Some aren't particular buildings, but joyful elements of the built environment: views down the lanes to the sea or hidden netlofts and courtyards.

The harbour has ambitions to grow, with recent ongoing investment to modernise services and facilities. The harbour is pivotal to the community of Newlyn, many residents either work directly in the fishing industry or provide services connected with it.

*Policies in this section:*

*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*

*NEW8: Penlee Quarry (Pippoon 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 Fishermen's Mission*

*NEW15: Protecting Facilities which support the Creative, Arts and Culture Sectors in Newlyn*

*NEW16: Boathouse Storage for Gig Rowing*

*NEW17: Protecting the Village Centre Retail Core*

The sea has historically been a source of income for the inhabitants of Newlyn. Since the arrival of trains in the 19th Century its role has changed, with the sea around Newlyn being a source for inspiration to artists, a destination for leisure boats and a recreational space for swimming, gig rowing and kayaking.

Newlyn has a vibrant strong social heart with community-based venues and events. The annual raft race provides an opportunity for a diverse range of community groups and businesses to come together and get very wet!! Newlyn has a strong sense of community which is apparent in daily life; residents, businesses, formal groups (sparkellez, rainbows), informal (artists).

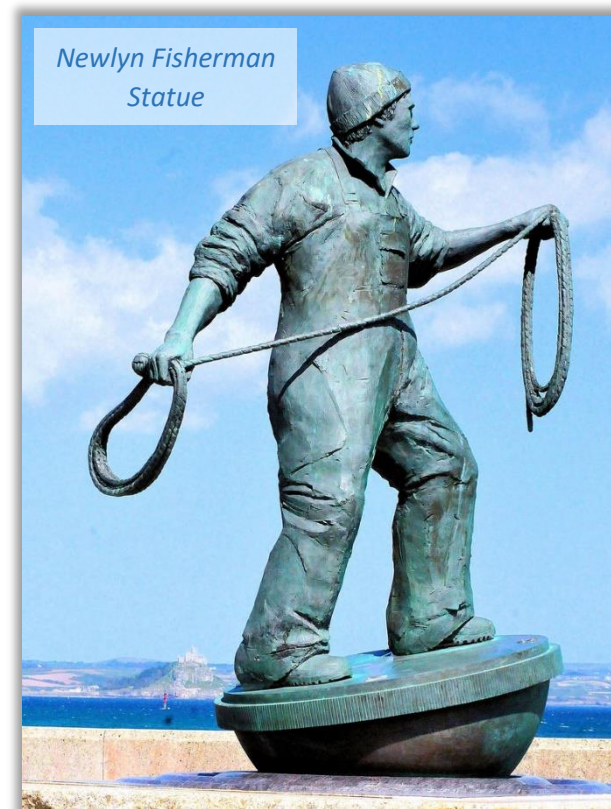
Art continues to be an integral part of Newlyn, with the Newlyn Art Gallery, Newlyn Art School and several private galleries within the village. Nothing says how connected fishing, the sea and art are more than the Fisherman statue that commemorates the great losses at sea Newlyn has experienced, but welcomes visitors as they arrive in Newlyn along the prom or through the narrows by sea. Fishing and the village have been the inspiration for artists, for example, the Newlyn School in the 19th Century which so wonderfully captured life in the village. In the 20th and 21st centuries the town and landscape surroundings continue to inspire those artists who lived and live here.

The community of Newlyn's traditional relationship with the sea is extraordinarily strong, but it is becoming a diverse economic community with many micro businesses making and providing services including Copper Works, a cheese shop and the Newlyn Film House along with the more traditional support for the fishing industry.

Tourism, which provides a substantial boost to the local economy, has been a part of life in Newlyn since the arrival of trains at Penzance in the 19th Century. Over the last decade this has expanded substantially and (post-COVID) exponentially. Holiday makers staying in the village and local area are using the local cafes, restaurants and shops. The village has therefore become a holiday destination, which is a mixed blessing. Cottages that once housed fishing families have been sold to provide holiday lets and second homes. This has created a substantial issue with housing in Newlyn, with families unable to find suitable accommodation to allow them to remain in the village.

With the popularity of Newlyn and Mount's Bay increasing over recent years, so has the level of traffic either flowing through or stopping in the village. This has created concerns for residents and businesses alike with safety, traffic flow and parking. The community would like to see reduced pressure on existing parking through the provision of parking outside of the village and defined pedestrian routes and signage for visitors. This it is hoped would free up short stay parking in the village for residents to use in the village centre.

The use of bicycles has increased and should be encouraged. There are good safe cycle routes from Penzance past Newlyn Green and from Sandy Cove out towards Mousehole – but less so within Newlyn itself where cyclists and pedestrians clash with vehicles from the Harbour and travelling through the village.



Newlyn Fisherman  
Statue

Newlyn possesses a unique, even enviable, atmosphere and culture by virtue of its history, both industrial and artistic. Changes in the village need to be sensitive to this and not undermine it.

### 6.5.2 Key Objectives

Within this context and to help deliver our Vision, the key objectives for this theme, which inform our planning policies are:

#### *Foster the sense of community*

- enhance and support development of community facilities and assets;
- help sustain and grow the creative, cultural and arts sectors by protecting existing assets and facilities and supporting improvements to them;
- help ensure that Newlyn is a place where people who choose to do so can live AND work;
- retain and develop a mix of businesses and industry providing widespread employment options; and,
- explore ways of providing employment as well as leisure options for residents against the backdrop of some declining historic industries and sectors.

#### *Make the environment safer*

- improve transport, cycling and pedestrian infrastructure;
- better manage roads and traffic, including restrictions on parking and accommodating the needs of traffic and parking in the future; and,
- reduce pollution from traffic in the village.

#### *Future-proof buildings and infrastructure*

- take advantage of existing buildings through regeneration and reuse, and find innovative ways to make better use of them;
- seek to ensure that new buildings respect their setting;

Figure 4: Newlyn Vision



- consider the mix of residential and holiday housing to better reflect and help address local needs, supply and demand;
- address the loss and absence of a permanent Post Office, which disadvantages residents and businesses alike.

### 6.5.3 Achieved by

- Realise regeneration and redevelopment objectives through work between key stakeholders including Penzance Town Council, Cornwall Council, Newlyn Pier and Harbour Commissioners and land and building owners;
- Making the best use of publicly owned assets to deliver key objectives;
- Private and public sector investment with additional funding contributions through Section 106 and Community Infrastructure Levy; and,
- Application of the policies in this Plan.



### 6.5.4 Policies

Our planning policies seek to provide a positive framework that enables Cornwall Council, as the Local Planning Authority, to make planning decisions which take the Parish's context, key objectives, and overall and community visions fully into account. The policies for this theme follow.

