

Consultation	02 Hayle and St Ives Community Network Area Discussion Paper - Preferred Approach
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1 Introduction

HS 1 Introduction

The Hayle & St Ives Community Network Area (CNA) covers the five parishes of Gwinear-Gwithian, Hayle, St. Erth, St Ives and Towednack.

Hayle and St. Ives are the main towns within this area, and act as the local service centres to the smaller settlements surrounding them. Larger villages in the area include Connor Downs and St. Erth, whereas smaller villages include Carnhell Green, Gwinear, Gwithian, Halsetown, Lelant, Nancledra, Reawla and Towednack.

This is an area encapsulating very diverse landscapes - the high moors of the west to the rich farmlands of the south-eastern part of the area. The Towans are part of the industrial, defence-related and settlement history of the whole area, related to Hayle as are the quays and causeways all round the estuary .

This area is one where the natural environment and built environments are interrelated, both in the estuary, across the Towans and around the Bay, where the views are landmarked by built structures such as Godrevy lighthouse, Church Towers, the Knill Monument, Trencrom or the town of St Ives. The coastline, despite the cliffs and extensive sandy beaches, is backed largely by urban expanse, industrial and quarrying remains, and recreational areas.

This is an area of high quality urban environments - especially in St Ives, with a legacy of historic buildings and structures and streetscapes lying below and up the surrounding slopes. Hayle retains its distinctive townscape (including unique ornamental landscapes around the Foundry), and is recognised as internationally significant because of the relationship to the World Heritage Site. Lelant, Gwithian and St Erth are historic settlements of considerable importance, though characterised more by vernacular buildings than the larger towns. Even Carbis Bay, although less well defined, has a wealth of significant historic buildings, and a significant grain of gardens, lanes and streetscapes set amongst relict mining land and wooded cliff-land.

Hayle is a key location within the Cornish World Heritage Site – the town is a significant port for the export of copper ores and foundry work to serve the mining industries. The decline of these industries has left significant opportunities for regeneration. The population of the town is now 7,900.

Originally growing up as a fishing port, St Ives is most famous for its artist colony – attracted by the quality of the light. St Ives maintains a tradition of the arts being the home of the Tate St Ives Gallery and the venue for an annual music festival in September. Tourism dominates the economy here and the current resident population is 9,100.

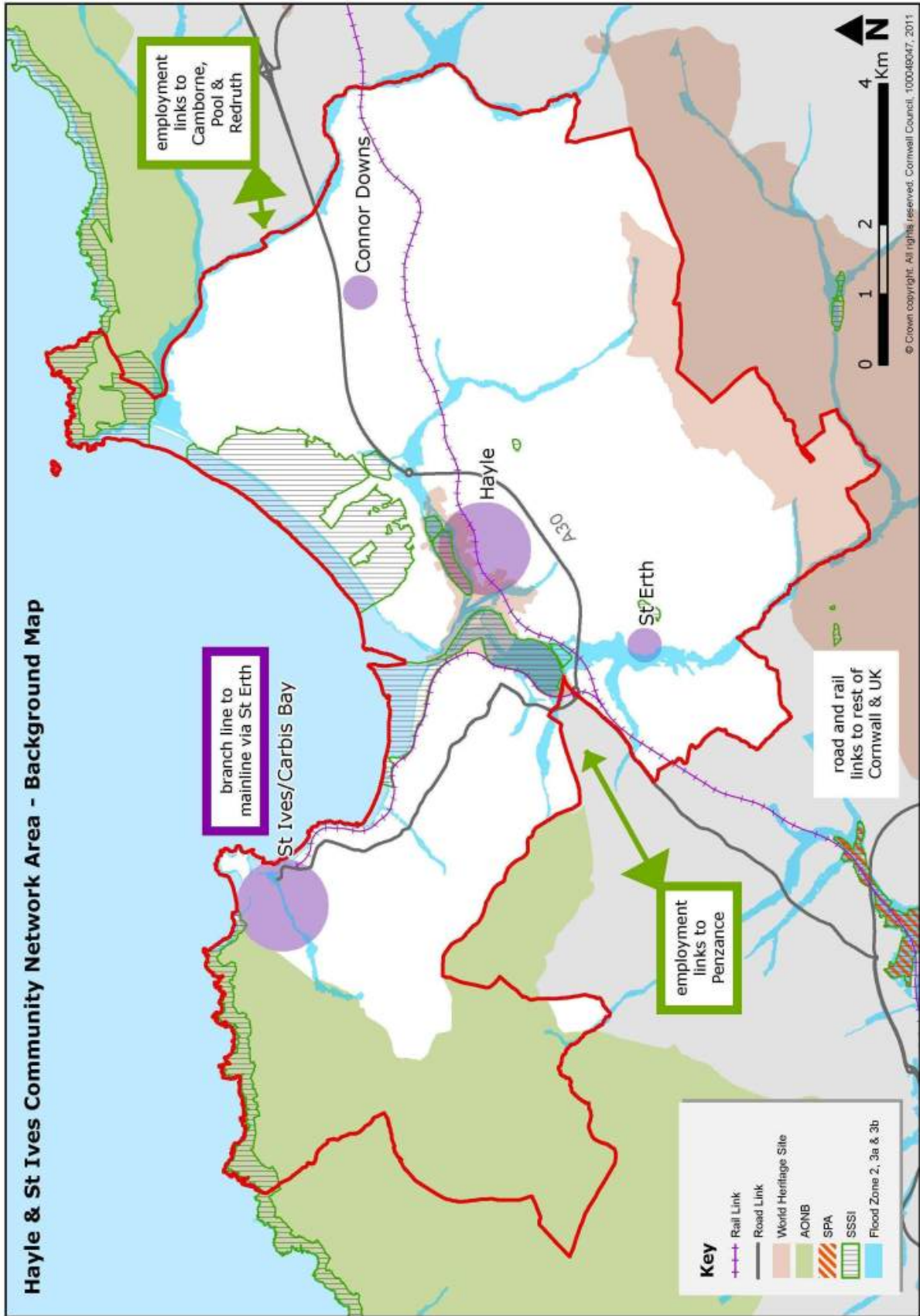
Hayle and St Ives & Carbis Bay are the subject of draft Town Framework Plans which are set out at Sections HS6 and HS7 respectively.

The total population for the community network area is 25,700. The number of dwellings has grown by 21% in the period 1991 to 2010 to around 13,200. Key facts about the Hayle & St Ives Community Network Area can be found at www.cornwall.gov.uk/Default.aspx?page=20177.

Community Network Area Map 2

HS 2 Community Network Area Map

Figure 1



3 What You Have Told Us

HS 3 What You Have Told Us

Research and consultation have identified the following objectives for the area:-

Objective 1 – Employment

Support new employment schemes both in the towns and in the rural areas. Emphasis should be given to quality, permanent work opportunities which break the cycle of seasonal labour. High speed broadband should be encouraged in all areas to meet modern working requirements.

Objective 2 – Housing

To deliver a mix of housing, of the size, type and tenure required to meet current and future housing needs, including affordable and specialist accommodation.

Objective 3 – Community Infrastructure

Encourage investment in healthcare & GP coverage, education (including further education opportunities) and open space provision and protect current levels of provision.

Objective 4 – Environment

Ensure development is sensitive to the outstanding natural, built and historic environment of the area, giving careful consideration to the location, scale and design of all new development.

What You Have Told Us 3

In addition the Hayle and St Ives & Carbis Bay Town Frameworks (see sections HS6 & HS7) have identified the following objectives which specifically relate to the two towns:-

Hayle Objectives

Objective H1 - Regeneration

To deliver the regeneration of Hayle including Hayle Harbour.

Objective H2 – Economy and Employment

To deliver new employment space and opportunities in appropriate locations including support for the wave hub facility, marine renewables business park and related business and employment opportunities.

Objective H3 – Growth and Infrastructure

A planned expansion to the future growth of the town in order to match appropriate infrastructure requirements to any proposed growth.

Objective H4 – Travel

To deliver a cohesive movement and transport network, including better links between the town and the beach, and surrounding area.

Objective H5 – Environment

To encourage effective management and enhancement of the natural & built environment which incorporates Conservation Areas and the World Heritage Site designation.

Objective H6 – Retail

To provide new high quality retail development within the town, to complement the existing centres.

St Ives & Carbis Bay Objectives

Objective SI1 – Travel

To assist in resolving access/movement issues through the area, including promoting sustainable transport.

Objective SI2 – Economy

To support and enhance the local economy and businesses – by maintaining and enhancing the quality of offer including attractions and businesses related to the arts, tourism, and retail.

Objective SI3 – Growth and Infrastructure

A planned expansion to the future growth of St Ives & Carbis Bay in order to match appropriate infrastructure requirements to any proposed growth.

