



## FALMOUTH NEIGHBOURHOOD PLAN

A Plan made by the community of Falmouth with the support of Falmouth Town Council



#### **Foreword**

I am very pleased to welcome you to OUR NEIGHBOURHOOD DEVELOPMENT PLAN FOR FALMOUTH. It sets out our ambition, the priorities for change and the approach that will guide planning decisions in Falmouth. It represents a shared agenda developed by the public and private sectors.

The plan has been developed under the leadership of the Falmouth Neighbourhood Plan Stakeholder Group, a community-based group commissioned and supported by Falmouth Town Council, the formal Qualifying Body for neighbourhood planning in the area.

Right from the start, the Falmouth Neighbourhood Development Plan has been created in a way that recognizes the fundamental principle that *growth is part of sustainable development* and that it must address the key concerns of:

- Achieving a sustainable economy
- Living within our environmental limits
- Ensuring a strong, healthy and just society

The Falmouth Neighbourhood Development Plan focuses on the key planning issues facing our town, setting out both the short term and longer term priorities for action to *enable* sustainable growth and increase prosperity. It aims to encourage and develop inclusive local partnership working around those priorities and to be a *plan of action*. It is also aimed at attracting public and private sector investment and will form the policy basis of comprehensive funding bids to grant aiding bodies.

The priorities we have agreed focus around the concept of Falmouth that is a distinctive, vibrant, resilient, inclusive and well-balanced town. It is an attractive sea-port town, forming the sustainable social and economic heart of the wider community of the Falmouth/Penryn Community Network, serving an important strategic role in enabling Cornwall's economy to reach its full potential, and responding effectively to the vagaries of climate change.

#### Achieving this means working together, as a community, to:

- Develop high quality employment and training facilities that meet the needs of local businesses and people (see section 7);
- Provide housing that meets local needs and provides greater choice of tenure and mix (see section 5);
- Back measures that aid the transformation of the Cornish economy, whilst ensuring that our community remains balanced and that local residential amenity is protected. (see section 4);
- Encourage the use of more sustainable modes of transport, and improve car parking to support the town centre's economic viability (see section 9);
- Support the vitality and viability of the town as a service and shopping centre for its residents and the surrounding communities (see section 6);
- Protect and enhance the town's unique architectural heritage and its setting in attractive countryside (see section 11);
- Seek net gains in the biodiversity and health of our environment whilst enabling the development necessary to meet present and future needs (see section 8);
- Conserve and enhance existing open spaces and leisure facilities and take opportunities to provide more (see section 8);
- Support the cultural and health sectors that help to build a sustainable and balanced community (see section 10);
- At all times to ensure that whist meeting todays reasonable needs, we protect the interests of future generations.

I commend this Neighbourhood Development Plan to you and request that everybody - individuals, groups, organisations, businesses – support it as the best way to make sure that Falmouth remains the great place it is today!

In opening this Neighbourhood Plan, I must give praise to the late Candy Atherton. She was an energetic champion for the Town, always working tirelessly to get what she thought was right for Falmouth and its community. She was the driving force behind the Article 4 on HMOs, and led the Neighbourhood Plan work in an enabling way that allowed the team to develop a strong vision and strategy for sustainable development in Falmouth.. We know she would want us to see the Falmouth Neighbourhood Development Plan – an expression of the will of the community of Falmouth – through to a successful conclusion Grenville Chappel,

Chair of Falmouth Neighbourhood Plan Stakeholder Group.

#### **IMPORTANT NOTE!**

This is the 'Post Examination' version of the Falmouth Neighbourhood Plan, March 2020, which incorporates all the recommended modifications required by the Independent Examiner. The Independent Examiner concluded that, subject to these modifications, the 'Falmouth Neighbourhood Plan meets all the necessary legal requirements and should proceed to referendum' (19 December 2019).

## Next Steps

At the referendum, all registered electors in Falmouth, plus any in adjoining areas who are significantly affected by the Plan, will be entitled to vote for or against it.

If the Plan is supported in the referendum, Cornwall Council will formally 'make' the Plan. This will give it legal recognition as part of the statutory local development plan for the area. This means it must be considered when planning decisions are made by Cornwall Council, Planning Inspectors, and the Secretary of State.



