



Hayle Town Framework

Urban Extension Assessment

December 2011

Planning Delivery Team (West)

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Introduction

Work is currently underway on the preparation of the Core Strategy for the whole of Cornwall as part of the Local Development Framework. This document will set out the long-term spatial vision for the County and long term strategic policies and proposals that will deliver that vision. The Core Strategy will provide an indication of the broad locations for new development in Cornwall up to 2031.

It is anticipated that a large proportion of the growth that will be identified within the Core Strategy will be directed towards the existing main towns of the County. Therefore a Town Framework Plan is being produced for each of Cornwall's main towns, which will help identify the most suitable areas to accommodate this projected growth.

This paper has been produced to document the work that has been undertaken to assess all of the (undeveloped) land which directly adjoins the town of Hayle for its suitability to accommodate growth, through urban extensions, to support the strategic vision for the towns as set out within the Core Strategy.

The paper documents a 'twelve step assessment process' ensuring that a consistent approach is applied to the potential for urban extensions assessments across all of Cornwall's main towns.

Steps 1-5 seek to identify land that is either potentially appropriate for further detailed assessment, or land which should be discounted at an early stage for reasons based on significant environmental and or accessibility grounds. Steps 6 to 9 involve a landscape character assessment; an urban design assessment and an assessment of the potential for decentralised renewable or low carbon energy to supply any potential development. Inappropriate cells are discounted at step 9 following a review.

All remaining land is then assessed at steps 10-12, as potential options for urban extension locations. These options are informally discussed with key stakeholders, including the Environment Agency, Highways Agency, Natural England, on the suitability of land. This stage will also include an informal Sustainability Appraisal of the options. Following this the options will be consulted on through the Core Strategy and Framework Plan consultation as options for future growth.

The assessments that are set out in these twelve steps are discussed through out the process at workshop sessions with both officer and member steering groups, to provide local input, context and endorsement.

The following flow chart illustrates the twelve step process undertaken to assess the suitability of land for urban extensions in order to accommodate growth as part of the Town framework process.

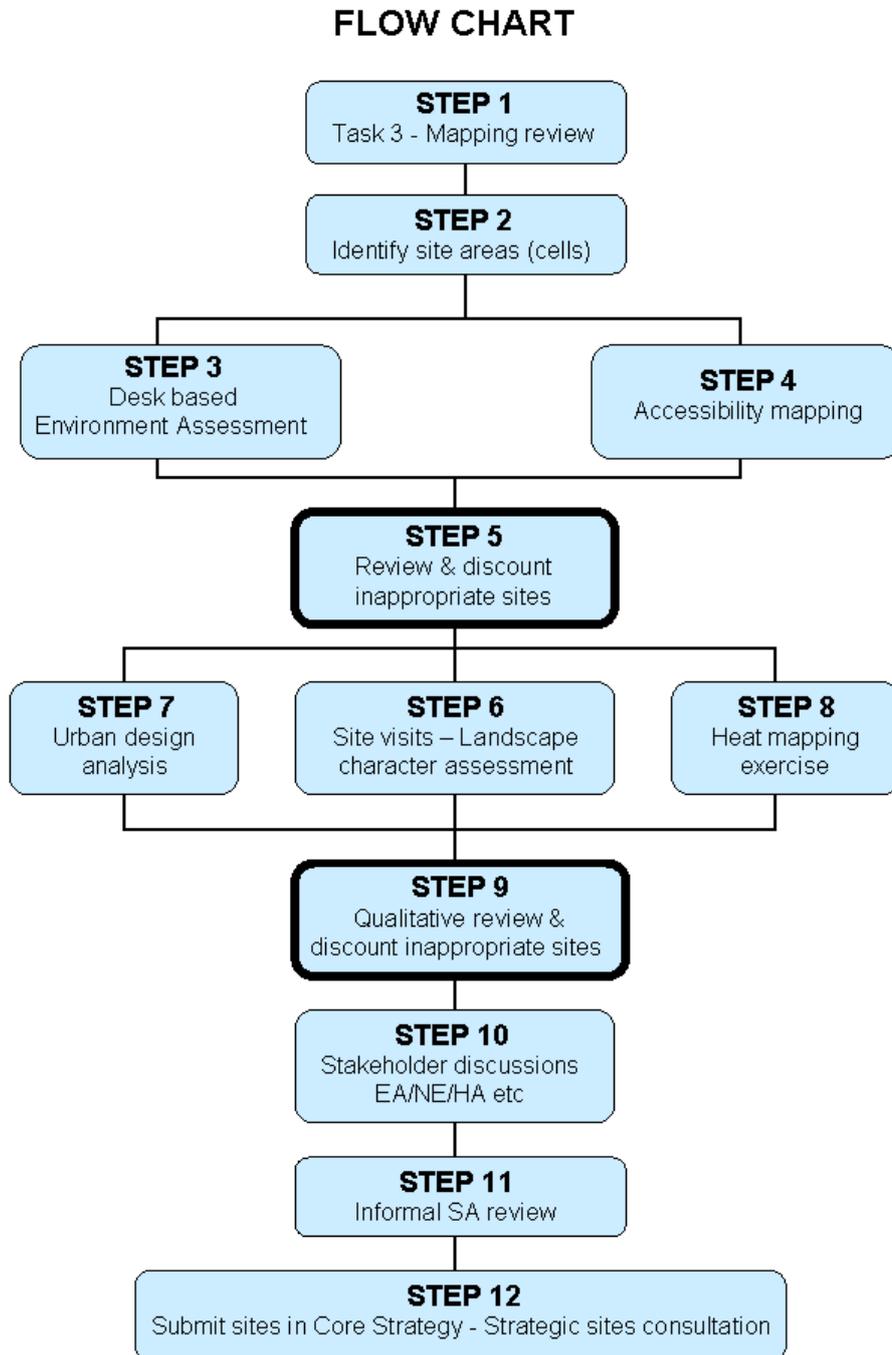


Figure 1: Urban Sites Assessment – twelve step process.