Objective SI4 – Green Infrastructure

To develop Green Infrastructure links along the coast and into the town.

4 Approach to Future Growth and Distribution

HS 4 Approach to Future Growth and Distribution

The following factors have been identified and taken into account in arriving at the proposed growth and distribution levels within the Hayle and St Ives Community Network Area⁽¹⁾.

Figure 2 Hayle and St Ives Growth Factors summary table

Policy Objectives		
Housing Need and Supply	The number of new households in the area is forecast to grow by over 2,000 over the next twenty years if current trends continue, and many of these households will require additional homes to be built. In addition there is a need for almost 1000 additional affordable homes to be provided over the next ten years to accommodate those already in housing need. There is a great deal of competition from second home owners in this area and the number of new houses developed will need to accommodate this aspect of need.	↑
Economy & Regeneration	The Hayle & St Ives area appears to be producing just over 4% of Cornwall's GVA from about 4.8% of Cornwall's population, indicating that it is a reasonable location for improving Cornwall's overall economic output. The area could accommodate almost 3,000 new jobs over the next twenty years.	↑
Community Aspirations	This area has aspirations to grow both in terms of housing and employment whilst respecting the natural and historic character of the area.	↑
Infrastructure and Environmental Considerations		
Infrastructure	Hayle and St Ives & Carbis Bay town residents have access to a wide range of infrastructure, and growth will help maintain or enhance these services and facilities. Rural residents in the area have access to some infrastructure and additional growth may help maintain these services and facilities. Rural residents will always need to travel to Hayle & St Ives or other urban areas to access key services and facilities.	↑
Transport Links & Accessibility	Hayle is located on the A30 in Cornwall and growth will enhance the Town's position as a key employment centre in the West of Cornwall. Congestion is an issue in the area particularly in the summer months	—
Environmental Considerations	Significant parts of the area fall within nationally recognised landscape and historic character designations. New development has to be carefully planned to minimise its impact.	—
Socio-Economic Considerations		
Population	The population of the area could grow by around 2,800 over the next twenty years if current trends continue, and a number of new homes will need to be provided to accommodate this increase in population. There is a good balance in the population between the proportion of working age people and the more dependent younger and older age groups.	↑
Employment & Jobs	There is a good range of employment sectors in the area although many of them tend to be low paid and can be seasonal.	↑
Viable Places – Settlement Functionality	An appropriate level of growth can help maintain and enhance the viability and resilience of existing communities. Hayle and St Ives & Carbis Bay towns are the main urban centres in the area and they have a good range of services and facilities available to meet the needs of the current and future populations.	↑
Retail	The majority of residents in the area consider Hayle & St Ives town to be their main shopping centre for a range of goods, and growth will help maintain and enhance the quantity and quality of the retail offer in the town.	↑
Deprivation	There are areas in Hayle and St Ives towns that appear in the most deprived quintile in England in terms of deprivation. Growth and regeneration can reduce deprivation by giving people the training to find higher skilled and better paid jobs by enhancing training and employment opportunities in an area. The proposed regeneration initiatives and development could provide residents with the training and employment opportunities required to raise deprivation levels in the area.	↑

Key:

Supports the case for future growth	No conclusion reached / Further evidence required	Suggests concerns over future growth
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1 For more detail on these factors please see the supporting evidence base document 'Community Network Area Growth Profiles' available at www.cornwall.gov.uk/corestrategy.

Levels of Proposed Growth 5

HS 5 Levels of Proposed Growth

In determining the growth and distribution targets for this community network area we have taken into account feedback received during the Options consultation (which took place during February – April 2011); as well as the conclusions from the supporting evidence base documents, such as the Community Network Area Growth Profiles. Full details for all of these documents can be found at www.cornwall.gov.uk/default.aspx?page=22887.

Feedback from the public exhibition held in St Ives on 31st March show that 53% opted for medium growth across Cornwall (48,000 new homes) and 56% preferred the dispersed approach to distribution (growth split between main towns and villages).

Hayle Town Council preferred medium growth with an emphasis on economic regeneration; whereas St Ives Town Council expressed a view that housing should be provided to meet local needs. The remaining parish councils within the community network area preferred low growth and the dispersed distribution approach.

Based on a Cornwall-wide growth target of 48,000 new homes, we have identified that the Hayle & St. Ives Community Network Area should anticipate a growth target of 2,900 new homes over the period 2010-2030 (equating to about 145 new homes per year)⁽²⁾. This is slightly lower than the housing growth rates seen over the past 10 years where there was an average of 160 new homes built per year in this network area⁽³⁾. However, many of these new homes already have planning permission as can be seen by the table below, which includes the outstanding planning permission at Hayle Harbour for over 1,000 dwellings.

Table 1

Area	No. of new homes 2010-2030	Dwellings completed April 2010-April 2011	Dwellings under construction April 2011	Dwellings with unimplemented planning permission April 2011	Remainder to be provided by 2030
Hayle	2000	32	42	1177	749
St. Ives & Carbis Bay	700	69	122	270	239
Remainder of the Community Network Area	200	26	16	75	83
Total	2900	127	180	1522	1071

Retail and Hayle and St Ives Town Centres⁽⁴⁾

The following map of Hayle shows the extent of the primary shopping areas and primary retail frontages as advised by GVA Grimley⁽⁵⁾. The Hayle town centre boundary is as set out in the Hayle Town Framework Plan (see section HS6).

2 For more details see the Housing Growth and Distribution paper via www.cornwall.gov.uk/corestrategy

3 Dwelling Number by Parish and Community Network Area 1991-2010

4 Cornwall Council is in the process of reviewing the town centre and retail related boundaries in consultation with its retail consultants. It is intended that all of these boundaries will be reviewed before the next stage of the plan.

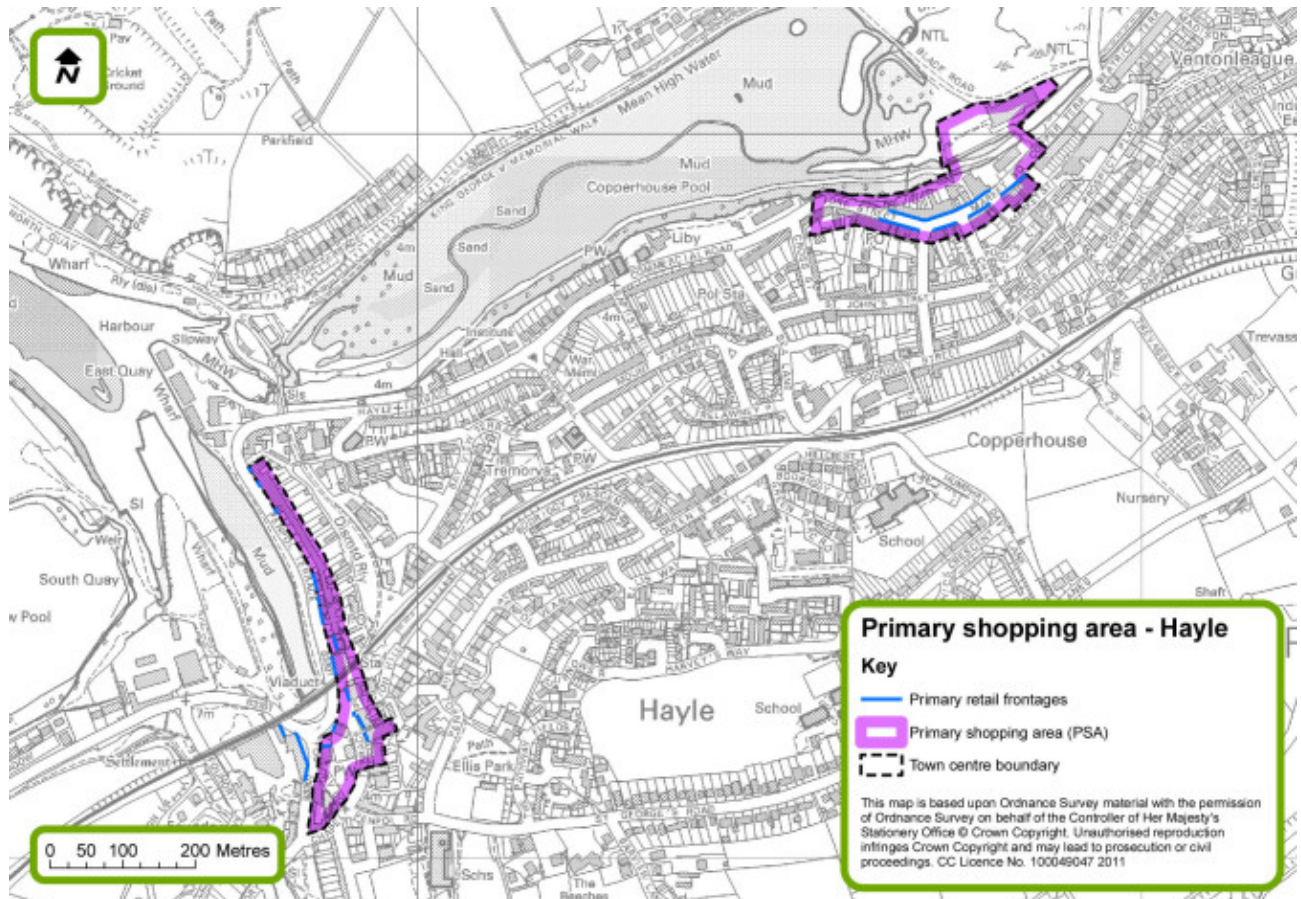
5 GVA Grimley is the consultancy which produced the Cornwall Retail Study referenced below

5 Levels of Proposed Growth

The following map of St Ives shows the extent of the primary shopping area and primary retail frontages as set out in the Retail Study⁽⁶⁾ and the town centre boundary as set out in the St Ives and Carbis Bay Town Framework Plan (see section HS7).