Figure 1: The Moor, celebrating the 150<sup>th</sup> anniversary of the coming of the railway (Photo: Mike Jenks)

## Supporting Documentation

All the supporting evidence and documentation backing this Neighbourhood Plan, including the Working Group Reports and many of the background studies referred to are available via the Falmouth Neighbourhood Plan website at

#### http://planforfalmouth.info

in the form of Portable Document Format (.pdf) files. These can be opened for reading and printing using standard pdf compatible applications such as Adobe Acrobat Reader DC and Sumatra PDF, or the built-in readers in Chrome and Windows 10.

## Key Information

Point of Contact : Mark Williams, Town Clerk

## Stakeholder Group and Working Group Membership

•	
STAKEHOLDER GROUP	
NAME	Status/Representing
ANDY COOTE	Falmouth Town Forum
ANGELA SHIELDS	Falmouth & Penryn Conservation Group
BOB HODGES	Save our Falmouth Action Group
CANDY ATHERTON	Falmouth Town Council
COLIN BIGGS	Falmouth & Penryn Churches Together
DAVID YELLAND	Falmouth Bay Residents Association
GRENVILLE CHAPPEL	Beacon Regeneration
HENRIETTA BOEX	Falmouth Town Council – Director of Cultural Services
JONATHAN GRIFFIN	Coastal Communities Team
KATE THOMAS	Save our Falmouth Action Group
MARK SANSOM	Falmouth Harbour Commissioners
MARK WILLIAMS	Falmouth Town Council - Clerk
MIKE JENKS	Falmouth Civic Society
OLIVER LANE	Falmouth University and The University of Exeter
RICHARD GATES	Town Manager
RICHARD THOMAS	Falmouth BID
RICHARD WILCOX	Falmouth BID
ROGER WILLS	Falmouth & Penryn Churches Together
ROSEMARY RIDDETTE-GREGORY	Falmouth District & Hotels Association
SHEILA ROLLISON	LLAMA
SIMON PENNA	Falmouth Town Council – Grounds & Facilities Manager
DRAFTING TEAM	
DAVID YELLAND	
MIKE JENKS	
STEVE BESFORD-FOSTER	

PHOTOGRAPHY: MIKE JENKS, DAVID YELLAND, STEVE BESFORD-FOSTER, FALMOUTH ART GALLERY

WORKING GROUP COMMUNITY VOLUNTEERS
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BRAD BODINAR
DAVID HOSKEN
DOMINIC O'NEILL
GEORGE GILLOW
JACQUI OWEN
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JON BENNIE
KATIE SHANKS
LYNN NEWSHAM
MJ LONG
RICHARD MAY
RUTH HILLS
TIM BROOKSBANK
TIM KELLET
TOM EBDON
TONY HALLAM
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PROFESSIONAL SUPPORT	
BEN CASTELL	AECOM
LUIS JUAREZ GALEANA	AECOM
JESSICA SAMMUT	AECOM
JO WIDDICOMBE	Situ8
MJ LONG	Long & Kentish, Architects
STEVE BESFORD FOSTER	PlanSupport
TIM KELLETT	Tim Kellett Urban Design
TOM WELLER	Local Historian

CORNWALL COUNCIL SUPPORT		
KATHRYN STATHAM	Landscape Architect, Environment Directorate	
KIERAN HIGHMAN	Neighbourhood Planning Officer, Environment Directorate	
MARK JAMES	Team Manager (West) and Falmouth/Penryn Community Link Officer, Localism Team, Neighbourhoods Directorate	
MATTHEW WILLIAMS	Principal Planning Officer, Environment Directorate	

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## 1. INTRODUCTION

The Falmouth Neighbourhood Plan has been prepared in accordance with the Neighbourhood Planning Regulations 2012, the Localism Act 2011, the Planning & Compulsory Purchase Act 2004, the European Directive 2001/42 on Strategic Environmental Assessment and the EU Directive 92/43 on Habitats Regulations Assessment.

### The Role of Neighbourhood Plans

Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan.

Neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies <a href="National Planning Policy">National Planning Policy</a> Framework (NPPF 2019 para.29)



Figure 2: The National Maritime Museum Cornwall, an iconic building for Falmouth (Photo: Mike Jenks)

## Where do Neighbourhood Plans fit in the Planning system?

#### NATIONAL PLANNING POLICY FRAMEWORK

The Government's planning policy for England is set out in the National Planning Policy Framework (NPPF). The focus of this policy is to ensure that development is carried out in a way that makes a positive contribution to our lives but also leaves a lasting legacy for our children.