#### **Policy NEW1: Newlyn Transport, Accessibility, Regeneration and Public Realm Plan**

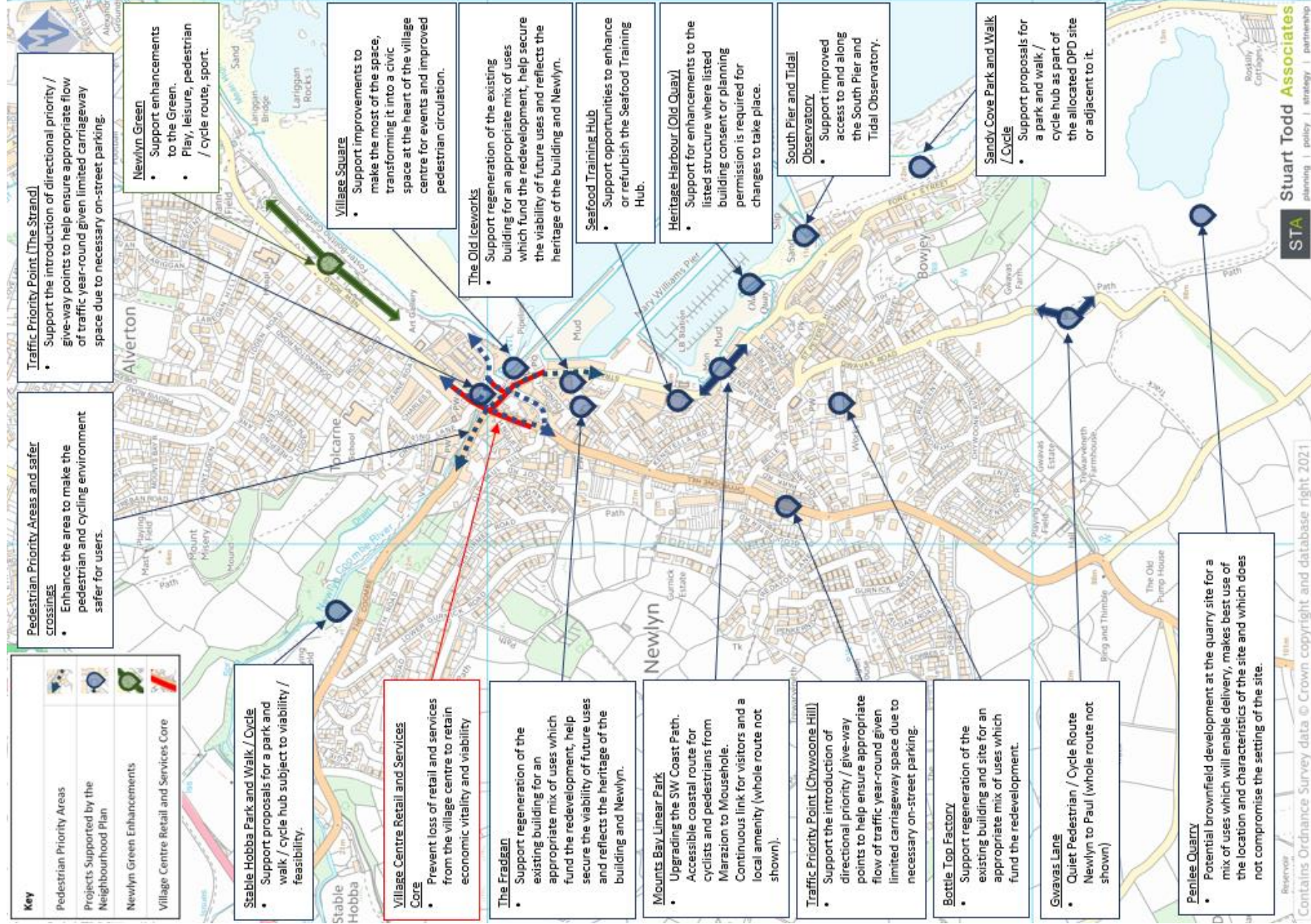
##### *Justification*

Map 20 below sets out a package of environmental enhancements to improve the public realm and promote safe travel by foot, bicycle and car, along with regeneration projects which make the most of Newlyn's stunning setting and rich cultural history as a major fishing port. These projects and proposed measures will benefit Newlyn's residents, the village centre, and the visitor experience. They will help to sustain and improve the local economy, the quality of life for residents and the "offer" to visitors to the village. This Plan provides a set of policies below which will support and help to deliver the projects. Not all of the projects identified in Map 20 will require planning permission, and so not all of them have a corresponding policy. It is likely that it will be a combination of policies and actions which will deliver the proposed changes. Policy NEW1 fits alongside the Cornwall Council Local Cycling and Walking Infrastructure Plan (LCWIP) for Penzance and Newlyn<sup>187</sup> which sets out a long-term approach to developing local cycling and walking networks.

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<sup>187</sup> See <https://www.cornwall.gov.uk/transport-parking-and-streets/sustainable-transport/active-travel-walking-and-cycling/#plan>

Map 20 Newlyn Transport, Accessibility, Regeneration and the Public Realm Plan



**Policy NEW1: Newlyn Transport, Accessibility and the Public Realm Plan**

**1. Measures and schemes which deliver or support the enhancement of the regeneration, connectivity and accessibility projects identified on Map 20, the Penzance Local Cycling and Walking Infrastructure Plan and the Cornwall Council Local Transport Plan, will be supported.**

**2. Development proposals within or relating to the village centre must:**

- i) consider and, where feasible, contribute towards, the delivery of such measures and schemes;**
- ii) demonstrate that accessibility by walking, cycling and mobility aids has been considered and where feasible, embedded into their design;**
- iii) where relevant, encourage and support sustainable travel links to and within the village by providing supporting infrastructure such as secure and covered cycle storage, electric bike and motor vehicle charging points and clear and convenient information which offers clarity to visitors and residents about the different options for travel, both in terms of mode and destination; and,**
- iv) where relevant, demonstrate how they maintain access by commercial vehicles to and from the working harbour.**

**Policy NEW2: Stable Hobba and Sandy Cove Park and Walk / Cycle Hubs**

*Justification*

The community vision highlighted support for park and cycle / walk hubs to alleviate pressure on parking in the village centre, particularly during the summer season. Two sites have been identified as possible locations, which would require work on feasibility and viability as well as detailed designs prior to planning approval being sought. Policy NEW2 provides a supportive policy framework to help enable delivery. It sets out a range of criteria which proposals for the facilities should fulfil, including ensuring net zero carbon emissions associated with the development of the site and their operation.

It will be important for any proposals for park and walk / cycle hubs to fit with the plans for the two allocated employment sites in Newlyn at Stable Hobba (DPD Policy EZ-E2) and Sandy Cove (DPD Policy PZ-E3). In doing so proposals should take into account policy NEW5: Newlyn Local Development Site Supplementary Briefing Notes (Employment) and, in particular, Briefing Note N1 in this Plan.