PPS6: Planning for Town Centres (2005)⁽⁷⁾ and the draft National Planning Policy Framework (NPPF, 2011)⁽⁸⁾ define primary shopping areas as where retail development is concentrated. According to PPS6 and the draft NPPF the extent of primary retail frontages are likely to include a high proportion of retail uses. Under the PPS6 and draft NPPF definition town centres include the primary shopping area and areas of predominantly leisure, business and other main town centre uses that are within or adjacent to the primary shopping area.

Map 1



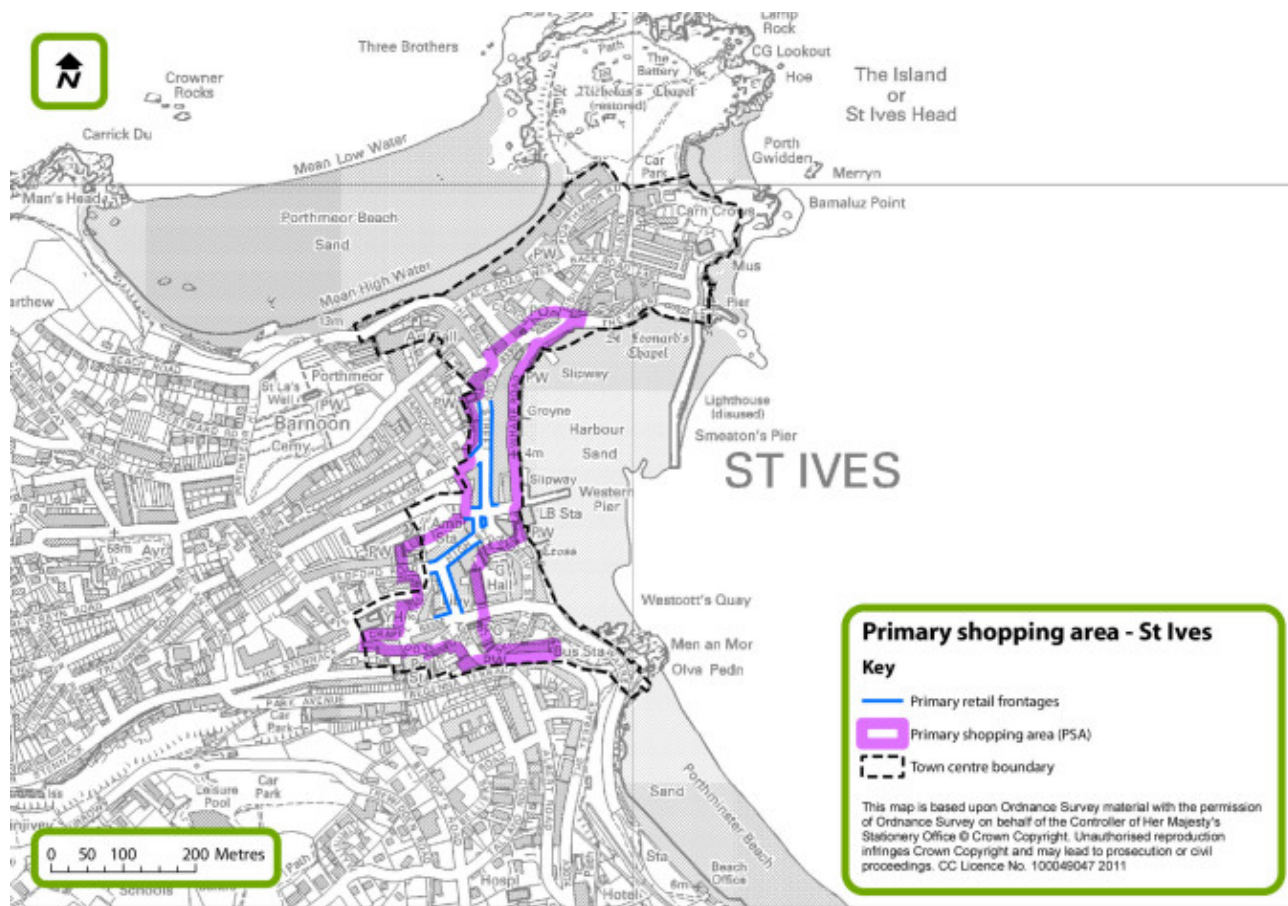
6 www.cornwall.gov.uk/retailstudy

7 www.communities.gov.uk/documents/planningandbuilding/pdf/147399.pdf

8 www.communities.gov.uk/publications/planningandbuilding/draftframework

Levels of Proposed Growth 5

Map 2



6 Hayle Town Framework

HS 6 Hayle Town Framework

6.1 Background

The Hayle Town Framework Options is a consultation document to help inform and guide the future development of Hayle over the next 20 years (2010 to 2030). The document will set out the vision and objectives for the area and a spatial strategy that will have made decisions regarding appropriate locations and scale for future development of the town. It will set out the infrastructure that will need to be delivered to ensure it meets the needs of the existing and future population. The overall aim of the Framework is to ensure that development takes place which brings the maximum benefit to the town and wider area. This paper is a consultation document that sets various options that will help inform the final Framework document

The 'Framework' and the Cornwall Core Strategy are being progressed in tandem and the evidence generated through the 'Framework' will help to inform the future strategic policies of the Core Strategy and other Council documents. The following section summarises the work undertaken to date for Hayle and sets out what at this stage are options for consideration that the Council believe could accommodate future housing and commercial growth.

6.2 Issues to Address

Hayle has many strengths on which to build – it has a high quality built environment, a product of its historic past; it enjoys a unique water front location on an estuary; it has three miles of beautiful beaches on its doorstep with a thriving tourism industry; and there are significant regeneration opportunities. There are also issues – there are areas of high deprivation as a result of low wage levels, unemployment and related issues. The area is increasingly dependent on tourism related businesses and as of 2011 Hayle had 186 people seeking employment. There are in excess of 800 families⁽⁹⁾ within the Hayle and St Ives Community Network Area in housing need (i.e. seeking an affordable dwelling) which is expected to rise by approx 70 families per year. By 2030 it is anticipated there will be a need for in excess of approx 1,900 new affordable homes within the community network area. Plus there will be a need for a certain number of homes by 2030 to accommodate the transition to smaller households (more people living alone due to ageing population etc) for those people already living in the area. Elements of the area's infrastructure either at present or in the future will also require improvement; this is discussed at the end of this section.

6.3 Options for Future Economic Growth

There are aspirations and proposals for Hayle to be a focus for regeneration in the west of Cornwall. The Cornwall Employment Land Review (ELR)⁽¹⁰⁾ suggests that the Hayle and St Ives area has the opportunity to deliver a large number of new jobs. The ELR estimates that over a 20 year period economic growth could stimulate the generation of up to 2,275 jobs; with 455 of those being office based jobs; 228 industrial based jobs; with the remainder of jobs connected to industries such as retail, leisure, education, healthcare, financial services etc. As a guide the ELR anticipates a need for around approx 6 ha of employment land with a potential demand for 12,000 sq m of office space and 11,000 sq m of industrial space.