Methodology

Part A – Steps 1-9

Step :1 mapping Review and Step 2: Identify sites areas (cells)

Step 1 involved a desk based assessment to help understand the structure of Hayle and how the town currently functions including what services and facilities are available for the communities within the town. The results of this exercise help to inform and guide the subsequent assessments throughout the process, but primarily the initial desk based urban extension assessment exercises of steps 2, 3, 4 and 5.

This mapping exercise sought to identify the main movement corridors: A, B and local distributor roads, main railway line and station, and key services such as schools, health facilities, community buildings, and formal and informal open spaces - as well as identifying the main and neighbourhood centres.

A resultant 'Structures and Neighbourhoods' map also helps to identify initial Green Infrastructure (GI) information such as public open space, and existing green corridors and networks (e.g. waterways, cycle routes and footpaths) and water elements (e.g. lakes, significant pond systems, wetlands etc) which will inform Step 7 in particular.

Step 2 was a desk based exercise to review all of the land surrounding the town to identify appropriate and workable areas (cells) which can be further assessed. In determining the extent of the individual cells, consideration was given to features that would potentially create barriers between cells, such as significant transport corridors and landform features such as topography and watercourses. Once these features had been identified, it provided definition to the boundaries for the cells surrounding the town. The landscape cells identified for Hayle are indicated below at **Figure 2**. It should be noted that these cell boundaries would potentially be amended and or refined as the assessment progressed.

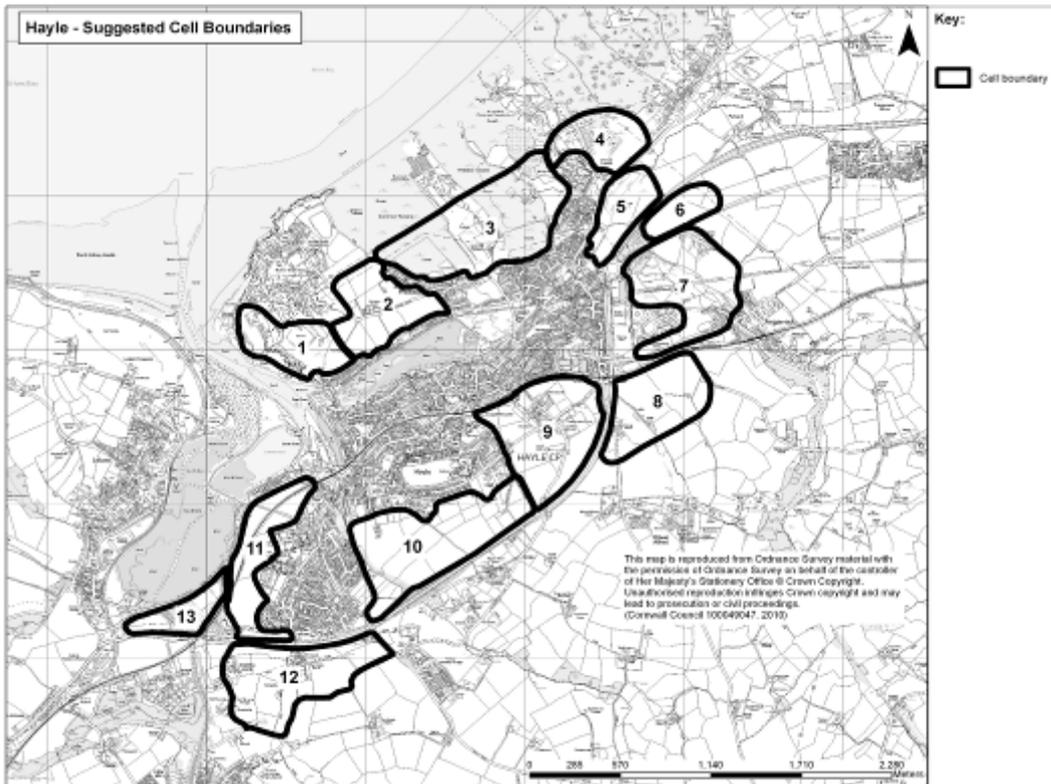


Figure 2: Hayle Cell Boundaries

Step 3: Desk Based Environmental Assessment

Step 3 involved a desk based assessment to record the relationship of the different cells with significant and less significant environmental features. The main intention of this step was to identify any land where significant environmental features (predominantly national designations e.g. SSSI; flood zone 3b; ancient woodland etc) would mean that future development potential would be highly unlikely due to the obvious constraints. In the same way the step identifies the areas where any potential growth would not be constrained by such significant environmental constraints. Each cell was assessed in this way based upon the assessment criteria and a 'traffic light system' which are detailed at **Appendix A**. An example of an environmental assessment for an individual cell is illustrated at **Figure 3**. This step identified those cells which contained significant environmental features or assets (predominantly national level designations) and therefore based on this evidence should be discounted from any further study in the urban extension assessment process.