**Policy NEW2: Stable Hobba and Sandy Cove Park and Walk / Cycle Hubs**

- 1. Development proposals which deliver or support the delivery of the Stable Hobba and Sandy Cove Park and Walk / Cycle Hubs identified in Map 20 will be supported. The hubs should be exemplars in how such facilities can help to contribute to achieving net zero carbon emissions targets and adapt to and mitigate impacts of both the changing and ecological emergencies.**
- 2. Proposals for the facility should demonstrate, as part of a Planning Statement, that:**
  - i) they complement and do not compromise the proposed development at Sandy Cove allocated in Cornwall Site Allocations DPD Policy PZ-E3;**
  - ii) there is a sustainable, costed, business plan in place, part of which identifies suitable parking charges to be levied on the site;**
  - iii) a full feasibility appraisal has been undertaken to understand fully the infrastructure requirements on the site;**
  - iv) secure and covered electric charge points have been provided for electric bikes to support a community or commercial bike share scheme;**
  - v) secure and covered cycle stands are provided;**
  - vi) electric vehicle charge points are provided and where spaces do not have EV charge points installed initially, the infrastructure is provided to enable future connection to every parking space;**
  - vii) Highways Authority and national parking standards are met with regard to the size of vehicle parking spaces;**
  - viii) LTN1/20 Cycle Infrastructure Design guidance has been used in the design on site and connecting to Newlyn (or the most up-to-date equivalent where this is superseded);**
  - ix) low energy lighting is used on the site;**
  - x) opportunities have been taken to generate renewable or low carbon energy on-site, to help achieve a site which operates on a basis of meeting net zero carbon emissions from its operation;**
  - xi) a safe route is provided from the site to Newlyn for pedestrians, people with disabilities or mobility impaired, and cyclists; and,**
  - xii) there are no adverse impacts on habitats and ecology and the local amenity enjoyed by nearby uses and residents, or such impacts can be satisfactorily mitigated (for example, noise or light pollution).**

**Should the above elements of a project evolve during the Plan period or relevant guidance referenced is updated, proposals should justify why requirements set out are no longer needed / feasible or have changed.**

...continued >>>>

- 3. The number and type of parking spaces for cars, minibuses / vans, buses / coaches, electric bikes and pedal bikes should be provided to satisfy the business plan and feasibility appraisal.**

**Policy NEW3: Access to the South Pier and Observatory**

*Justification*

The South Pier and Observatory are prominent historical assets in the harbour. Better use of these could be made through improvements to access to and along the pier. Any proposals for enhancements should respect the heritage value of the assets and the role they have played in Newlyn's history as a working fishing port. At the same time, any improvements which provide better access for the public should ensure that they are safely accessed and do not compromise their role as part of the working harbour.

**Policy NEW3: Access to the South Pier and Tidal Observatory**

**Development proposals which deliver, support the delivery of or improve the quality and safety of access to and along the South Pier and Tidal Observatory, which require planning permission, will be supported where they demonstrate how they:**

- i) complement and do not compromise the proposed development at Sandy Cove allocated in Cornwall Site Allocations DPD Policy PZ-E3;**
- ii) enhance and have no adverse impact on the heritage value of the South Pier and Tidal Observatory and their setting or mitigate such impacts satisfactorily;**
- iii) do not affect the day-to-day use and operation of Newlyn Harbour as a working fishing port, lifeboat station and leisure craft mooring; and,**
- iv) have been developed jointly with and subject to early consideration by the Newlyn Pier and Harbour Commissioner.**

### **Policy NEW4: Parking for Residents at Chywoone Hill**

#### *Justification*

Local consultation has identified a need for residents' parking to serve dwellings on Chywoone Hill. The hill is a known point of congestion with most houses not having off-street parking. If land in close proximity to the dwellings on Chywoone Hill becomes available for dedicated residents' parking, Policy NEW4 supports such proposals, subject to criteria to ensure that the provision is realistic in terms of location and its impact on its setting. In addition to this proposal, Map 20 above also identifies a highway project to introduce traffic priority / give way points on the hill to mitigate congestion and queueing, particularly during the summer season. This is likely to be needed with or without provision of residents' parking as supported in Policy NEW4.



### **Policy NEW4: Parking for Residents at Chywoone Hill**

- 1. Development proposals for additional off-street and dedicated parking spaces for residents on and around Chywoone Hill will be supported where there is no adverse impact on the following (or such impacts can be satisfactorily mitigated):**
  - i) noise;**
  - ii) amenity enjoyed by neighbouring residents and nearby uses;**
  - iii) light pollution.**
- 2. Proposals should:**
  - i) be in a location in close enough proximity to dwellings on Chywoone Hill to ensure that the dedicated spaces will be used by residents throughout the year;**
  - ii) be developed in partnership with the local community to ensure that the residents' needs are addressed;**
  - iii) demonstrate how they have taken into account and fulfil other relevant policy requirements in this Plan; and,**
  - iv) take into account the most up-to-date relevant Highways Authority and Local Planning Authority guidance on parking design and infrastructure requirements.**

**Policy NEW5: Newlyn Local Development Site Supplementary Briefing Notes (Employment)**

*Justification*

The principle established in the Housing section of this Plan of providing supplementary “briefing notes” in relation to the detail of appropriate development on sites allocated in the Cornwall Site Allocations Development Plan Document (CSADPD) is mirrored here for the two allocated employment sites in Newlyn at Stable Hobba (DPD Policy EZ-E2) and Sandy Cove (DPD Policy PZ-E3). Since adoption of the CSADPD in 2019, circumstances have altered due to the impact of COVID-19 and changes in the local economy.

The allocation policies in the DPD cannot be changed, and this Plan does not seek to do that. Policy NEW5 is complementary to the requirements in the DPD and simply introduces a need to take into account additional and updated information and local knowledge when schemes are brought forward by developers and when applications are being considered by Cornwall Council. The allocation policy for these sites is reproduced for ease of reference in Appendix 9.

The policy is designed to ensure that local community knowledge and aspirations are reflected in shaping the way development of the allocated sites is delivered. It signposts a supplementary local briefing note (captured below) which acts as additional guidance to elaborate local aspects which should feature in development proposals; these are additional and complementary to the policy requirements set out in the CSADPD, and to other relevant policy requirements in this Neighbourhood Plan. The policy and briefing notes provide the appropriate support to the local economy moving forward in changing times.

***Briefing Note N1: Stable Hobba (CSADPD PZ-E2) and Sandy Cove (CSADPD PZ-E3)***

- The fishing industry is in a state of unprecedented uncertainty. The ability of Newlyn’s fishing and/or business community to manage that is crucial to the future success of Newlyn as a significant fishing port. It is the strategic vision of the Newlyn Harbour Commissioners that developments in Newlyn are focused on increasing the value added/fish landed which is retained in the local economy.
- A first step in this respect is a new training facility funded through the Government’s Town Deal which will support business diversification and encourage more sustainable practices. Developments at Stable Hobba and Sandy Cove should accord with this strategy, providing affordable small business units and spaces that are well-designed, reflecting local character and the setting of the sites.
- At Sandy Cove, opportunities should be taken to improve the pedestrian and cycling environment and infrastructure within and through/adjacent to the site to introduce safe routes. Proposals are encouraged to include a park and walk/cycle facility on the site (and/or adjacent to it).
- Development of Sandy Cove (employment site PZ-E3) should provide expanded marine engineering facilities and premises for established and start-up marine related businesses

**Policy NEW5: Newlyn Local Development Site Supplementary Briefing Notes (Employment): Stable Hobba and Sandy Cove**

The Cornwall Site Allocations Development Plan Document (DPD) allocates employment development sites. To supplement criteria and requirements set out in policies in the DPD, advisory supplementary briefing notes have been developed to give proposals for those sites further direction with regard to meeting the objectives of this Plan. Development proposals should take into account supplementary briefing note N1 when responding positively to the allocation policies.

**Policy NEW6: The Old Bottle Top Factory**

*Justification*

The Old Bottletop Factory is a key brownfield site in Newlyn which could be regenerated for a mix of uses. The site is known to have some contamination issues which would be likely to require remediation at significant cost. This means that the development of the site is likely to need an element of housing or flats to help pay the costs for the redevelopment of the site overall. Policy NEW6 supports the site's redevelopment where it comprises a mix of uses which are appropriate, viable and feasible in this location. However, it also recognises that residential only development may be necessary if remediation of the site would otherwise make other uses unviable.