The Cornwall Retail Study 2010⁽¹¹⁾, indicates that there is a qualitative need to increase floorspace for both convenience (food) and comparison goods (non-food/bulky goods etc) in Hayle to retain more shopping trips within the town - currently only one quarter of main food shopping trips and half of top up shopping trips are retained in Hayle with significant leakage

9 This figure is different to the figure quoted in Section HS4 due to using different data sources - the Growth Factors use Strategic Housing Market Assessment data, whereas the Town Framework figure is based on Cornwall Council's Housing Register

10 www.cornwall.gov.uk/employmentreview

11 www.cornwall.gov.uk/retailstudy

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to the Camborne and Pool area and Penzance. The 2010 study suggests a need for approx 1,750 sq m of new convenience floorspace and potential for between 2,100 sq m and 4,000 sq m of comparison floorspace, over the 20 year plan period up to 2030. The study also concludes that the town is underperforming in terms of retail compared to other nearby retail centres and it is therefore not overly prescriptive on the amount of floorspace required due to the qualitative need to increase both food and non food shopping in the town and retain spend from leaking to other town centres. The potential for provision of new retail space is therefore a key consideration for the Framework.

The sites that could deliver the future commercial and economic growth of Hayle are set out below as options for consideration. Collectively all sites exceed the anticipated need for future commercial and employment land in and around Hayle, therefore decisions need to be made as to which sites should be prioritised and best suited for particular uses to ensure most benefits are realised for the town. Note: Hayle harbour proposals have outline planning permission and are presented with an expectation that they will be delivered (the map later in this section sets out their locations).

6.4 Retail and Mixed Use Options

HR1: Hayle Town Centre - Foundry – while there are limited vacant sites within the existing Town Centre boundary there would be no restrictions on appropriate retail uses. There is scope and the option to expand the existing town centre area to include some of the 'edge of centre' harbour area (shown as HR3 on map 1) where there is significant vacant land, which is explained below under 'South Quay'. Expanding the area may offer an opportunity to significantly strengthen this centre of Hayle, although there may be impact on Copperhouse. Appropriate office development within upper storeys of the retail core area could also be encouraged if there is a need.

HR2: Hayle Town Centre - Copperhouse – while there are limited vacant sites within this centre there would be no restrictions on appropriate retail uses. In addition, appropriate office development within upper storeys of the retail core area could be encouraged, if there is a need. If the Foundry area expanded, the Copperhouse area would need to be managed proactively to provide a complementary retail offer, potentially as part of a Hayle town centre retail strategy.

HM1: Hayle Harbour – there are significant mixed use proposals with outline permission on Hayle harbour including approx up to 8,000 to 14,000 sq m of retail, between 8,000 to 13,000 sq m of office and 6,000 sq m of industrial space. The harbour area is a regeneration priority within Cornwall and the Council is committed to assisting delivery. The historic harbour is within the World Heritage Site and Conservation Area and therefore all proposals need to be of high quality that respects and/or enhances the local character and context.

A North Quay: the outline permission for a mixed use scheme includes proposals for industrial, office, leisure and retail space. Delivery of these proposals and the wave hub are seen as vital to the future regeneration of the town. Access and movement between North Quay and the rest of the town will be improved by the new road and bridge being constructed.

B South Quay: an outline permission for mixed use development in 2008 proposed office and retail uses. A more recent permission during late 2011 was approved for predominantly retail uses. Delivery of proposals on South Quay are seen as vital for the future regeneration of the town. Any retail proposals should function as an expansion of the Foundry town centre benefitting the health of the town centre and increasing trade. The Cornwall Retail Study states that "the harbour area is the most appropriate location to provide new floorspace within Hayle....and has the capability of forming links with the adjacent Foundry town centre". Parts of South Quay could be included in an expanded Foundry town centre area (HR3). The Conservation Area and World Heritage Site designations are important considerations relating to design and context.

6 Hayle Town Framework

C South Quay Jewson's: also on South Quay (but not with outline permission) this site currently contains a builders merchants. The site is in relatively close proximity to the Foundry Town Centre area and may be suitable for redevelopment. If redeveloped the site may suit mixed use employment and /or retail uses. If this site came forward for retail use in isolation from the rest of South Quay it may be more difficult to make effective and appropriate links to the Foundry Town Centre. Ideally the whole of South Quay should be planned together in relation to the Foundry town centre in order to deliver the most benefit.

HM2: Loggans Mill – The Loggans Mill grade 2 listed building is a heritage asset which is vacant and in poor condition. Due to its important status it would be desirable for a new use to be found, which could be employment, residential, community uses or other uses. A key consideration for any proposals may be the cost of renovating the building. Gap funding would be required and the Council is investigating mechanisms to bring the Mill back into use, e.g. seeking to access Convergence funding to renovate to office/employment use. Large parts of the surrounding area are within the functional flood plain 3b, and there are existing access and capacity issues on the Loggans Moor A30 roundabout.

HE4: Harveys Foundry – There is a proposal for redevelopment of the vacant grade 2 listed Plantation Store, Pattern Shop & Cart Shop at Harveys Foundry. The proposal would deliver 1,600 sq m of new and refurbished office and workspace and over 90 new jobs. Grant funding is being sought to deliver the project and is estimated to start autumn 2012. This area has good links with the Foundry town centre and the Harbour area.

6.5 Other Employment Site Options

HE1: St Erth Industrial Estate – Is located along the A30 within the Parish of St Erth and is some distance from both Hayle and St Ives town centres. Adjacent to the site, a Public Transport Interchange is proposed with the St Erth Railway Station. The existing estate, together with a large area of vacant land (which has been allocated for some time) could provide in the region of 35,000 sq m of employment space which alone is beyond anticipated demand for the wider Hayle and St Ives area. St Erth Parish Council and Cornwall Council are currently progressing neighbourhood planning activity towards a Neighbourhood Development Order (NDO) for the site. Access into the larger vacant site is constrained by the physical boundaries of both the A30 and railway lines and a further junction off the A30 is unlikely to be possible in this location. A bridge over the railway line from the existing industrial estate may provide access if viable. Access may be possible from Griggs Hill, but may also be constrained by suitable access and a flood plain. If access issues can be overcome, any expansion could be the existing B2 general or light industrial and/or B8 storage and distribution uses, or other appropriate potential economic developments related to the proposed public transport interchange or that which the NDO identifies as appropriate and viable. Due to its scale, any development proposals may need to be complementary to existing committed and proposed regeneration proposals in the surrounding area and towns e.g. Hayle harbour area.

HE2: Marsh Lane Industrial Estate – This existing site is somewhat isolated from the town but has good access off the A30. There is scope for small scale expansion, up to 5,000 sq m, and any expansion may be best suited to general industrial uses (B2) or storage and distribution (B8). Parts of the surrounding area are within the functional flood plain 3b. There are existing capacity issues on the A30 in this location.

6.6 Other Options that have been considered

HE3: Marsh lane (rugby ground) – (Note: a planning application had been submitted to the Council for retail uses on this site which was refused late 2011.) Assessment options for this site have been considered for future reuse only if the current community sports use was relocated to an appropriate alternative site. This site is dislocated from the town by the A30

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and there are existing capacity issues on the A30 junction. In terms of future uses the area could be suitable for uses related to the adjacent industrial estate e.g. general/light industrial and B8 storage and distribution. The Cornwall Retail Study 2010 indicates that the Marsh Lane site is not a preferred location for retail due to its out of town location; the poor potential to encourage linked trips (e.g. limited related visits to existing outlets & businesses within the town centres), poor accessibility, and the potential to have a negative impact (in the short and medium term) upon the delivery of uses in the Harbour area which are central to the regeneration of Hayle. It also states the site has the potential to encourage more car based travel and to impact on a wider range of town retail centres.

As a result, for plan making purposes, it is proposed that the Framework does not propose or support retail uses as an option on the site in the short to medium term until sequentially preferable retail opportunity sites within or adjacent to the town centres have been delivered, after which the site will be reviewed, again only if the current community sports use was relocated to an appropriate alternative site. As a result this will maximise the opportunity to both support and enhance the existing town centres of Copperhouse and particularly the Foundry (as indicated elsewhere in the document HR3), through generation of linked trips to existing retailers and businesses, while assisting the towns (and wider areas) strategic regeneration objectives.

HUE2: Hayle South – This is an option for a large expansion area south of the town details of which are set out below. Due to its scale and to promote mixed use neighbourhoods the delivery of some small scale/ancillary employment uses within the area would be sought.

6.7 Options for Future Housing Growth/New Neighbourhoods

During the 20 year period that the Framework is planning for, from emerging evidence and for consultation it is anticipated that Hayle should deliver approx 2,000 new dwellings. Framework assessments demonstrate that Hayle could provide an approximate range of around 2,000 new dwellings or more. This range would go some way towards delivering the affordable housing needs of the area, while addressing the other pressures that stimulate demand for housing; such as reducing household size and people living longer etc. In addition, this would support the regeneration and delivery of the economic growth and job creation that is aspired for the town. In terms of deliverability, 2,000 dwellings would require a build rate of 100 dwellings each year to 2030 which is higher than past build rates in Hayle. However over 1,000 of the dwellings would be delivered within the Hayle harbour proposal which already has permission.