#### CORNWALL LOCAL PLAN

Cornwall Council holds responsibility for setting planning policy in the Cornwall Local Plan and determining most planning applications. A Neighbourhood Plan must be in compliance with both the strategic policies set out in the NPPF and the policies of the Comwall Local Plan.

#### **NEIGHBOURHOOD PLAN**

Neighbourhood Plan are led by local councils and will enable local residents and businesses to have a greater say in the planning and development of their Town.

Figure 3: The Planning Hierarchy

## Sustainable Development

As required by the NPPF, achieving 'sustainable development' so it has three interdependent roles –

- an economic role contributing to building a strong, responsive and competitive economy;
- a social role supporting strong, vibrant and healthy communities;
- an environmental role contributing to protecting and enhancing our natural, built and historic environment.

The 'presumption in favour of sustainable development' is often misunderstood as being a green light for development. It isn't. For our Neighbourhood Plan it means that as a community we must support the strategic development needs set out in the Cornwall Local Plan, including policies for housing and economic development, but we can also plan positively to support local development, shaping and directing well-designed development to the right places, while protecting areas that we most value.

### A Community Led Plan

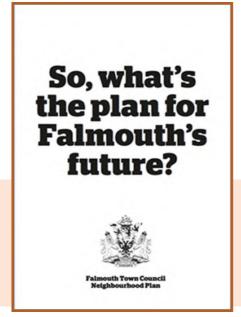
A fourth dimension of sustainable development not explicitly identified in the NPPF is that of 'promoting good governance' ie ensuring that all our community's creativity, energy and diversity is involved in developing the Neighbourhood Plan. Our Engagement and Consultation Strategy recognised that for the Neighbourhood Plan to reach its full potential, and have real local credibility, it must be prepared by the community that lives in, works in and uses the Neighbourhood, i.e. the people of Falmouth.

The strategy recognised the difference between community engagement and participation (involving people in writing the Plan), and simple consultation (asking people for their views), and set out to encourage an active dialogue with the community, using a mix of approaches to ensure that understanding of issues was promoted, opinions and ideas were recorded effectively, and feedback to the community was ensured.

We did this through a mix of travelling roadshows, drop in sessions, publications, media attention, use of social media, and the involvement of community volunteers in the Stakeholder Group and Working Groups. The Working Groups were set up to investigate, analyse and report on various themes that emerged from the community engagement carried out in 2015.

#### They were:

- Housing
- Spatial Strategy
- Economy
- Environment & Green Spaces



At the same time as the Neighbourhood Plan development the Coastal Community Towns initiative was launched nationally. This required the creation of a Coastal Community Team for Falmouth, charged with producing an Economic Plan. The decision was taken for the Coastal Community Team to merge with the Neighbourhood Plan Economy Working Group to ensure that both Plans integrated effectively. The Coastal Community Economic Plan is also the evidence base in this theme. The Housing Group also merged with the Spatial Strategy group to avoid duplication of effort.

Each group worked to a brief, and produced a report of findings, all of which can be found in the Evidence Base and on the Neighbourhood Plan website. The Working Groups then held a joint session form which the basic strategy of the Neighbourhood Plan emerged.

### How this Plan is Organised

The Plan first gives information as to what neighbourhood plans are and how the Falmouth Neighbourhood Plan has been prepared. It briefly describes the town and country planning context within which the Plan must function, followed by a summary profile of Falmouth and its community. The overarching vision and aims of the Plan are stated and then it is divided into sections that are framed around the key themes set out above. Each section identifies objectives defining the actions necessary to deliver the aims of the Plan, followed by policies which are intended to deliver the objectives each with a reasoned justification and reference to evidence that supports it, followed by notes on how the policy may be interpreted. Each section also includes Proposals and Projects, which do not have the status of formal planning policies, but indicate other actions which will help the delivery of the Plan's vision.