**Policy NEW6: The Old Bottle Top Factory**

Development proposals for The Old Bottletop Factory site will be supported where they are for a commercial or mixed use development, or for residential use, where the proposal would result in the remediation of the site.

**Policy NEW7: Enhancements at Newlyn Green**

*Justification*

Newlyn Green is seen as an essential recreational space on the waterfront at Wherrytown, and linking Newlyn and Penzance. The space is already very well used by residents and visitors alike and offers facilities such as a bowls club, playground and an extensive green. There are ambitions to increase the number and variety of leisure and recreation uses in the area to maximise use by residents and visitors. Well-designed spaces in this type of location can prove important to improving time spent on outdoor recreation activities and general health. Options for the site include (but are not limited to) a mix of: a children's water play or splash pad area, trim trail and play route, additional / improved play areas (for all ages) and a seasonal café and picnic area. The local floral group are very active in the area and have enhanced and improved the area through biodiverse site-specific planting. Proposals should respect and enhance the work already undertaken to increase the attractiveness of the space through planting, and increase biodiversity through planting of hardy coastal species which can cope with the changing climate and minimise ongoing maintenance costs.

**Policy NEW7: Enhancements at Newlyn Green**

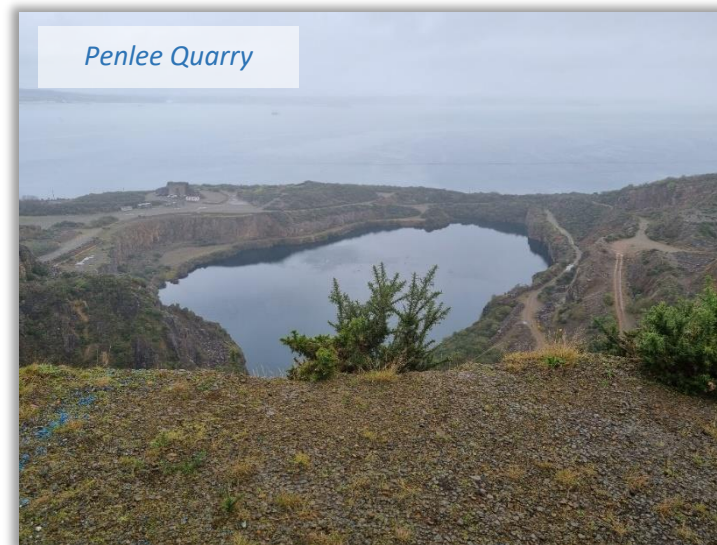
1. Development proposals at Newlyn Green which deliver or support the delivery of enhancements to the existing facilities and spaces or provide an increase in the leisure and play offer will be supported where they are for one or more of the following facilities:
  - i) Children’s water play;
  - ii) Trim trail and play route;
  - iii) Seasonal café, toilet facilities and picnic area; and,
  - iv) Improved playspace / playground.
2. Proposals should also facilitate or support planting of appropriate hardy seashore species on the site where feasible, and meet any relevant requirements of the other policies in this Plan.

**Policy NEW8: Penlee Quarry (Pippon Lagoon)**

*Justification*

Penlee Quarry is a large (approx. 40ha) coastal quarry just south of Newlyn that was worked under various ownerships from the late 1880s until its closure for a range of reasons in the early 1990s. The material formerly quarried at the site, dolerite, is a dark blue-grey igneous rock of very high crushing strength, the main demand for which was base and sub-base road stone. Most was exported by sea from Newlyn to various north European countries. There are considerable permitted reserves remaining. When the quarry was fully operational, overburden and waste rock was dumped at various off-site locations, including the low artificial hill immediately to its west and two nearby former wetland/willow woodlands, which were largely or completely obliterated.

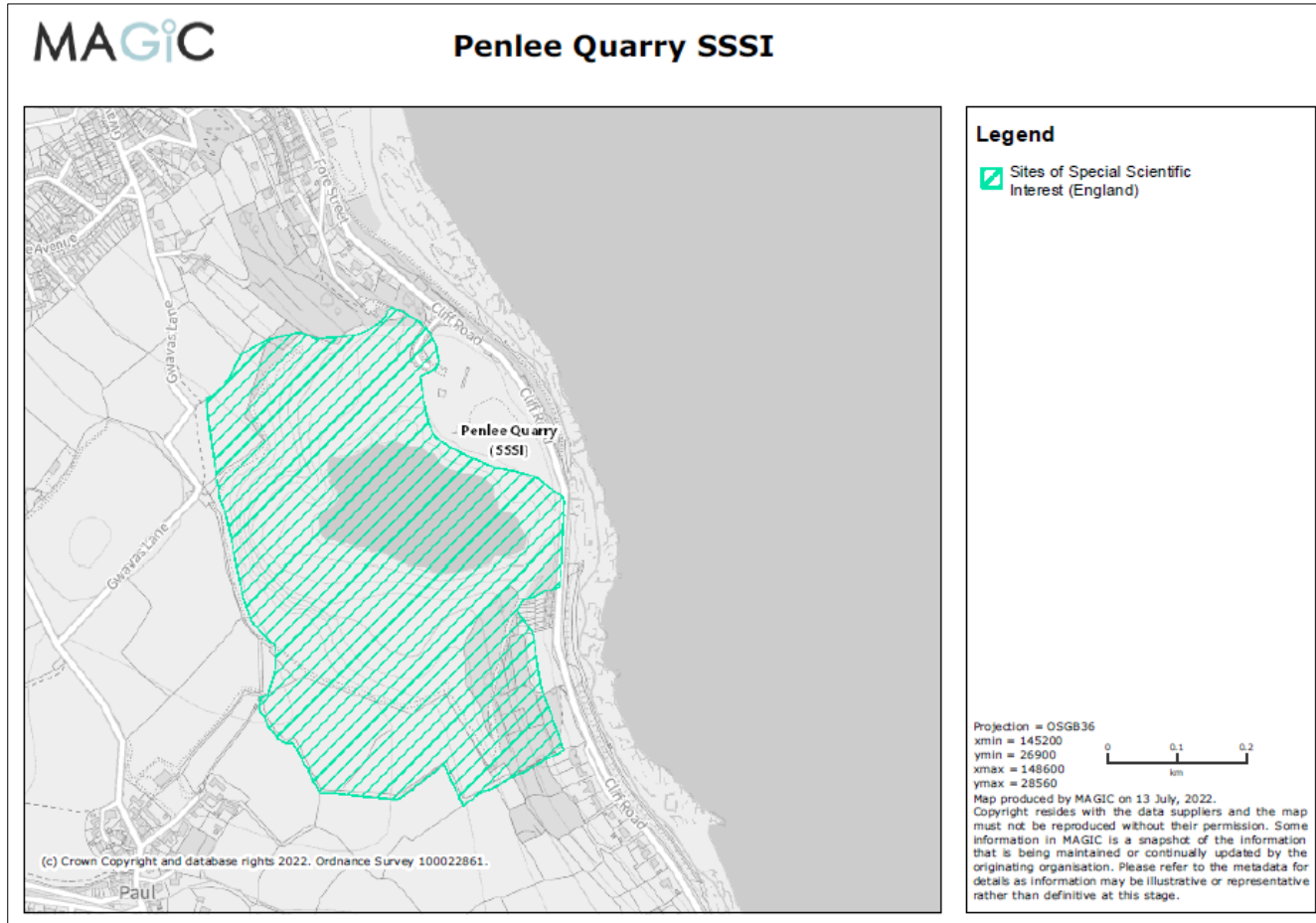
Topographically the site now essentially comprises the large steep-sided excavated basin with central freshwater lake (‘Pippon lagoon’). Discontinuously surrounding the basin is a good deal of peripheral, gently sloping, unworked ground especially in the south. The cliffs on the western and southern sides of the basin are generally steeper than elsewhere and also ‘benched’. Recent work by the site owners has included the construction of a new



entrance, erection of secure boundary fencing and surveillance cameras and subsurface investigation inside the quarry.