Cell Number: 3 – Hayle	Commentary	Impact of Development
Significant assets / constraints		
Ancient woodland, significant woodland cover, Dune systems	Large area of the cell is a dune system	
SSSI, SAC, Heritage Coast, AONB	Whole cell is covered by the dunes SSSI	
Other assets / constraints		
OALS, AGLV, RICS?	Small northern sections of cell covered by an AGLV	
Historic/cultural value e.g. WHS, Conservation Area, Listed buildings, Ancient Scheduled Monuments	Adjacent to the Conservation Area	
Ecological assets – CWS, LNR, BAP habitat	No designation / not adjacent	
Mineral Consultation Area	No designation	
Agricultural grade of land	No designation	
Flood Zones 2 and/or 3	No designation/not adjacent	
Topography	Generally a sloping cell with a plateau at the centre of the cell	
Physical constraints / other factors which will have impact on feasibility of site for development (contaminology/mine remains etc, main sewers, gas mains, pylons etc)	This cell is mostly an area of sand dunes and vegetation which are a constraint to development. There are also power lines that cross the site towards the north of the cell	
Other information – not scored		
Corwall LCA / LDU	Within the St Ives Bay Landscape character area (CA05) and within LDU 148 described as hard rock lowlands, open <u>wildland</u> and unsettled <u>wildland</u>	
Historic Landscape Character Assessment 1994 Reference LCA & LCZ	Within the St Ives Bay area characterised as dunes	
Aspect (solar gain)	Slopes down in a southerly and easterly direction across the cell	
Current land cover	Land cover is sand dunes and vegetated dunes including some scattered holiday chalets.	
Overall Comment / Recommendation	This large cell is an area of sand dunes; dune vegetation and is covered by a SSSI. Cell should not be considered for development and discounted from further assessment.	

Figure 3: Example of Desk Based Environmental Assessment

Step 4: Desk Based Accessibility Assessment

A desk based initial accessibility assessment **Step 4** was undertaken at the same time as Step 3, and assessed cells performance with respect to accessibility to essential local facilities e.g. schools, health facilities, town centres etc. Accessibility was assessed for both pedestrians (step 4a) and vehicular access (step 4b). A series of distance criteria form the basis of assessing how each cell performs in terms of its proximity to the services and facilities. The distances used were 400 m, 800m and 1200 m, representing a 5, 10 and 15 minute walk respectively. These distances/times are used as they are referenced as standard in various national planning and urban design good practice guides.

Each cell was assessed utilising a traffic light rating system, (the detail of which is set out at **Appendix B**) with the aim of establishing between those cells that performed either well or poorly in terms of their accessibility to local services and facilities. Potential shortfalls in the availability of local services and facilities were also highlighted through this assessment.

With regards to vehicular accessibility (step 4b), consideration was given to whether the existing highway infrastructure had potential to provide existing or new vehicular access points / routes to the cells.

Two key issues were considered:

- Whether there was deliverable vehicular access to serve the cell; and

- Whether there was possible vehicular connection from the cell to the nearest Town or Neighbourhood Centre.

The results of this assessment were considered along with step 4a, to determine an overall performance rating for each cell in terms of accessibility.

Accessibility Assessment – Hayle

Cell Number 1					
Type of Facility / Service	Proximity of nearest facility/service to Cell			Total Score	Comments/barriers
	400m	800m	1200m		
Town and neighbourhood centres (400 – 800 – 1200m)	Red	Orange	Green	Orange	Cell in closer proximity to Foundry TC than Copperhouse, although access is constrained by harbour bridge route.
Primary Schools (400 – 800 – 1200m)	Red	Red	Red	Red	Cell equal distance from both primary schools and harbour/bridge is a barrier to easy access as is the rail line.
Secondary Schools (800 – 1200 – 1600m)	Red	Orange	Green	Orange	The harbour/current bridge from North Quay to the town is a barrier to easy access as is the rail line.
Open space Strategic & Public Open Space (400 – 800m)	Green		Green	Green	There is a cricket pitch within the cell, Cell in close proximity and with good access to the beach and dunes.
Health facilities (400 – 800m)	Red		Red	Red	Not within easy walking distance. The harbour/current bridge from North Quay to the town is a barrier to easy access.
Supermarkets (400 – 800m)	Red		Red	Red	Not within easy walking distance. There is a proposal to locate a new supermarket on South Quay adjacent.
Employment areas (800 – 1200 – 1600m)	Green	Green	Green	Green	The derelict north quay is proposed for future employment use. Current bridge is a barrier to the Foundry area.
Vehicular Access	Comments				
Deliverable vehicular access to serve the site area	Cell would be accessible from existing roads although routes are constrained i.e. bridge			Orange	Total Score Calculation 3 boxes – median or majority colour 2 boxes – median or lower coverage colour
Possible vehicular connection from the site area to the town centre	Connection through Phillack or across harbour bridge due to be upgraded			Orange	
Any Other Comments/Summary	Cell reasonably accessible to town centre, less accessible to schools. Key issue may be the barrier of the Harbour area - the existing bridge may be upgraded? Access through Phillack is v. constrained				
	Overall Score				
	Green	Whole of cell within distance			
	Yellow	> approx 2/3 within	< approx 1/3 within		
	Yellow	< approx 2/3 > 2/3 within	None of cell within	Yellow	Median or majority colour of Total Score boxes

Figure 4: Example of Desk Based Accessibility Assessment

Step 5: Review & Discount Inappropriate Sites

Following Steps 3 and 4, **Step 5** was a key step where a review was carried out to highlight and discount inappropriate cells based on their environmental and or accessibility results. To assist this process and to ensure consistency of assessment method across Cornwall's Towns step 5 was also reviewed at a Town Framework Project manager workshop. The recommendations of step 5 were subsequently discussed and agreed at the Framework Local Member Steering Group.

The results of step 5 can be seen below at **Figure 5**. Cells 3, 4 and part of 5 were discounted from further study due to these areas being a SSSI designation being largely an area of vegetated sand dunes. Cell 13 was also discounted as the majority of the cell is also SSSI and the functional flood plain 3b. The detailed results of the desk based Environmental Assessment are attached at **Appendix A**.