6.8 Delivery of Housing in the Existing Urban Area

An assessment of sites within the existing urban area has been undertaken to determine their appropriateness for delivering housing. This assessment (based upon the Strategic Housing Land Availability Assessment⁽¹²⁾) indicates that the existing urban area of Hayle could accommodate approximately up to 1,300 new dwellings. This is made up of a number of sites which includes completed dwellings since 2010; sites under construction and/or with planning permission and other sites that might be appropriate for development. The largest site within the urban area is the harbour area including the proposals for 1,039 dwellings which have outline planning permission. However this figure is likely to be reduced due to a recent permission for predominantly retail and mixed uses on South Quay. Other sites are of a smaller scale including some sites with permission for between one and five dwellings. The harbour area is shown on the map in this document. Smaller urban sites will be considered through the planning application process.

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6.9 Delivery of Housing Outside of the Existing Urban Area

Whilst seeking to prioritise the delivery of housing within the urban area, it is recognised that development outside of the existing urban area will be necessary to meet potential housing targets, which could be between approx. 700 and 1,100 dwellings (i.e. overall target or capacity of approx 2,000 minus up to and between 900 and 1,300 capacity of urban area).

After an extensive and detailed assessment of all of the land surrounding Hayle a series of potential urban extension options have been identified. These options are for consideration at this stage (apart from the Hayle Harbour North option which already has an outline planning permission). A number of areas/options around the town have been discounted due to environmental and accessibility reasons. (The assessments and documentation showing the urban extension study is available on the website -www.cornwall.gov.uk/corestrategy). The remaining options for further consideration are set out below, which include a brief summary of their strengths and weaknesses.

HUE1: Hayle Harbour North – This site has an existing outline permission for 398 dwellings and therefore is included here with an expectation it will be delivered. Framework assessments equally demonstrate that the site is an appropriate urban extension location. The site is adjacent to the proposed employment area along North Quay which also has outline permission and access to the rest of the town will be improved by provision of a new road and bridge which is under construction.

HUE2: Hayle South – This is a large area south of Hayle up to the A30. The area was previously highlighted as a potential area suitable for future growth by the former Penwith District Council. Following our assessments this area is shown to provide the most significant opportunity to provide for the long term future expansion of the town to meet housing requirements beyond the existing proposals for Hayle harbour. The area is well related to the town with good access to existing facilities. At this stage two illustrative options are presented for consideration: option A (part of the area) could deliver up to approx 1,400 dwellings and option B (the whole area) could deliver up to approx 2,000 dwellings (at 35-40 dwellings per hectare with 40% of the area designated for open space, facilities, infrastructure etc). Any expansion of this scale would require new neighbourhood facilities to be provided within any proposals (e.g. small convenience store, community hall, etc), as well as some small scale/ancillary employment e.g. office/light industrial uses. The area could (if required) provide opportunity for relocation or expansion of existing community facilities (e.g. sports facilities). Penpol primary school in this area may need to expand in the future. There may also be a need for an area to be safeguarded for future expansion of Hayle Community School, if required.

In the west of the area the valley and stream area within the flood plain provide important public access and is an environmental asset. This area should remain an important green infrastructure link and area for the town.

A key issue regarding this site which will assist in determining the appropriate scale (i.e. indicative options A or B above) is access and movement and the capacity of and impact on the existing road infrastructure. Capacity issues have previously been identified at the Loggans Moor roundabout and St Erth roundabout in relation to the proposed developments in Hayle. Traffic modelling commenced during autumn 2011 to model the impact of the identified urban extension options and committed proposals which will highlight any further capacity issues and potential solutions or constraints. An issue previously identified which the Framework has again identified is the question of whether a further access from the A30 is viable and if it would provide appropriate access into this site option area while also providing benefits to existing movement through the town e.g. in relation to traffic heading south towards Helston. Such a junction could be situated near or at the Tolroy Junction. If a larger scale expansion came forward at Hayle south there may be a need for significant infrastructure improvements in this context. Alternatively if the potential for a new A30 access is demonstrated to be not

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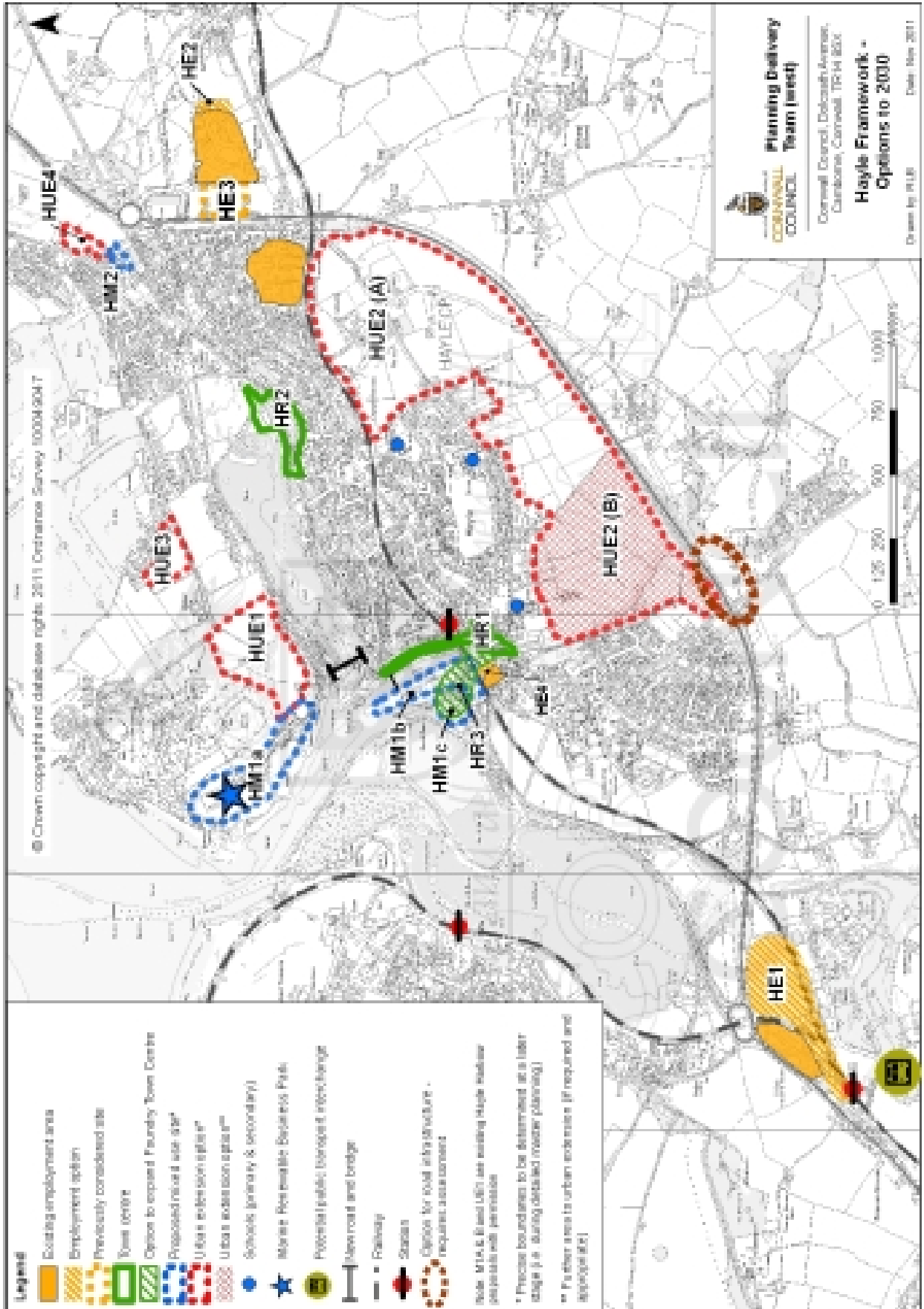
viable and/or other junction and road capacity issues are constraints then a reduced scale of expansion at Hayle South may be considered a more appropriate option whilst aiming to reduce impacts on the existing road network.

HUE3: Phillack west – Strong concerns have been raised about this area as an option. These concerns have been noted and this consultation provides the opportunity for further comments at this early stage to clarify issues and views. Phillack has its own separate identity and parts are a Conservation Area - this identity is very important and would need to be retained. Traffic movement through Phillack is constrained at busy periods and could be a constraint to expansion. Hayle Town Council and Cornwall Council local members do not support this option for consultation.

HUE4: Loggans North – This is a smaller site option which could deliver between 30 and 40 dwellings (at approx. 35 dwellings per hectare). It may not be of a scale to provide significant new facilities. To the south of the site is the functional flood plain 3b which is a constraint and a consideration.