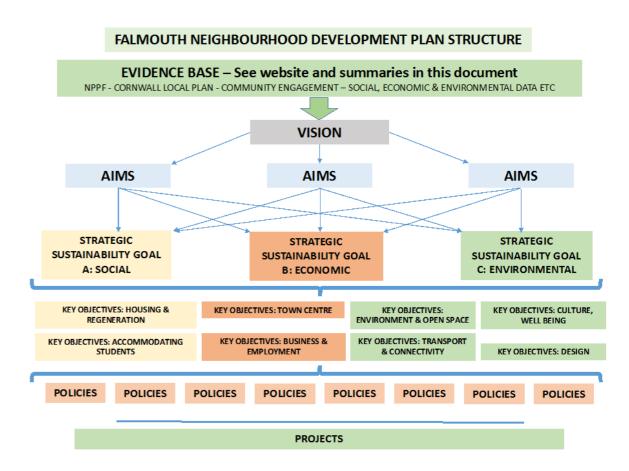


Figure 4 (left): The Questionnaire (Source: Sames and Littlejohn)
Figure 5 (above): Structure of the Neighbourhood Plan (Source: Steve Besford-Foster)



## 2. THE PLAN PREPARATION PROCESS

### The Stages Involved

Neighbourhood Plan preparation involves a procedure set by laws and regulations set up under the Localism Act 2011 designed to ensure that everyone gets the opportunity to have a say in what the finished plan contains. The key stages are:

- 1. Agreeing the Neighbourhood
- 2. Preparing the Plan
- 3. Independent check
- 4. Community Referendum
- 5. Making the Plan

## Agreeing the Neighbourhood: The Designated Area

The Falmouth Neighbourhood Plan area was designated in accordance with the Neighbourhood Planning (General) Regulations 2012 on the 16<sup>th</sup> January 2015 and comprises all of the Falmouth Town Council area. It is illustrated on Figure 6 opposite.

### Preparing the Plan

At the time the Neighbourhood Plan area was designated, a 'Stakeholder Group' of Town Councillors, representatives of local organisations and interest groups, and interested community volunteers, was formed to manage the process of creating the Plan. It's membership is given on Page 5 above.

In spring and summer 2015 hundreds of local people took part in a major community engagement period, visiting our 'roadshow' out-and-about, the drop-in session for face-to-face discussion, and taking part in a large community survey. Various service providers and adjoining Parish Councils were also consulted. Following that a community workshop was held to review the evidence, following which community-based Working Groups considered the community response. These groups carried out research, consulted stakeholders, and reviewed various options for the future of Falmouth. This was followed by a further 'visioning workshop' attended by the Working Groups, Councillors and community volunteers, to bring the work of the Groups together and agree the strategy going forward. After that a small drafting group set about preparing the Plan.

The draft Plan was published for consultations in December 2016, reviewed and submitted to Cornwall Council in July 2019.

# Independent check, Community Referendum and Making the Plan

The plan was sent to an independent Examiner in October 2019, who issued the final Examination Report in December 2019. In April 2020 Cornwall Council announced that the Plan, modified in accordance with the Examiner's recommendations, should proceed to Referendum. The referendum was delayed due to COVID restrictions.



Figure 6: Falmouth Neighbourhood Development Plan Designated Area (Map: Parish Online)

## **NEIGHBOURHOOD DEVELOPMENT PLAN PROCESS DESIGNATION BY CONRWALL COUNCIL** Dec 2104 / Jan 2015 6 week public consultation - Neighbourhood Plan Area Designated January 2015 2. PREPARATION OF THE NEIGHBOURHOOD DEVELOPMENT PLAN (NDP) Spring/Summer 2015 Extensive community engagement Autumn 2015 1st Community workshop Autumn 2015/Spring 2016 community based working groups gather & analyse evidence Summer 2016 2<sup>nd</sup> Community workshop Autumn 2016 Plan writing 3.CONSULTING ON THE DRAFT NDP Dec 2106 Draft Dec 2016 / March 2017 Plan published & Formal consultation period 4. PREPARING THE SUBMISSION DRAFT NEIGHBOUTHOOD DEVELOPMENT PLAN April / June 2017 NDP revised in light of community and other feedback June 2017 Revised Cornwall Council Development Plan Document (DPD) issued requiring further changes to NDP March 2018 Revised NDP approved by Falmouth Town Council April 2018 / 2019 Further revisions in response to feedback and DPD changes 5. SUBMISSION OF FALMOUTH NDP TO CORNWALL COUNCIL July 2019 Falmouth NDP formally submitted to Cornwall Council 6. INDEPENDENT EXAMINATION 7. LOCAL REFERENDUM 8. FALMOUTH NDP FORMALLY ADOPTED

Figure 7: The Falmouth Neighbourhood Development Plan Process.