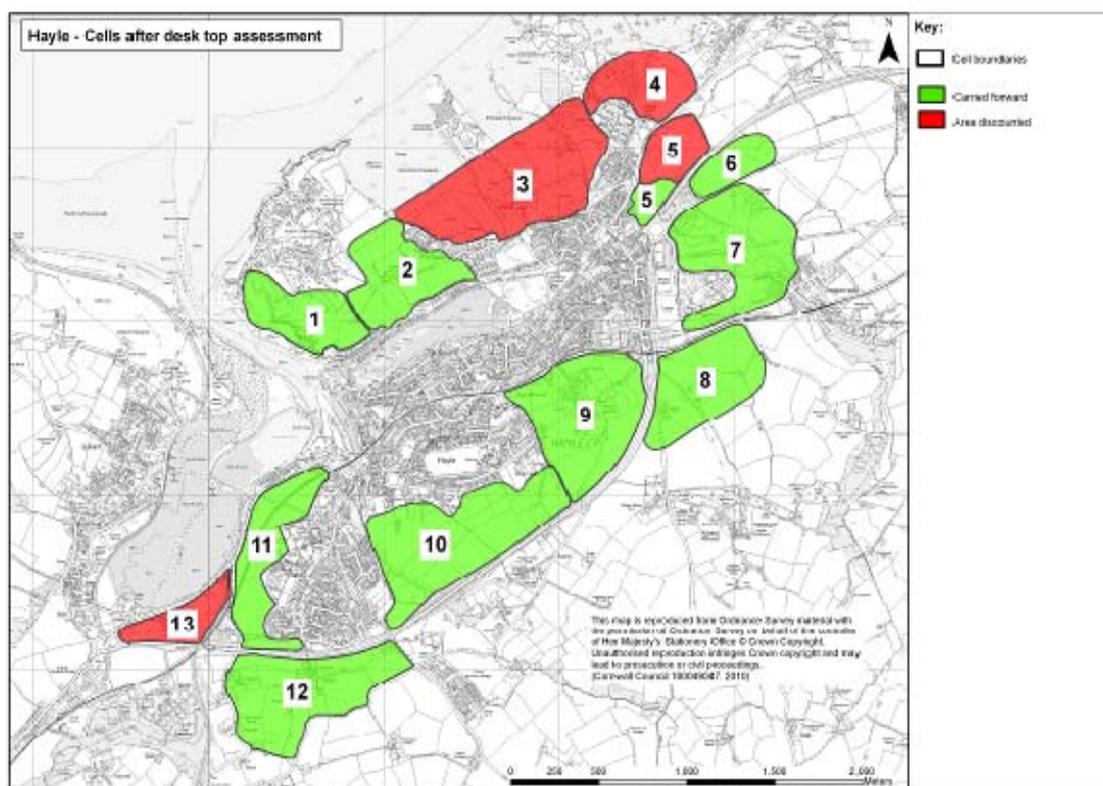


Figure 5: Cells that were discounted and remaining cells following step 5

The results of the initial desk based Accessibility Assessment are attached at **Appendix B**. The accessibility assessment demonstrated that cells 9, 10 and the northern part of cell 11 along with cells 1 and 2 (to a slightly lesser degree) were the best performing cells for pedestrians due to their closer proximity to key services and facilities within the town. At this stage of the urban extension assessment however the decision was made not to discount any of the cells based on the results of the accessibility assessment.

The Hayle Local Member Steering Group

The Local Member Steering Group is comprised of Cornwall Council Members, and representatives of the relevant Town Councils and neighbouring Parish Councils.

The group met on 18th October 2010 to review and discuss the initial findings from the assessments of steps 3, 4 and 5 with the aim of considering and endorsing the findings of the assessments. The steering group agreed the findings of the Assessments at this workshop in that cells 3, 4, 13 and part of cell 5 should be discounted from further assessment with the remaining cells carried forward for further assessment.

Step 6: Landscape Character Assessment

A landscape character assessment was undertaken by Landscape Architects from the Councils Environment Service. A methodology was drafted and agreed by relevant officers (this can be viewed on the Framework Plan consultation webpage) which recorded important landscape features and assessed the landscape according to its character and sensitivity to change and gave an overall colour using a traffic lights system according to its overall landscape quality. Each cell was assessed by a detailed site visit and by also utilising the environmental information recorded at previous step 3. Below is the overall results following the assessment:

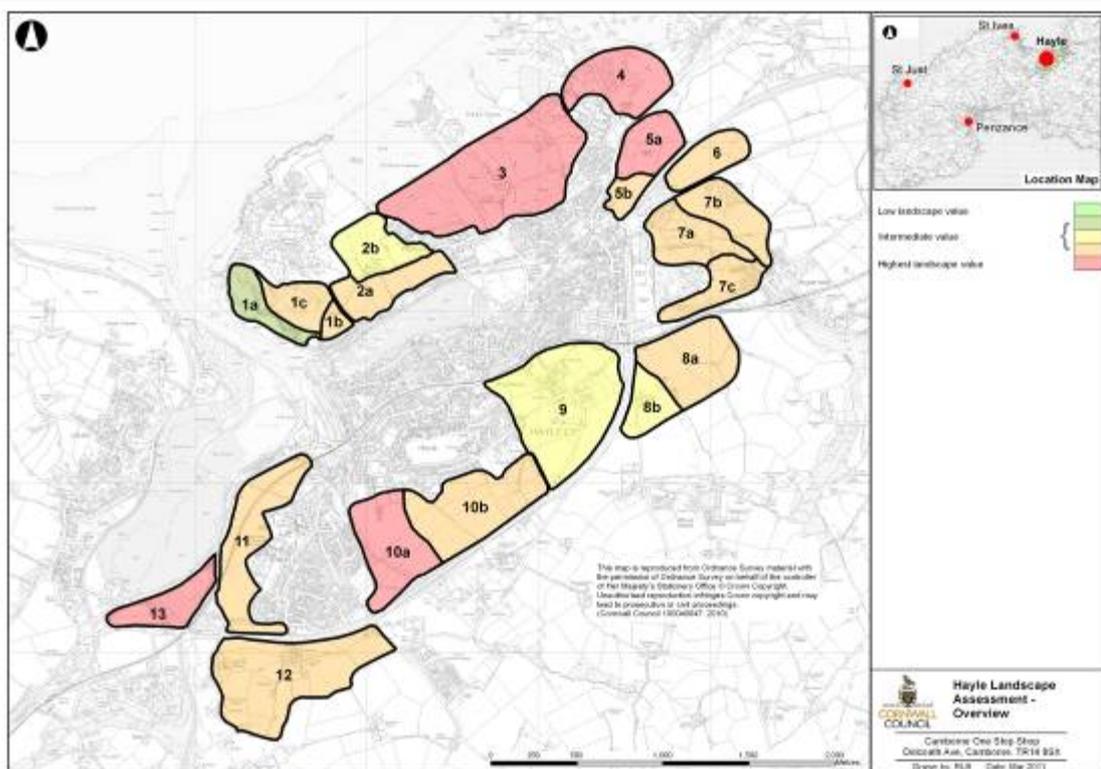


Fig 6: landscape overview map

Cells 3, 4, 5a and 13 were not assessed by site visit as they were already discounted through the previous Step 3 desk based environmental assessment. As Fig 6 illustrates the majority of cells were scored as amber and yellow. Cells were subdivided if there was a distinct change of character within a cell. In this way 10a was scored as red due to its valley landform with a stream and public footpath which is an important link and valley area within the town. Cell 1a was scored green due to being a previously developed area (brownfield site). No cells were discounted at this stage but the landscape information was used to inform the Step 9 process to follow.

Step 7: Urban Design Analysis

The purpose of this step was to carry out an analysis of each cell with the aim of clarifying which would potentially relate and function well (if developed) with the town and be sustainable locations to accommodate any (potential) future growth; equally, it was to demonstrate which cells would not function as well and to clarify the reasons why. The methodology used

can be viewed in **appendix D**. The exercise involved a sketch exercise relating to each cell identifying existing or potential connections or routes to enable ease of movement and accessibility. A table was then used to record the results of each cell by assessing against a set of criteria. The full results and tables can be viewed in **appendix D**.

Each individual cell was assessed in this way along with certain cells which were merged where the assessment showed logic or benefits in cells being merged for ease of connectivity or landform. A final assessment comment is given noting the conclusions from the assessment and indicating the suitability of the cell or merged cells as either:

- a potential expansion of an existing neighbourhood;
- an opportunity to create a new neighbourhood;
- or the constraints noted to the creation of either of the above.

The intention was not to discount cells at this stage as the information from this assessment was used at the following Step 9 'Qualitative review and discount sites' to inform decisions, along with the landscape character assessment and wider growth option implications as broadly indicated in the Core Strategy (i.e. scale of long term growth required/achievable) as to which cells should be discounted from further assessment and those that should remain as potential site options for further consideration to accommodate the potential future growth of the town.

The best scoring cells in urban design terms were cells 1, 2, 9 and 10. These cells were scored individually and also as larger merged cells e.g. 1 and 2 together and 9 and 10 together. They all scored highly individually and slightly improved when scored as larger merged areas.

Parts of Cell 1 and 2 have existing outline permission for development in relation to the regeneration of Hayle harbour. The areas are well related in terms of access and connectivity to the rest of the town and town centres. A new bridge being constructed will improve this connectivity. The assessment highlighted the importance of retaining the identity Phillack as a separate settlement i.e. retaining an open area between Phillack and the Harbour expansion area.

Cells 9 and 10 are also well related to the town in terms of proximity to services and facilities and route connectivity, and they are of a scale that would potentially enable the creation of a new neighbourhood or the expansion of the existing neighbourhood by providing supporting community facilities.

Cell 11 at its northern half is in close proximity to the Foundry Town Centre, however the cell is relatively narrow and is split in two by the rail line; these physical constraints would significantly limit ease of movement and accessibility from this cell into the town and there is a lack of good routes into the existing built area.

Cells that are not well related to the existing built area and therefore scored lower in the urban design assessment are cells 6, 7, 8 and 12. The assessment demonstrated that they are not situated in close proximity to services and facilities and there are significant physical barriers to ease of movement and connectivity – these barriers include the A30 and strategic junctions which effectively sever them from the main urban area and would have implications for pedestrian movement and therefore car use.

Cells 6 and 7 were also assessed as a merged cell for the potential to create a new neighbourhood or expand an existing neighbourhood. By merging them it created a large area however the issue still remains of the significant barrier created by the A30 junction severing it from the existing built area. It could integrate with Angarrack to the south however Angarrack is a separate village with its own identity and expansion on this scale would significantly alter the settlement. Due to this it was felt that there are major constraints to merged cell 6 and 7.

Regarding cell 5a which is a smaller area, the assessment demonstrated potential for a small scale expansion to the existing neighbourhood on its northern half. The southern large half is separated by a watercourse and large areas are the function flood plain making much of it unsuitable for development, furthermore the southern edge is bounded by the A30 which is a barrier and a constraint to movement and accessibility.

In summary cell 6, 7, 8, 11 and 12 would not enable the creation of a new neighbourhood and would not integrate or expand an existing neighbourhood. Cells 1, 2, 5a, 9 and 10 however may enable either an expansion of an existing neighbourhood or the creation of a new neighbourhood, with good opportunity for connections and ease of movement to the existing built area.

Each cell was given an overall colour using the traffic light system. The full results with information on each cell / merged cell can be seen in **appendix D**.