In 1997, the quarry was designated a Site of Special Scientific Interest (SSSI) because of its geology, in particular the various types of mineralization present. The actual area covered by the SSSI includes not only the often steep, heavily worked, central parts of the site but also a good deal of peripheral, gently seaward-sloping ground not quarried, especially in the south. The site is therefore clearly a sensitive location for any development to take place.

Map 21: Penlee Quarry Site of Special Scientific Interest (SSSI)



Source: MAGIC Online mapping, Natural England, <https://magic.defra.gov.uk/MagicMap.aspx>

Within the past 20 years or so, pre-application plans for proposed development have been made, with at least two public presentations. The latter have engendered both strong local support and strong opposition.

Correspondence in 2018 between Cornwall Council Planning and consultants acting for the owners relating to a pre-application make it clear that to proceed to full application stage a great deal more information/research would be required on a range of issues including:

- Mineral aspects;
- Highways/traffic impacts;
- Local housing requirements;
- Visual impacts;
- Drainage issues;
- Local residents impacts; and,
- Effects on terrestrial and marine ecology.

While opportunities for change at the quarry exist, any proposals which do come forward would have to be designed so as not to harm the quarry's value as a SSSI. There are numerous other factors, outlined above, which would need to be satisfactorily resolved for any development to be found acceptable.

Any plans for change at the quarry will divide opinion in the local community and this Plan neither supports or opposes the regeneration of the quarry. The policy set out below provides a series of tests and criteria which would need to be fully satisfied for any proposals to be found acceptable. These are in addition to the requirements of policies in the adopted Local Plan and any concerns, for example, that statutory agencies such as Natural England, Historic England and the Environment Agency may have.

**Policy NEW8: Penlee Quarry (Pippon Lagoon)**

**Development proposals which make best use of the Penlee Quarry (Pippon Lagoon) through a mix of leisure, recreation, marine and housing should demonstrate, through a Planning Statement and/or Design and Access Statement, that:**

- i) they protect the factors of and reasoning for the site's designation as an SSSI;**
- ii) they maintain and enhance flora & fauna and provide net gains in biodiversity on-site and have no adverse impact on the biodiversity within the site's setting;**
- iii) they have an element of on-site affordable housing;**
- iv) they have no adverse impact on the landscape setting of the site with no part of the development is visible from Paul village or the surrounding area;**

...continued >>>>

- v) they have no adverse impact on the amenity enjoyed by local residents, including, but not limited to noise, light pollution and visual impact; and,
- vi) the materials and design of the development take fully into account its setting within the quarry and its visibility across Mount's Bay, use natural local materials (for example, granite, slate, timber), represent innovative design and celebrate the quarry's heritage.

**Policy NEW9: The Heritage Harbour (Old Quay)**

*Justification*

The heritage harbour (old quay) forms a key component of Newlyn's rich history and identity. There is local support through the Newlyn Fish Trust for the quay to be enhanced as part of the Newlyn Fish Centre<sup>188</sup>. This Plan supports enhancements to the historic quay and access to it where its status as a key heritage asset and listed structure is respected and enhanced.

**Policy NEW9: The Heritage Harbour (Old Quay)**

**Development proposals, which require listed building consent and/or a planning application, for improvements to the Grade II\* Old Quay Heritage Harbour will be supported where they demonstrate that they do not harm, but protect and retain the heritage value and significance of the structure and its setting.**

**Policy NEW10: The Village Square**

*Justification*

With a growing retail and service core in the centre of the village, and an interest in establishing a central area for events and increased pedestrian circulation space, the area around the war memorial at the convergence of The Strand, Jack Lane and Newlyn Pier could form an attractive pedestrian priority civic space where events could be held. This would not mean any permanent closure of the roads which pass through; instead, environmental enhancements could redesign the area to ensure that pedestrians have a useable and safe attractive space at the heart of the village centre. This "village square", and any works required to bring it about, are supported. Proposals may also include temporary closures to the Pier access road for specific events and occasions, although this would not be controlled through planning requirements. Any proposals for enhancements should be developed in partnership and shared with the community and Newlyn Pier and Harbour Commissioners to ensure that they take full account of the access arrangements required to maintain a working pier.

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<sup>188</sup> See <https://newlynfishtrust.org.uk/former-ice-works-newlyn/> for further information.

**Policy NEW10: The Village Square**

Development proposals which provide a “village centre” as a civic and events space at the convergence of The Strand, Jack Lane and Newlyn Pier will be supported where they demonstrate that they:

- i) are designed to enable safe pedestrian and cyclist access into, from and within the area;
- ii) are developed in partnership with the Newlyn Pier and Harbour Commissioners; and,
- iii) consider how temporary closure of access to the Newlyn Pier via this secondary route, if still operational at the time of planning application, could be introduced for specific days, times or events, without compromising the main use of the Pier and access by the fishing industry.



*The War Memorial at the Convergence of The Strand, Jack Lane and Newlyn Pier*

### **Policy NEW11: The Old Iceworks**

#### *Justification*

The former (Old) Iceworks in Newlyn has a rich history and is a valued part of Newlyn heritage. The building occupies a prominent location on the former waterfront of the historic working Newlyn fishing port. It now sits opposite the Newlyn fish market. The building lends itself to hosting opportunities to enhance the heritage and cultural offer to both residents and visitors alike. It is one of the key areas of interest and focus being championed) as part of a wider “Newlyn FISH Centre Experience” by the Newlyn Fish Trust (the Trust), who are actively supporting its redevelopment<sup>189</sup>.

The main challenge on the site will be to find a mix of uses which support (fund) both regeneration of the whole site and help ensure the viability of any future community-run facility in the long term such as a museum, educational and events space and associated facilities envisaged by the Trust.

A business case should be part of the proposal for regeneration, and proposals should look to utilise the side frontage onto Keel Alley without compromising (and instead enhancing) its primary use and quality as a greenspace.

Regeneration of this building could take place as part of a package of other linked improvements, some of which are also set out in this section of the Plan and are highlighted by the Trust in their continuing work.

Policy NEW11 provides support for such changes to be brought about on the site.



### **Policy NEW11: The Old Iceworks**

**1. Development proposals for regeneration of The Old Iceworks which help to bring the building back into an appropriate use will be supported where they demonstrate that they:**

- i) are comprised of an appropriate, viable and feasible mix of community, heritage, cultural, visitor, leisure and/or café uses which reflect the historic use of the building;**
- ii) protect and enhance the heritage value of the building, its character and its setting;**

...continued >>>>

<sup>189</sup> See <https://newlynfishtrust.org.uk/former-ice-works-newlyn/> for further information and the Trust’s full aspirations for the building and the wider Newlyn FISH Centre.