6 Hayle Town Framework

Map 3



Hayle Town Framework 6

6.10 Infrastructure

Fundamental to any future regeneration and growth of Hayle will be its supporting infrastructure. Work is on-going to understand the impact of the proposed growth and what mitigation will be required.

Transportation: previous assessments have been undertaken to understand the impact that development of the Harbour area would have on the existing road network. As a result, there are a number of planned improvements at Foundry Square, Carwin Rise, and on the A30 at Loggans Moor and St Erth. A number of measures are being assessed through the Connecting Cornwall Local Transport Plan (LTP3) to promote sustainable transport, such as an improved cycle/pedestrian network and improvements to the bus and rail services/facilities. A potential transport interchange is anticipated to be located near the St Erth railway station and A30 roundabout which will provide public transport benefits for West Cornwall. A further long term issue could relate to the recommendation from the Shoreline Management Plan (relating to projected sea level rise) for managed retreat of the Causeway/Griggs Quay at the west of the town by 2025.

Primary Education: Bodriggy and Penpol are the primary schools serving Hayle. They currently have the capacity to accommodate 610 pupils. It is estimated that the proposed development (i.e. one primary age pupil per 9 new dwellings) will raise the number of primary school age pupils by about 220. Options are being considered to increase capacity in Hayle in the short term by increasing capacity at Penpol primary school. A review of capacity for the longer term will be undertaken once growth proposals for the area are identified.

Secondary Education: Hayle Community School is the secondary school serving the town and has a capacity to accommodate 770 pupils. A surplus of 120 places is anticipated by 2014 which means that the school should be able to accommodate additional pupils generated by large-scale housing growth within existing provision in the short-term. A review of capacity for the longer term will be undertaken once growth proposals for the area are identified.

Specialist & Safeguarding: e.g. special education needs, disability and Inclusion; social work and family support infrastructure assessment requirements are underway.

Green Space: work on a green infrastructure (GI) assessment is underway for Hayle as part of the Framework Plan. The quality of the existing open space facilities may need to be improved whilst providing additional space to cater for the future growth in population.

Healthcare: work is ongoing to understand what additional health services would be required to cater for the increased population including the number of extra GPs required. Some existing GP surgeries may have the physical capacity to provide additional services.

Infrastructure assessments are also ongoing to assess the implication of growth on the following:

Water Supply: work is ongoing

Sewage: assessment work is underway

Gas: assessments are underway

Drainage and Flood Risk & Mitigation: assessments are underway

Electricity: assessments are underway

7 St Ives and Carbis Bay Framework

HS 7 St Ives and Carbis Bay Framework

7.1 Background

The St Ives & Carbis Bay Framework Options is a consultation document to help inform and guide the future development of St Ives & Carbis Bay over the next 20 years (2010 to 2030). The document will set out the vision and objectives for the area and a spatial strategy that will have made decisions regarding appropriate locations and scale for future development. It will set out the infrastructure that will need to be delivered to ensure it meets the needs of the existing and future population. The overall aim of the Framework is to ensure that development takes place which brings the maximum benefit to St Ives & Carbis Bay. This paper is a consultation document that sets various options that will help inform the final Framework document.

The 'Framework' and the Cornwall Core Strategy are being progressed in tandem and the evidence generated through the 'Framework' will help to inform the future strategic policies of the Core Strategy and other Council documents. The following section summarises the work undertaken to date for St Ives & Carbis Bay and sets out what at this stage are options for consideration that the Council believe could accommodate future housing and commercial growth.

7.2 Issues to Address

St Ives & Carbis Bay have separate identities, although together they form a larger urban area. The area has many strengths and assets – its spectacular natural setting and quality built environment; it is one of the most visited holiday destinations in Cornwall, and it is known for its long established arts community, being home to the Tate gallery. There are also issues - there are areas of deprivation as a result of low wage levels, unemployment and related issues. The area is overly reliant on the seasonal tourism industry and as of 2011 St Ives and Carbis Bay had 168 people seeking employment.

House prices are high and within the St Ives Parish over 450 families are registered as in need of an affordable dwelling. Within the wider St Ives and Hayle Community Network Area over 800 families⁽¹³⁾ are within need (i.e. seeking an affordable dwelling) and this is expected to rise by approx 70 families per year. By 2030 it is anticipated there will be a need for in excess of approx 1,900 new affordable homes within the Community Network Area. Plus it is estimated there will be a need for a certain number of new homes by 2030 to accommodate the transition to smaller households (more people living alone due to ageing population etc) for those people already living in the area.

Traffic and parking are problems due to the constrained nature of the settlements which also limits the opportunity for growth and expansion, particularly within St Ives itself. Furthermore, elements of the area's infrastructure either at present or in the future will require improvement; which is discussed later in this section.

7.3 Options for Future Economic Growth

The Cornwall Employment Land Review (ELR)⁽¹⁴⁾ suggests that the St Ives and Hayle area has the opportunity to deliver a large number of new jobs. The ELR estimates that over a 20 year period economic growth could stimulate the generation of up to 2,275 jobs; with 455 of those being office based jobs; 228 industrial based jobs; with the remainder of jobs connected to industries such as retail, leisure, education, healthcare, financial services etc. The most prevalent employment sectors in the St Ives and Carbis Bay area are in hotels and catering,

13 This figure is different to the figure quoted in Section HS4 due to using different data sources - the Growth Factors use Strategic Housing Market Assessment data, whereas the Town Framework figure is based on Cornwall Council's Housing Register

14 www.cornwall.gov.uk/employmentreview

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wholesale/retail, and the service industry. Tourism related business is a key employer within St Ives and Carbis Bay which can be expected and should be encouraged and enabled to grow. A question for the St Ives & Carbis Bay Framework Plan may be whether there is a need to identify new space in or around the towns in order to give the opportunity for new industries to locate to the area. Hayle is a regeneration priority within west Cornwall and development of the wave hub and related employment opportunities, together with the availability of more vacant employment land in Hayle (e.g. Hayle harbour) is a consideration in relation to the creation of new office space and industrial estate uses within the Hayle and St Ives Community Network Area i.e. delivery of significant new employment space may be less viable within the St Ives & Carbis Bay area than in Hayle.

As a guide the ELR anticipates a need for around approx 6 ha and a demand for around 12,000 sq m of office space and 11,000 sq m of industrial space within the community network area.

The Cornwall Retail Study 2010⁽¹⁵⁾ concludes that St Ives Town Centre is a very healthy centre which performs well above the level that would be expected for a town of St Ives size. The reasons for this are St Ives status as one of the most popular tourist destinations in Cornwall due to its coastal location and quality of environment and other attractions including the Tate gallery. For these reasons there is no identified need that the Framework Plan should plan for any significant increase in the amount of new retail floor space in St Ives; this combined with the fact that the town centre area is constrained in terms of space to expand.

Carbis Bay lacks a defined town or neighbourhood centre. There are a small number of scattered shops, businesses and services predominantly along the main road. If there was opportunity to strengthen the range of existing services and facilities a potential location may be around the junction on St Ives Road where Porthrepta Road and Trencom Lane meet. There are a couple of shops, a chemist and banks in this general location.

The sites that could sustain and deliver the future commercial and economic growth of St Ives and Carbis Bay are set out below (the map later in this section sets out their locations).

7.4 Retail and commercial centres

SR1: St Ives town centre – while there are limited vacant sites within the Town Centre there would be no restrictions on further appropriate retail uses. The town centre is a large area which is a healthy retail and commercial core of the town. Traffic movement and car parking is constrained and a wider movement strategy for St Ives may assist in this respect. Much of the area is a Conservation Area which requires a Conservation Area management plan.

SR2: (Potential) Carbis Bay neighbourhood centre – there is no defined commercial centre within Carbis Bay. There are a collection of businesses and local facilities along St Ives Road particularly near the Porthrepta / Trencom Lane junction. This location could be strengthened, if appropriate, by further local facilities if there is a need and as the local population grows in the future. However, Carbis Bay is relatively spread out and this area may not be easily accessible for all.

7.5 Other Employment Sites e.g. industrial estates

SE1: Penbeagle industrial estate – is an existing industrial estate. The ELR indicates that there is no capacity within the estate for expansion. The Framework could assess whether there is scope or demand for any expansion for B2 and B8 uses to the south east of the estate. Adjoining the estate is an area of high quality landscape which is a Cornwall Wildlife Site and should be protected.

7 St Ives and Carbis Bay Framework

SE2: Consols Industrial Estate – is an existing industrial estate which has some scope for expansion with two existing vacant plots. The existing buildings are of a small scale and further uses would be best suited to further small scale workshop / office uses. Further expansion of this area may not be appropriate due to impact on the open countryside.