Step 8 Heat Mapping Assessment

Step 8 was an assessment of renewable or low carbon energy opportunities in relation to each of the cells, in particular the potential or otherwise for each cell to link into or support a potential decentralised energy or district heating network providing renewable or low carbon energy.

The assessment and a table sets out an initial assumption in relation to the location of each of the potential urban extension cell areas i.e. its proximity in relation to areas of existing high heat demand areas and so called 'anchor load' buildings within the built area of the town to determine whether a cell area has the following:

- Good opportunity to link into a potential district heat network
- Limited opportunity to link into a potential district heat network - unlikely but requires further assessment

- Poor or no potential to link into a potential district heat network - highly unlikely to be a viable area to support district heating due to low heat demand and/or large distances between the new development and existing heat loads

The assessment was not seeking to discount any cells based on its potential or lack of, but will enable the information to be considered as a strength or a weakness of a cell which can be highlighted along with other considerations when consultation takes place regarding potential options for future growth of the town. Cells 9 and 10 showed the most potential. The full results can be seen in **appendix E**. The results of the assessment are illustrated below in Fig 7:

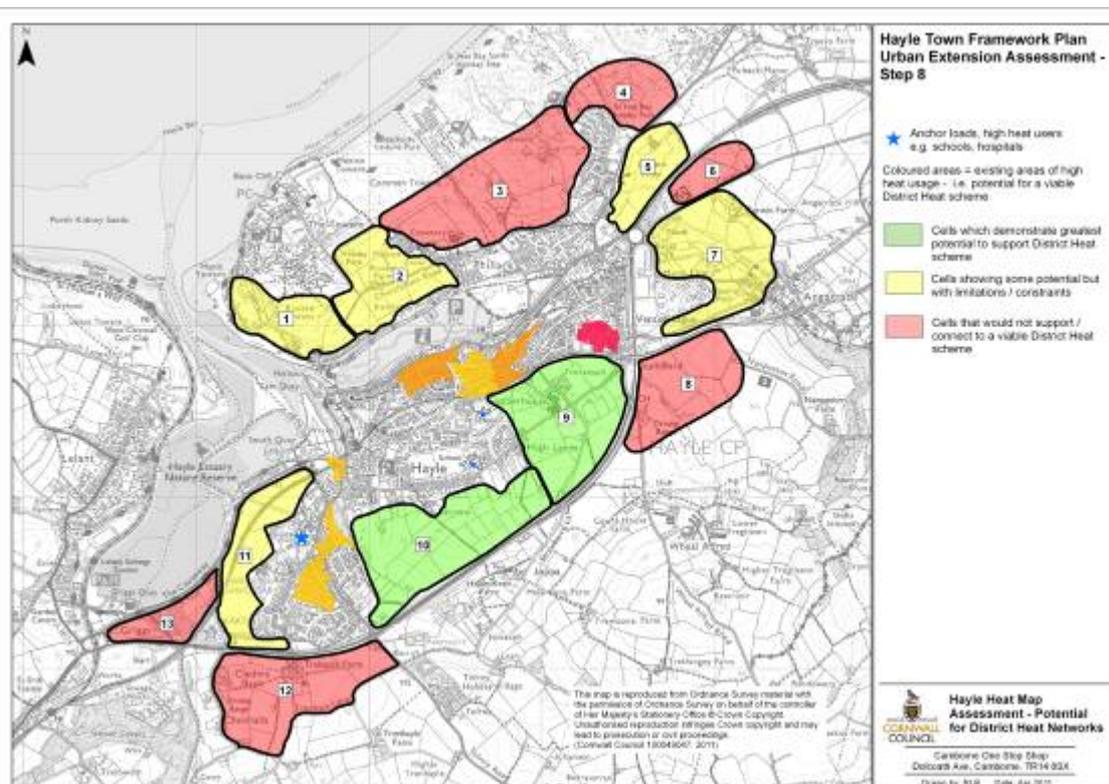


Fig 7: results of heat mapping exercise

Step 9 Qualitative Review and Discount Inappropriate Sites

Step 9 was the key step with the aim of reviewing all steps to date, undertaking an evidence based and qualitative review focussing on:

- Step 1: how the town functions,
- Step 6: the results of the landscape character assessment
- Step 7: the urban design assessment.

This step involved a meeting with all parties involved in undertaking the urban extension from landscape, urban design and spatial planning to discuss, explore and agree on the cells to remain as options and those that should be discounted from further assessment.

The results of the urban design assessment identified that **cells 1 and 2**; the **northern half of cell 5a**; and **cells 9 and 10** are the most suitable locations for urban extensions due to their ability to either integrate and expand with an existing neighbourhood or be of a scale to enable the creation of a new neighbourhood with supporting facilities whilst integrating with the existing built area enabling ease of movement and accessibility.

The landscape assessment assessed these cells 1, 2, 5a, 9 and 10 as either yellow or amber (medium landscape value) with one area the western area of cell 10 (10a) as red (high landscape value). Cells 6, 7, 8, 11 and 12 were also amber with a small area of 8 assessed as yellow.

The reasoning for 10a being of high landscape value relates to the existence of the valley bottom and stream which is a local footpath and green / blue corridor of ecological and public value importance providing a good link from the existing Foundry area out into the countryside. In this respect and in terms of proposing the broader area of cell 10 as an urban extension option there would be a clear requirement if the area was taken forward in the Framework Plan for multi functional Green Infrastructure routes - the area around the valley bottom and watercourse already provides this and there would be opportunity to retain and enhance this area. It was agreed therefore that the area should remain as part of the larger option for further consideration.