- iii) are underpinned by a business case which demonstrates long-term viability of the uses proposed; and,
  - iv) make best use of the side frontage onto Keel Alley at ground level, integrating public use of the building with enhancements to the open space.
2. Residential units will be supported as part of the redevelopment only if they are required to ensure the viability of the redevelopment of the building.

**Policy NEW12: The Fradgan**

*Justification*

The Old Pilchard Works building, The Fradgan is a historic building which was at the heart of Newlyn old town. Significant investment is likely to be required to regenerate the building, with its heritage value needing to be protected as part of any scheme. Policy NEW12 provides support for regeneration of this important building, looking to support a mix of uses which both protect its heritage value and uses which may be needed to help fund and make viable the regeneration of the building overall.

- Policy NEW12: The Fradgan**
- 1. Development proposals for regeneration of The Old Pilchard Works, Fradgan which help to bring the building back into an appropriate use will be supported.
  - 2. Proposals should be comprised of an appropriate and feasible mix of community, heritage, cultural, leisure, office and/or café uses which reflect the historic use of the building.

**Policy NEW13: The Seafood Training Hub Facility**

*Justification*

Supporting the fishing sector and industry in Newlyn, the Seafood Training Hub<sup>190</sup> is a valuable venue for the local economy and community, but is housed in a building which could benefit from further improvements (it was last refurbished in 2013) or replacement during the Plan period. Policy NEW13 provides support for improvements to the building, redevelopment on the current site or relocation to a new location for a new facility providing the same, or enhanced, training service, with associated uses.

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<sup>190</sup> See <https://www.seafoodcornwalltraining.co.uk/training-hub/> for further information.

**Policy NEW13: The Seafood Training Hub Facility**

1. Development proposals for improvements to or redevelopment of the Seafood Training Hub (which require planning permission) will be supported where the existing use is maintained and facilities enhanced to support the main use, unless the existing use has become unviable and this can be demonstrated following an active marketing period of at least 9 months. Proposals should be of a design and scale appropriate to the site, neighbouring buildings and enhance the character of its setting.
2. Proposals for the relocation of the Seafood Training Hub facility will be supported.



**Policy NEW14: The Fishermen's Mission**

*Justification*

The Fishermen's Mission used to occupy a building opposite the War Memorial in Newlyn<sup>191</sup>. The charity running the service had to sell the building in 2015 due to running costs, and so policy NEW14 provides planning support for provision of a new facility to accommodate this important local charity and service.

**Policy NEW14: The Fishermen's Mission**

Development proposals which provide a new facility for the Fishermen's Mission will be supported.



<sup>191</sup> See <https://www.bbc.co.uk/news/uk-england-cornwall-32928007> for news article about its closure.

**Policy NEW15: Protecting Facilities which support the Creative, Arts and Cultural Sectors in Newlyn**

*Justification*

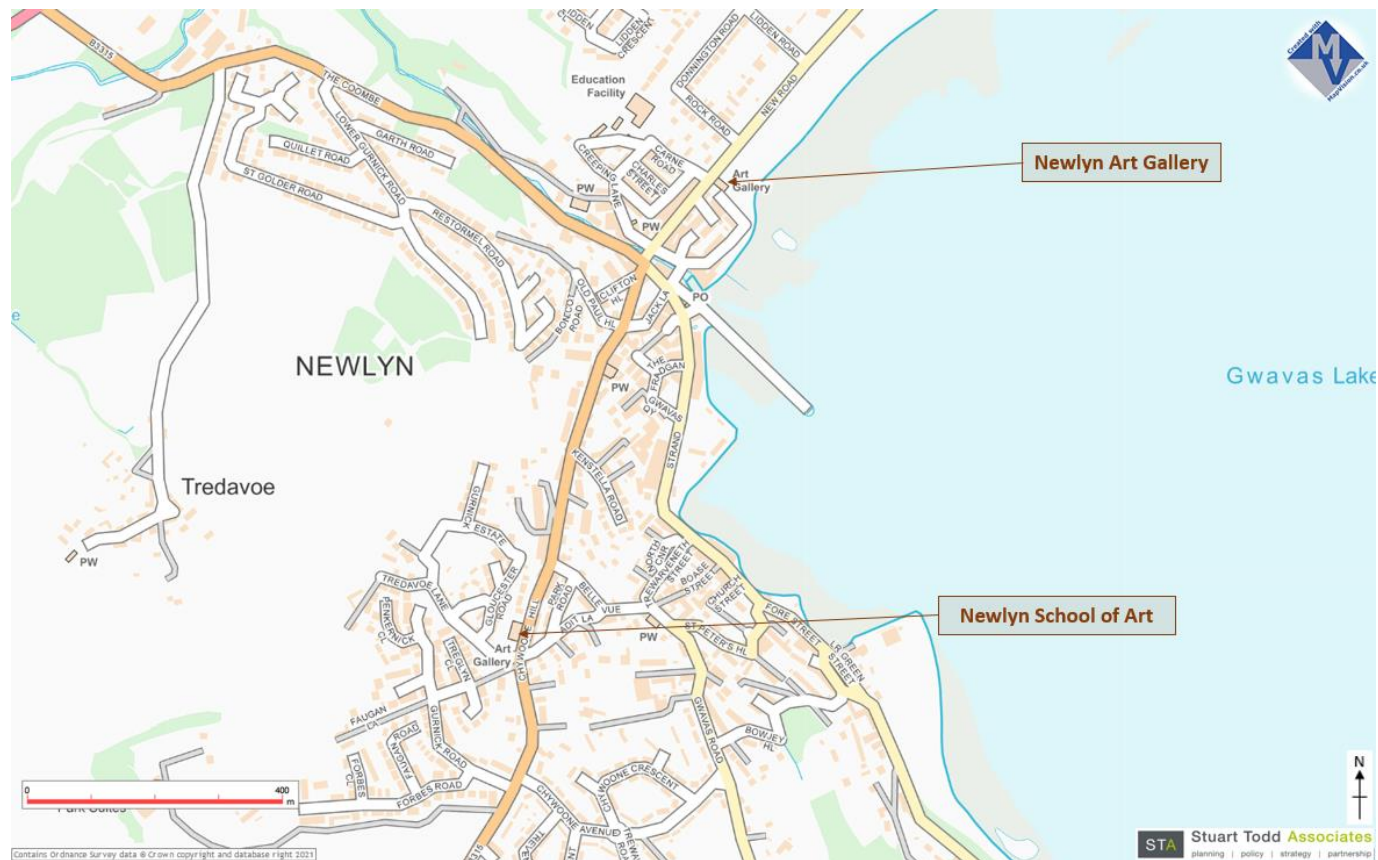
The Plan sets out (in the Economy section) the role and importance of the cultural, arts and creative sectors in the Parish as a whole. Penzance Parish as a whole is fortunate to have a rich and growing cultural, arts and creative industries sector, serving residents, visitors and the local economy as a whole through commercial, heritage, leisure / entertainment and quality of life perspectives.

Planning policy can offer some protection of the buildings which host such provision, largely by identifying those which can be considered as a community or public asset. Policy PEN12 does that in the Penzance context. In Newlyn the cultural, arts and creative sector assets which fall into this category are Newlyn Art Gallery / The Exchange and the Newlyn School of Art. While policy cannot prevent changes of use in perpetuity, it can put in place criteria which seek to prevent loss by fully considering other options in the first instance. Policy NEW15 below seeks to do this.