Other employment areas: is there a further location that may be suitable for either mixed use commercial or industrial uses which has not been identified?

SUE1 and SUE2: Carbis Bay & SUE3 and SUE4 St Ives – the urban extension options set out below could incorporate some small scale ancillary employment uses if appropriate to encourage mixed use neighbourhoods?

7.6 Options for Future Housing Growth/New Neighbourhoods

The emerging evidence for consultation regarding a Cornwall wide housing target being developed suggests approx 700 dwellings as a baseline figure may be required in St Ives and Carbis Bay up to 2030.

It is anticipated that St Ives and Carbis Bay could provide a range of site options to meet and exceed the emerging target of 700 dwellings, potentially accommodating up to under 1,000 dwellings. This higher range would help to deliver some of the affordable housing needs of the area, while addressing the other pressures that stimulate demand for housing; such as reducing household size and people living longer etc. For comparison under a 1,000 dwellings up to 2030 would represent a lower build rate of new dwellings compared to the previous 10 years as just under 1,000 dwellings were built in St Ives Parish between 2001 and 2011.

7.7 Delivery of Housing in the Existing Urban Area

An assessment of sites within the existing urban area has been undertaken to determine their appropriateness for delivering housing. This assessment (based upon the Strategic Housing Land Availability Assessment⁽¹⁶⁾) indicates that within the existing urban area of St Ives and Carbis Bay sites could accommodate approximately up to 520 new dwellings. This is made up of a number of sites including completed dwellings since 2010; sites under construction and or with planning permission and other sites that might be appropriate for development. Many of these sites are of a relatively small scale and will be dealt with through the planning application process.

7.8 Delivery of Housing Outside of the Existing Urban Area

Whilst seeking to prioritise the delivery of housing within the urban area, it is recognised that development outside of the existing urban area will be necessary to meet the required and emerging housing targets, which could be between approx. 200 and 400 dwellings (i.e. overall target of approx. under 1,000 minus 500 capacity of urban area).

After a detailed assessment of all of the land surrounding St Ives & Carbis Bay a series of potential urban extension options have been identified. These options are for consideration at this stage. Other areas around the town have been discounted due to environmental and accessibility reasons. (The assessment and documentation showing the urban extension study is available on the website - www.cornwall.gov.uk/corestrategy.) The remaining options for further consideration with brief strengths and weaknesses are set out below for consideration. **Collectively they exceed the number of dwellings potentially required in St Ives and Carbis Bay** so decisions need to be made as to which options, or combination of options, would be most appropriate and should be prioritised:

St Ives and Carbis Bay Framework 7

SUE1: Carbis Bay East – This option is at the eastern edge of Carbis Bay. The area could deliver up to 250 dwellings (at 30 to 40 dwellings per hectare with 40% of the area designated for open space, facilities, infrastructure etc). The area is in close proximity to existing local services and facilities and has good access into Carbis Bay on three or four different routes although some improvement to the main St Ives Road would be required. Parts of the area are contained by the existing urban area on its northern and southern edge. To the north east the landscape drops away to the coast path and beach which is why this area has been drawn in to the existing built development. Moving away east from the site the landscape becomes more exposed and less well related to Carbis Bay. A clear edge would need to be made at the site's eastern edge. The site would have potential to deliver some neighbourhood facilities.

SUE2: Carbis Bay South – This area could deliver between 300 and 430 dwellings (at 30 to 40 dwellings per hectare) and would have potential to deliver some neighbourhood facilities. As an option for consideration it is relatively well contained by the existing landscape, it is in close proximity to existing local services and facilities and there is opportunity for three or four access routes into the area. Issues relate to the constrained nature of the existing routes to the main road through Carbis Bay - Laity Lane and Church Lane are narrow lanes and Polwithen Drive and Polmennor Drive may also be constrained in relation to larger scale development and traffic movement. Concerns have been raised that some access issues already exist in this area.

SUE3: St Ives – This is a smaller site option which includes the area around the existing St Ives Rugby ground. The caveat with this site is that any redevelopment proposal would only come forward if the rugby ground was relocated, with new facilities provided. Previously the site has been discussed for its potential for enhanced community and / or sports facilities - this may still be an option but only if a viable proposal was put forward. Alternatively the area could deliver between 60 and 90 dwellings (at approx. 30 to 40 dwellings per hectare). It may not be of a scale to provide significant new facilities, although there is good access into the area. There is a limit to the scale of this area due to the historic fields and landscape to the north and east of the site which are important environmental assets.

7.9 Other option that has been considered

SUE4: St Ives – This area is south of St Ives Leisure Centre and includes Trenwith Lane and up to the area adjacent to the Penbeagle Industrial Estate.

Initial assessments regarding this area identified some potential for a larger urban extension option for consideration. However through these assessments the northern extent of the area was shown to be the preferred location for an option for consideration due to its proximity to the existing town, services and facilities. This area could deliver between 200 and 300 dwellings and is identified on the options map with a red hatched line.

The area to the south of this is presented as a further area of search and is shown as a shaded area on the map and is also presented at this early options stage for consideration. This area could as an alternative be an option in its own right or if required to enable any associated infrastructure that may be required if the area to the north came forward e.g. movement infrastructure etc. There may also be opportunity for the Penbeagle Industrial Estate to expand in future at its south eastern edge if new employment space was required. As stated though, the preferred location for an option for consideration is to the north of the shaded area and the Council would not look to see both areas or one large area come forward in this location due to the emerging overall housing target for the area.

There are some strong concerns relating to this area (including concerns from the St Ives & Carbis Bay Framework Plan Local Member Steering Group and Town Council) specifically in relation to the overall scale of the site option and the potential impact on the road infrastructure, and the impact it could have on the character and identity of St Ives. However,

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whilst recognising these valid concerns the area is still included as an option and further area of search in order for the Framework to consider all options at this early stage of its development, and in order to gain wider views and feedback.

As indicated, a key issue regarding these areas may be access and movement and the capacity of, and impact on, the existing road infrastructure. Initial assessments have shown that as part of a new development access could potentially be delivered through this area from St Ives Road in Carbis Bay - through to the leisure centre car park and roundabout. It is not known at this stage whether this would have benefits for movement patterns through the main part of St Ives where congestion is a key issue and is an additional reason why the further area of search is included within this early options stage consultation document.

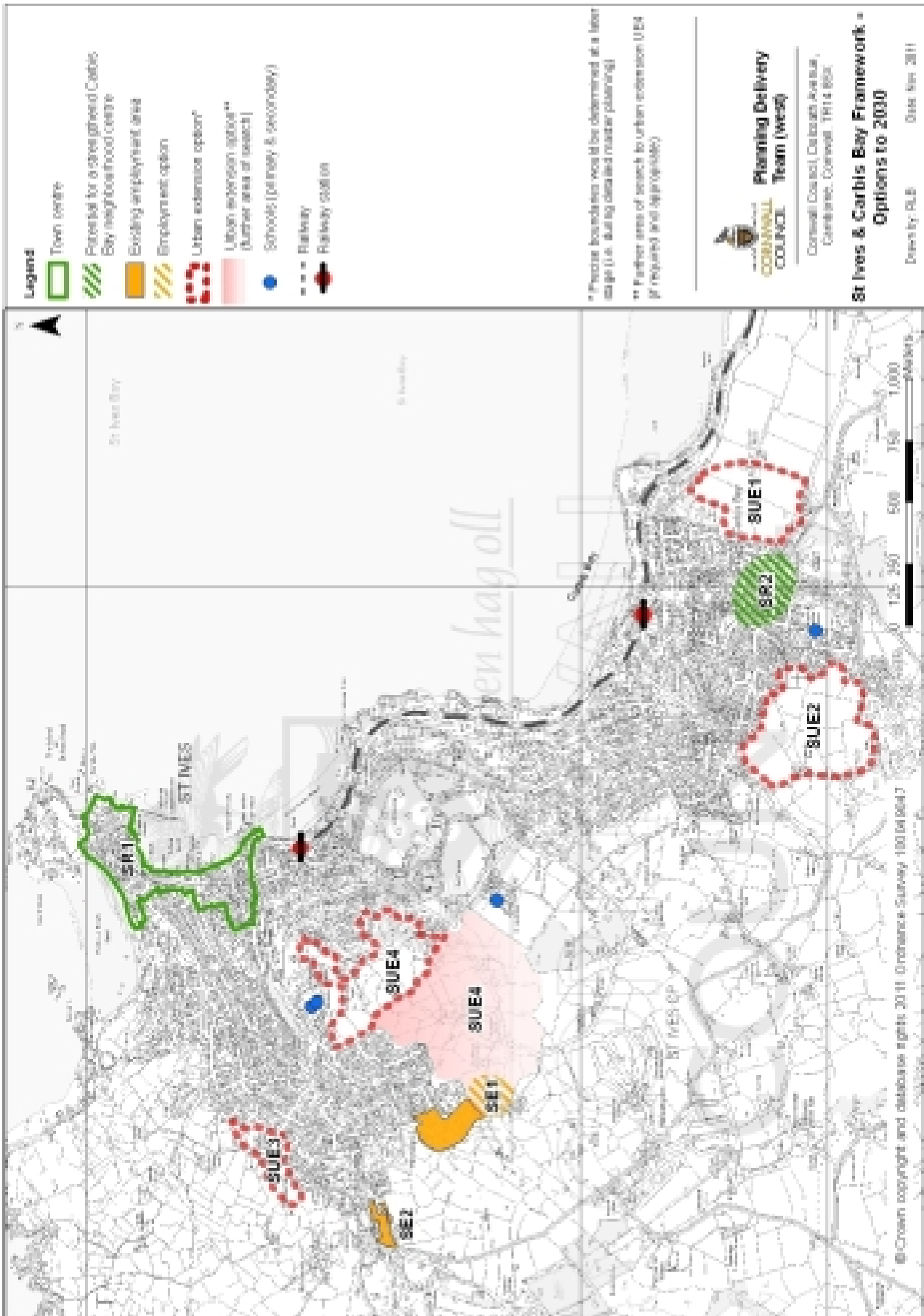
The landscape in this area is relatively well contained within the wider landscape. At the northern edge the smaller fields indicate a historic field pattern and parts of this northern area also provide well used pedestrian and cycle routes for the existing community – elements of green infrastructure would need to be retained and enhanced in this area as an important asset. While the landscape is contained as already indicated there is some potential for significant impact on local character in this part of St Ives due to the area covered by the northern and southern options for consideration. There is also a flooding consideration in this area which would require assessment and appropriate solutions.