The availability of the four options around the town (which were referenced as) **cells A, B, 5a and D**, their scale and potential capacity meant that other areas around the town could now be discounted from further assessment, further justified by the supporting evidence demonstrating their dislocation and lack of opportunity for integration with the existing built area created by the A30 and strategic roundabouts and rail line, and other physical barriers within the cells such as the rail line and flood plains which all act to constrain these cells ability to function as appropriate urban extension locations either due to lack of integration and / or insufficient scale to support services and facilities.

Step 9 Options

The maps produced at Step 9 are shown below at Fig's 8 and 9. Cell's 1 and 2 are split into two areas: **A** being the existing harbour proposals (with an expectation they will be delivered) and **B** a smaller expansion to the west of Phillack – the separation between A and B is to retain the individual identity of Phillack as a separate settlement.

Cell 5a is a reduced area to a smaller expansion of the northern half of the cell

Cells 9 and 10 as presented as two potential options of differing scale **D and E**

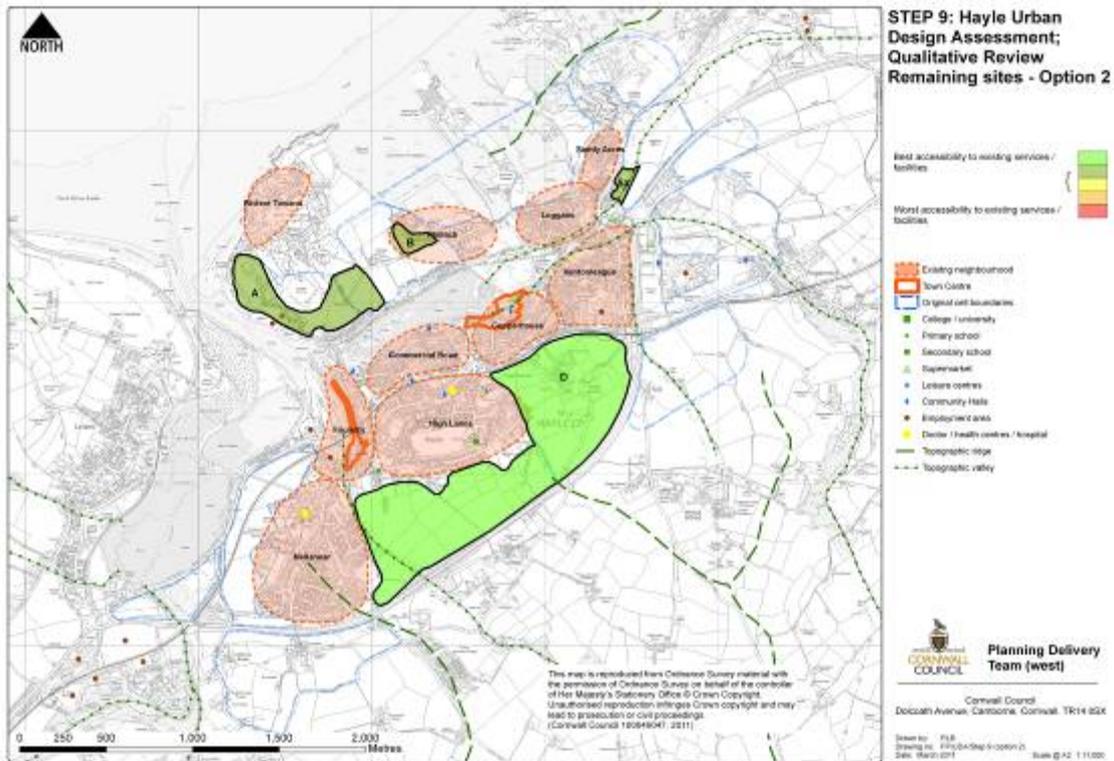


Fig 8: Step 9 remaining site options 1

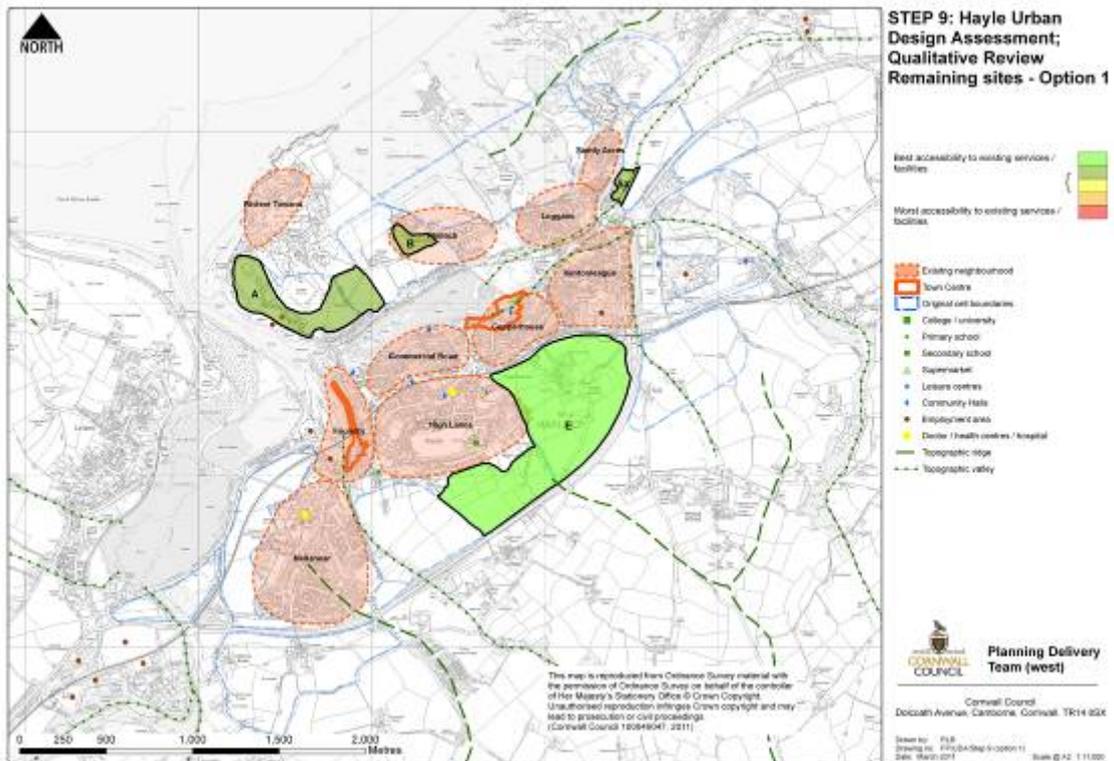


Fig 9: Step 9 remaining site options 2

The Hayle Member Steering Group

The local member steering group met on average every 6 weeks through 2011 to discuss the development of the potential urban extension options around the town as well as different urban site options within the town. The group reviewed steps 6, 7 and 8 and the results of step 9 which identifies the options around the town and agreed and endorsed these options to go forward for further consultation as well as agreeing the cells which would be discounted and not taken forward.

At this stage these remaining cells identified through the urban extension assessment as endorsed by the member steering group became the options to be consulted on in the Framework Plan:

- Cell A became Option HUE1 Hayle Harbour North
- Cells D & E became Option HUE2 Hayle South
- Cell B became Option HUE3 Phillack West
- Cell 5a became Option HUE4 Loggans North

Step 10 Stakeholder Discussions

A workshop was arranged in order to discuss the options identified through step 9 with key statutory stakeholders including: the Environment Agency, the Highways Agency, Natural England and the Cornwall Councils Strategic Transport officers and Cornwall Council Heritage and archaeological officers.

The remaining options were presented to the workshop with the reasoning for their selection as options, highlighting remaining issues and questions that each cell posed. One of the key reasons for the workshop at this stage was to provide the opportunity for any of the stakeholders to highlight any issues that had not been identified through the assessments that would either mean that the site was not a realistic option or was a further strength or weakness of the cell as an option which could be portrayed in the options public consultation document.

Information from the stakeholder's workshop provided some useful points, and the stakeholders felt that all the options at this stage are suitable for further consultation:

The following summarises the stakeholder responses:

Transportation Stakeholders

Cell A: The stakeholders has previously made comment to the existing outline application for this area and had no further comments to make

Cell B: The stakeholders had no comments beyond what the assessment had highlighted.

Cell 5a: The stakeholders had no comments beyond what the assessment had highlighted.