Other, commercial operations, such as art galleries which sell art and probably fall into a use class with other retail uses, are very likely to be subject to permitted development rules which allow changes of use, and therefore could not be adequately protected by policy.



Map 22: Location of Newlyn Art Gallery / The Exchange and Newlyn School of Art



**Policy NEW15: Protecting Facilities which support the Creative, Arts and Culture Sectors in Newlyn**

**Newlyn Art Gallery / The Exchange and Newlyn School of Art and (identified on Map 22) are key facilities which support the creative, arts and cultural sectors in Newlyn and will be protected from loss through redevelopment or change of use.**

**Policy NEW16: Boathouse Storage for Gig Rowing**

*Justification*

Consultation has identified a need for a boat storage facility on the shoreline for Pendeen Gig Rowing Club. At the present time, the club has to transport boats to a slipway in Newlyn to launch, which is far from ideal. The addition of a storage facility either close to the slipway currently used or at another suitable location is supported. In any areas where such a facility is provided within the jurisdiction area of the Newlyn Pier and Harbour Commissioners, planning permission may not be needed, but where it is required, Policy NEW16 supports such provision to help improve infrastructure for the rowing club and any other storage facilities required for gig rowing elsewhere in the Newlyn area.

**Policy NEW16: Boathouse Storage for Gig Rowing**

**Proposals for a shoreline or harbourside boathouse and/or temporary or permanent storage to support gig rowing will be supported.**

**Policy NEW17: Protecting the Village Centre Retail Core**

*Justification*

In recent years, and despite the impact of the COVID-19 pandemic, the village centre in Newlyn has seen an increase, which has been sustained, in basic grocery shops. This has slowly moved the centre away from a heavily visitor focused offer to one which now better supports the local community in day-to-day grocery shopping needs. This is a pattern of change which the community wishes to sustain in the longer-term and which will help ensure that the local economy, and its diversity, is retained. For this reason and to maintain and support other proposals in this Plan which seek to improve the centre of Newlyn through regeneration and environmental enhancements, Policy NEW17 identifies a “retail and services core”, defined on Map 20, within which changes of use which require planning permission and which do not directly support the retail and services offer will be resisted.



**Policy NEW17: Protecting the Village Centre Retail Core**

- 1. The Newlyn Village Centre Retail and Services Core is defined on Map 20. Proposals for change of use of ground floor retail, employment or commercial business and service units to residential dwellings and holiday let units, which require planning permission, will only be supported where it is demonstrated in a Planning Statement that the following uses, which would continue to help ensure the vitality and viability of the centre, are not viable on the site:
  - i) retail uses;**
  - ii) commercial, business and service uses;**
  - iii) local community uses;**
  - iv) entertainment, cultural and arts uses; or,**
  - v) a combination of the above uses.****
- 2. Proposals should demonstrate that the existing use or another retail use is no longer economically viable through evidence that the site has been actively marketed for a period of a minimum of at least 9 months.**

## 7. GLOSSARY

Term	Meaning
Affordable Housing	<p>Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers), and which complies with one or more of the following definitions: (a) Affordable housing for rent: meets all of the following conditions: (i) the rent is set in accordance with the Government’s rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (ii) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (iii) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent). (b) Starter homes: is as specified in sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household’s eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used. (c) Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households. (d) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to government or the relevant authority specified in the funding agreement. National Planning Policy Framework (July 2021) See <a href="https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary">https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary</a></p>
AGLV	<p>Areas of Great Landscape Value. An area of land which is considered to be of high landscape quality with strong distinctive characteristics which make it particularly sensitive to development. The designation was established under the Town and Country Planning Act 1947.</p>
Ancient Woodland	<p>A woodland which has existed since the year 1600 or earlier.</p>

Term	Meaning
AONB	An Area of Outstanding Natural Beauty is land protected by the Countryside and Rights of Way Act 2000 (CROW Act). It protects the land to conserve and enhance its natural beauty.
Article 4 direction	A direction restricting permitted development rights within a specified area. They are often used in conservation areas to provide protection for things like windows, doors, chimneys, etc.
Biodiversity	The term used to describe the whole variety of life on Earth. It includes not only all species of plants and animals, but also the complex ecosystems they live within. It ranges from species and habitats which are considered commonplace to those considered critically endangered.
Bridleways	Footpaths, but additionally users are permitted to ride or lead a horse or ride bicycles. Horse drawn vehicles are not allowed. Cyclists must give way to pedestrians and horse-riders. Motorcycling is not allowed.
Brownfield	Previously developed land, defined by the National Planning Policy Framework as land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape. See <a href="https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary">https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary</a>
CC	Cornwall Council, which is also the Local Planning Authority with responsibility for planning matters, including determining planning applications and producing the Local Plan.
Change of use	A material change in the use of land or buildings that is of significance for planning purposes, e.g. from retail to residential.
CLT	Community Land Trust. A CLT is a community trust set up to deliver and retain affordable housing for a local community, and by keeping control over the tenure of the housing it delivers it can retain the housing for subsidised rent or purchase for members of the local community in perpetuity. This removes the risk of housing being sold on the open market through the Government’s “right to buy” policy and therefore being lost to the affordable or low-cost housing stock.

Term	Meaning
Community infrastructure levy (CIL)	Allows local authorities to raise funds from developers undertaking new building projects in their areas. Money can be used to fund a wide range of infrastructure such as transport schemes, schools and leisure centres.
Conditions	Planning conditions are provisions attached to the granting of planning permission.
Conservation area	An area of special architectural or historic interest, the character and appearance of which are preserved and enhanced by local planning policies and guidance.
Conservation area consent	Consent needed for the demolition of unlisted buildings in a conservation area.
Cornish Hedges	Stone-clad hedges with an earth core.
Curtilage	The area normally within the boundaries of a property surrounding the main building and used in connection with it.
Design Code	Rules and requirements for the physical development of a site or area. The graphic and written components are detailed and precise, and usually build on an overall design vision or masterplan for a site or area.
Design Guide	A document providing guidance on how development can be carried out in accordance with good design practice, often produced by a local authority with a view to retaining local distinctiveness.
Development	Legal definition is “the carrying out of building, mining, engineering or other operations in, on, under or over land, and the making of any material change in the use of buildings or other land.”
Development management (previously known as development control)	The process of administering and making decisions on different kinds of planning application.