In summary this is an option where there are some strong concerns relating to its scale and potential impacts. The northern option could accommodate up to approx 200 and 300 dwellings. The further area of search could be an option in its own right of a similar scale or enable any associated infrastructure that may be required e.g. movement infrastructure etc, but both options are not presented for consideration as a whole. When considered the northern areas strengths are its relatively close proximity to St Ives town centre area with good access to existing services and facilities (although the topography into the town is steep, which may deter pedestrian movement for some). While the weaknesses of the further area of search are it is further away from services and facilities and the potential impact on wider road infrastructure and implications for movement patterns, and the impact on the local character of St Ives in this area. These options also raise the question of whether there is opportunity to provide a new movement corridor through the area for St Ives?

Traffic modelling commenced during autumn 2011 to model the impact of the identified urban extension options and highlight capacity issues and potential constraints or solutions – this will be important evidence which may have a bearing on all of the options due to any possible impacts.

St Ives and Carbis Bay Framework 7

Map 4



7 St Ives and Carbis Bay Framework

7.10 Infrastructure

Fundamental to any future regeneration and growth of St Ives & Carbis Bay will be its supporting infrastructure. Work is on-going to understand the impact of the proposed growth and what mitigation will be required.

Transportation: Congestion and car parking are issues within Carbis Bay and particularly within St Ives. A number of measures are being assessed through the Connecting Cornwall Local Transport Plan to promote sustainable transport. Further assessments will be undertaken to understand the impact that development would have on the highway network, as well as test proposals to resolve issues that would arise. Within the wider Community Network Area improvements are proposed to the A30 St Erth and Loggans Moor junction, highways maintenance, highways footpath and highways drainage schemes. Developments in St Ives and Carbis Bay will also have an impact on the existing road network in surrounding areas e.g. Lelant and the A30 junctions etc, and the transport modelling will assess these impacts which will be key considerations in progressing an appropriate strategy for St Ives & Carbis Bay and the wider area within the Framework Plan.

Primary Education: St Ives Junior, St Ives Infant and St Uny are the primary schools serving St Ives & Carbis Bay. They currently have the capacity to accommodate 660 pupils. It is estimated that the proposed development (i.e. one primary age pupil per 9 new dwellings) will raise the number of primary school age pupils by about 80. The local authority's pupil population forecasts indicate a falling number on roll at the schools with a combined surplus of 70 places anticipated for 2014. Consequently in the short term there is capacity within the primary schools to accommodate some development. A review of capacity for the longer term will be undertaken once growth proposals are identified.

Secondary Education: St Ives School is the secondary school serving the town and has a capacity to accommodate 750 pupils. It is estimated that the proposed development will raise the number of secondary school age pupils by about 80. In line with the general trend across the county for a fall in secondary pupil numbers, forecasts predict that the school should be able to accommodate the additional pupils within existing provision in the short term. A review of capacity for the longer term will be undertaken once growth proposals are identified.

Specialist & Safeguarding: e.g. special education needs, disability and inclusion; social work and family support infrastructure assessment requirements are underway.

Green Space: work on a green infrastructure (GI) assessment is underway for St Ives & Carbis Bay as part of the Framework Plan. The quality of the existing open space facilities may need to be improved whilst providing additional space to cater for the future growth.

Healthcare: it is estimated that one additional GP will be required to cater for the projected growth in population. Some existing GP surgeries may have the physical capacity to provide additional services. The aspiration for an outreach surgery in Carbis Bay has been previously raised by the community.

Infrastructure assessments are also ongoing to assess the implication of growth on the following:

Water Supply: work is ongoing

Sewage: assessment work is underway

Gas: assessments are underway

Drainage and Flood Risk & Mitigation: assessments are underway

Electricity: assessments are underway

HS 8 Questions

Community Network Area Aims & Objectives (see sections HS3 and HS5)

Question HS 1

Do you agree with the objectives for the Hayle & St Ives Community Network Area?

If not, please indicate which you disagree with.

Question HS 2

What are your top three objectives for the Hayle and St Ives Community Network Area?

Question HS 3

Are there any other aims/objectives that you think the Hayle & St Ives Community Network Area should aspire to?

Question HS 4

Do you agree with the proposed levels of growth and distribution within the Hayle & St Ives Community Network Area?

If not, please indicate your alternative.

Question HS 5

Do you agree with the retail boundaries and primary retail frontages shown on Maps 1 and 2?

If you disagree, please describe your alternative.

Hayle Town Framework (see section HS6)

Question HS 6

Do you agree with the employment/retail site options that have been highlighted?

If you disagree with any of the employment/retail options that do not already have planning permissions in place, please state which you disagree with and your reasons.

8 Questions

Question HS 7

Are there any other sites that you feel would be more appropriate for employment / retail related development?

If so, please state the location, together with the reasons for it being more appropriate than the currently identified sites.

Question HS 8

Do you agree with the housing / new neighbourhood sites proposed for Hayle?

If you disagree with any of the site options that do not already have planning permissions in place, please state which site(s) and your reasons why.

Question HS 9

Are there any other sites which you feel would be more appropriate for housing related development?

If so, please state the location, together with the reasons for it being more appropriate than the currently identified sites.

Question HS 10

Are there any other issues regarding infrastructure that you feel the Council will need to address when preparing the Hayle Framework?

St Ives & Carbis Bay Framework (see section HS7)

Question HS 11

Do you agree with the employment/retail site options that have been highlighted?

If you disagree with any of the employment options please state which you disagree with and your reasons.

Question HS 12

Are there any other sites that you feel would be more appropriate for employment related development?

If so, please state the location, together with the reasons for it being more appropriate than the currently identified sites.

Questions 8

Question HS 13

Which of the urban extension options or combination of options do you think should be prioritised to meet the long term housing needs for the St Ives and Carbis Bay area?

Question HS 14

Are there any other sites which you feel would be more appropriate for housing related development?

If so, please state the location, together with the reasons for it being more appropriate than the c.

Question HS 15

Are there any other issues regarding infrastructure that you feel the Council will need to address when preparing the St Ives & Carbis Bay Framework?

Open Space**Question HS 16a**

Please identify the name (or location) of the open space that you visit most often **on foot** from home.

Question HS 16b

Please provide your post code (*this will enable us to calculate typical walking distances*).

8 Questions

Question HS 16c

From the following list please tick the **two** main aspects that appeal to you about this space:

Good pathways []

The nature or trees there []

Feels safe []

Is kept clean and tidy []

Large open exercise area []

Adequate seating []

Dogs are welcome []

Dogs are excluded []

Appealing flower beds []

Sports facilities []

Children's play equipment []

Facilities for young people []

Secure gates/fences []

There is a public toilet nearby []

There are regular events or activities []

Peace and quiet []

Good views []

(Tick two only)

Other Comments

Question HS 17

Feel free to set out any other comments regarding the proposals and options for the Hayle & St Ives Community Network Area.