Cell D: CC Strategic Transport commented that the area was a good option due to its close proximity existing services and facilities in order to create walkable neighbourhoods and discourage car use. There was however some concern over the capacity and impact on the local and strategic road network. There are many issues with the Loggans Moor and St Erth A30 junctions which are ongoing in relation to existing proposals in the area. Any justification for a further access off or onto the A30 would be need to be strong as the cost of such infrastructure would likely to be high.

The Highways Agency had similar comments and reiterated that any new access off or onto the A30 would only be considered by the Highways Agency if there was a clear business case demonstrating the need for such infrastructure.

Cell E: the same comments as Cell D applied

Environment / Heritage / Archaeology Stakeholders

Cell A

The stakeholders had previously made comment to the existing outline application in relation to the expansion to the harbour area. The comment remained relevant in relation to the importance of the Conservation Area and the World Heritage Site. The EA have inputted lots of work in relation to the Harbour proposals. Natural England reiterated the importance of the estuary and mitigation for impacts on birds and wildlife.

Cell B

The importance of the Phillack Conservation Area was raised and the importance of other potential heritage assets within the vicinity of (but not within) the cell.

Cell 5a

Loggans Mill is a significant heritage asset and a grade 2 listed building, and there is a Site of Special Scientific Interest adjacent to this cell which are important considerations.

Cell D

The western extent of Cell D contains significant heritage assets and archaeological potential including the smelting works through to the Foundry area. The EA comments on the potential for significant flood risk at the valley bottom and the potential for green infrastructure provision.

Cell E

The comments for cell D apply

Step 11 Informal Sustainability Appraisal

An informal Sustainability Appraisal (SA) was undertaken on the Hayle Framework Options document. The urban extension options have been appraised by the SA along with the urban site options and objectives of the Framework Plan.

A Sustainability Appraisal (SEA/SA) assesses the environmental, social and economic impacts of proposed plans and policies and is required by legislation. There are 19 Cornwall SA Objectives against which plans are appraised. The SA process provides a quality check on the Framework Plan and aims to ensure that the options and proposals within the document are moving towards achieving sustainable development. The SA will inform the decision making process in developing the subsequent stages of the Framework Plan.

The Sustainability Appraisal can be viewed on the Framework Plan evidence base page on the Council website.

Step 12: Framework Plan Options & Core Strategy Consultation

As previously mentioned the options identified through the urban extension assessment, as shown in Fig's 8 & 9, were included in the Hayle Options Framework Plan with public consultation commencing January 2012.

Summary

This paper has documented the work that has been undertaken to assess all of the (undeveloped) land which directly adjoins the town of Hayle for its suitability to accommodate growth, through urban extensions, to support the strategic vision for the towns as set out within the Core Strategy.

Through the assessment four cells demonstrated the most potential to become options for further consideration as urban extensions. These four options will be consulted on at the Hayle Framework Options consultation stage commencing January 2012.

Following the Options consultation, comments and feedback will be reviewed and assessed and a preferred Strategy Hayle Framework Plan will be prepared and will be subject to a further formal consultation period later during 2012. At the Preferred Strategy stage this urban extension assessment paper will be updated to document ongoing work in identifying the preferred urban extension or extensions in Hayle.

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