Term	Meaning
Development plan	<p>A document setting out the local planning authority’s policies and proposals for the development and use of land in the area.</p> <p>Evidence base –The evidence upon which a development plan is based, principally the background facts and statistics about an area, and the views of stakeholders.</p>
First Homes	<p>First Homes are a specific kind of discounted market sale housing and should be considered to meet the definition of ‘affordable housing’ for planning purposes. Specifically, First Homes are discounted market sale units which:</p> <ul style="list-style-type: none"> <li>a) must be discounted by a minimum of 30% against the market value;</li> <li>b) are sold to a person or persons meeting the First Homes eligibility criteria (see below);</li> <li>c) on their first sale, will have a restriction registered on the title at HM Land Registry to ensure this discount (as a percentage of current market value) and certain other restrictions are passed on at each subsequent title transfer; and,</li> <li>d) after the discount has been applied, the first sale must be at a price no higher than £250,000 (or £420,000 in Greater London).</li> </ul> <p>First Homes are the government’s preferred discounted market tenure and should account for at least 25% of all affordable housing units delivered by developers through planning obligations.</p> <p>A purchaser (or, if a joint purchase, all the purchasers) of a First Home should be a first-time buyer as defined in paragraph 6 of schedule 6ZA of the Finance Act 2003 for the purposes of Stamp Duty Relief for first-time buyers. Purchasers of First Homes, whether individuals, couples or group purchasers, should have a combined annual household income not exceeding £80,000 (or £90,000 in Greater London) in the tax year immediately preceding the year of purchase. A purchaser of a First Home should have a mortgage or home purchase plan (if required to comply with Islamic law) to fund a minimum of 50% of the discounted purchase price.</p> <p>These national standard criteria should also apply at all future sales of a First Home.</p> <p>See <a href="https://www.gov.uk/guidance/first-homes">https://www.gov.uk/guidance/first-homes</a> for further details.</p>
Flood Risk Assessment (FRA)	<p>An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.</p>
Flood Zones	<p>Created by the Environment Agency to be used within the planning process as a starting point in determining how likely somewhere is to flood. A flood zone is predominantly a planning tool and doesn’t necessarily mean somewhere will or will not flood.</p>

Term	Meaning
Green infrastructure (GI)	Landscape, biodiversity, trees, allotments, parks, open spaces, paths and other natural assets.
Green space	Those parts of an area which are occupied by natural, designed or agricultural landscape as opposed to built development; open space, parkland, woodland, sports fields, gardens, allotments, and the like.
Greenfield site	Land where there has been no previous development.
Habitats Regulations Assessment (HRA)	An HRA tests the impacts of a proposal on nature conservation sites of European importance and is a requirement under EU legislation for land use plans and projects.
HMO	<p>Houses in Multiple Occupation. Your home is a house in multiple occupation (HMO) if both of the following apply:</p> <p>At least 3 tenants live there, forming more than 1 household; and, you share toilet, bathroom or kitchen facilities with other tenants.</p> <p>Your home is a large HMO if both of the following apply:</p> <p>At least 5 tenants live there, forming more than 1 household; and, you share toilet, bathroom or kitchen facilities with other tenants.</p> <p>A household is either a single person or members of the same family who live together. A family includes people who are:</p> <p>Married or living together – including people in same-sex relationships; relatives or half-relatives, for example grandparents, aunts, uncles, siblings; and, step-parents and step-children.</p>
Landscape Character Area (LCA)	Single unique areas that are the discrete geographical area of a specific landscape type.
LA	Local Authority (Cornwall Council)

Term	Meaning
LCWIP	The LCWIP is a Local Cycling and Walking Infrastructure Plan. These are produced by Cornwall Council and guide investment in cycling and walking infrastructure.
Listed buildings	Any building or structure which is included in the statutory list of buildings of special architectural or historic interest.
Local Green Space (LGS)	Green areas of particular importance to local communities, which meet the criteria of the NPPF, designated as ‘local green space’ to provide special protection against inappropriate development.
LP / CLP	Local Plan / Cornwall Local Plan. The development Plan which sets out the strategic planning policies with which the Neighbourhood Plan has to be in general conformity (alignment).
LPA	Local Planning Authority, one of the statutory roles of Cornwall Council.
Masterplanning	A process where a comprehensive and detailed site plan of a development site (a masterplan) is drawn up in advance of or during the planning application process.
Material considerations	Factors which are relevant in the making of planning decisions, such as sustainability, impact on residential amenity, design and traffic impacts.
Mixed use	The development of a single building or site with two or more complementary uses.
National Planning Policy Framework (NPPF)	The government policy document first adopted in 2012, and updated in 2018 and again in 2021. The NPPF introduces a presumption in favour of sustainable development. It gives five guiding principles of sustainable development: living within the planet’s means; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.
Neighbourhood Plan (NP)	A plan prepared by a town or parish council or a neighbourhood forum for a specific neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).
Parish	Refers to the Civil Parish of Penzance, corresponding to the wards of Penzance Town Council and the area covered by this Plan. Civil Parishes are the lowest tier of local government and are not the same as ecclesiastical (church) parishes, which have different boundaries.

Term	Meaning
Permitted development	Certain minor building works that don't need planning permission, e.g. a boundary wall below a certain height.
Place-making	Place-making is the process used to design and shape public spaces and buildings, rooted in community-based participation, usually done through planning / design / masterplanning / development management processes.
Planning obligation	Planning obligation under Section 106 of the Town and Country Planning Act 1990, secured by a local planning authority through negotiations with a developer to offset the public cost of permitting a development proposal. Sometimes developers can self-impose obligations to pre-empt objections to planning permission being granted. They cover things like highway improvements or open space provision.
Planning permission	Formal approval granted by a council allowing a proposed development to proceed.
Planning Practice Guidance (PPG)	The government's PPG can be read alongside the NPPF and is intended as a guidebook for planners. It is not a single document but an online resource which is kept current through regular updates.
Principal Residence Policy (PRP)	Policy H2 in this Plan. A policy which places restrictions on newly built houses ensuring that they can only be occupied by those permanently resident in the parish and not bought as second homes.
Public Open Space (POS)	Land provided in urban or rural areas for public recreation, though not necessarily publicly owned.
Public realm	Areas of space usually in town and city centres where the public can circulate freely, including streets, parks and public squares.
Public Right of Way (PRoW)	A highway over which the public have a right of access along the route.
Qualifying Body	Either a parish/town council or neighbourhood forum, which can initiate the process of neighbourhood planning.
Regeneration	Upgrading an area through social, physical and economic improvements.

Term	Meaning
Section 106	See “Planning obligation”.
Sequential test	A principle for making a planning decision based on developing certain sites or types of land before others, for example, developing brownfield land before greenfield sites, or developing sites within town centres before sites outside town centres.
Setting	The immediate context in which a building is situated. Examples include the setting of a listed building (which could include neighbouring land or development with which it is historically associated, or the surrounding townscape of which it forms a part), or the immediate environs/area around a settlement.
SPD	Supplementary Planning Document. These are produced by Cornwall Council as Local Planning Authority and supplement the Local Plan with detailed guidance and policy about specific matters.
Strategic Environmental Assessment (SEA)	A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment. Has been in place since the European SEA directive (2001/42/EC).
Strategic policy	A policy in the Local Plan that is essential for the delivery of a strategy, for example, the overall scale and distribution of housing and employment in an area. The Neighbourhood Plan must be in general conformity with the strategic policies of the Local Plan.
Sustainable Drainage Systems (SuDS)	A solution which manages surface and groundwater sustainably by mimicking natural drainage regimes and avoiding the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. SuDS aim to reduce surface water flooding, improve water quality and enhance the amenity and biodiversity value of the environment.
Tree Preservation Order (TPO)	An order made by a local planning authority to protect a specific tree, a group of trees or woodland. Tree preservation orders (TPOs) prevent the felling, lopping, topping, uprooting or other deliberate damage of trees without the permission of the local planning authority.
Use class	The legally defined category into which the use of a building or land falls (see Use classes order).
Use classes order	The Town and Country Planning (Use Classes) Order 1987 (as amended) is the statutory instrument that defines the categories of use of buildings or land for the purposes of planning legislation. Planning permission must be obtained to change the use of a building or land to another use class.

## 8. APPENDICES (see separate files)