(Table: Steve Besford-Foster)



# 3. THE PLANNING FRAMEWORK

## The National Planning Policy Framework

As noted earlier, the NPPF requires that Neighbourhood Plans deliver 'sustainable development'. The guidance sets out 11 sustainable development objectives which are relevant to Falmouth:

## SUSTAINABILITY PRINCIPLES SET OUT IN THE NATIONAL PLANNING POLICY FRAMEWORK 2019

- ⇒ Delivering a sufficient supply of homes
- ⇒ Building a strong competitive economy
- ⇒ Ensuring the vitality of town centres
- ⇒ Promoting healthy and safe communities
- ⇒ Promoting sustainable transport
- ⇒ Supporting high quality communications
- ⇒ Making effective use of land
- ⇒ Achieving well-designed places
- ⇒ Meeting the challenge of climate change, flooding and coastal change
- ⇒ Conserving and enhancing the natural environment
- ⇒ Conserving and enhancing the historic environment

Figure 8: Sustainability factors in the NPPF (Table: Steve Besford Foster)

#### Cornwall Local Plan

The Cornwall Local Plan Strategic Policies document interprets the NPPF at a county-wide strategic level, and so is the most important part of the town and country planning context for the Falmouth Neighbourhood Plan. As well as a range of general strategic policies it includes specific objectives relating to the Falmouth-Penryn Community Network Area:

**Objective 1 – Housing Growth** - Manage the location and distribution of housinggrowth and the delivery of an appropriate mix of housing – includes addressing issues associated with affordable housing and student accommodation.

**Objective 2 – Employment** - Encourage employment opportunities, particularlyin relation to Falmouth University and Combined Universities of Cornwall at Tremough (CUC), Falmouth Docks / Port of Falmouth and tourism.

**Objective 3 – Falmouth Town Centre** - Maintain Falmouth as a strategic shopping centre and provide opportunities for new retail development to secure the centre's vitality and viability and to strengthen the retail provision in the town centre. The town centre environment should be enhanced by considering pedestrian prioritisation and supporting public realm improvements.

**Objective 4 – Community Services and Facilities** - Improve community services and facilities to overcome current shortfalls within the existing community and to meet further demand resulting from growth.

**Objective 5 – Sport, Leisure and Tourism** - Consider the location of sports and leisure facilities, harnessing the full potential of the waterfront and its opportunities for employment, leisure and tourism.

**Objective 6 – Transport Infrastructure** - Ensure that transport infrastructure, including essential car parking and sustainable transport modes, is adequate to support growth. This includes tackling issues of congestion such as at key junctions on the approach to the towns at Treluswell, Treliever and Kernick Roundabouts, as well as improving accessibility to local services and facilities (e.g. better links to the waterfront and addressing Church Street car parking).

**Objective 7 – Economic Development, Environment and Coast** - Provide a strategic framework to balance economic development, maritime industries, access to the coast, flood risk management and protection of the environment, including respecting the natural environment within the towns and the rest of the community network area. Address the relationship between Falmouth and Penryn, and around the villages within the community network area, to preserve their separate identities.

The Cornwall Local Plan also 'saves' some of the policies of the former Carrick Local Plan that will continue to apply to Falmouth until this Neighbourhood Plan is 'made'.

## Cornwall Local Plan Site Allocations Development Plan Document

Sitting alongside the Cornwall Local Plan's strategic policies the 'DPD' provides for specific allocations of land to meet the identified strategic needs and provides more local, non-strategic guidance. This was created through the Falmouth Town Framework, a study of development potential and constraints. It sets the following vision:

'The twin towns of Falmouth and Penryn will be distinctive in character and yet united in playing a key role in Cornwall with vibrant, socially-diverse, positive and welcoming communities, supported by leisure facilities and services; employment based primarily on the marine, learning and tourism industries; set in attractive, well-maintained, sustainable and accessible historic, natural and urban environments'.

#### The objectives supporting this vision are:

- **1. Manage Housing Growth:** Manage the location, distribution and integration of housing growth and the delivery of an appropriate mix of housing for the towns, including affordable housing and provision of quality student accommodation.
- **2. Design Quality:** Development should deliver high quality design that shows how its mix of uses, scale, massing and architecture contributes to the distinctiveness of Falmouth and Penryn.
- **3. The Natural Environment:** Respect and enhance the natural environment, including maintaining and enhancing areas of Green Infrastructure, which contribute towards and protect the local identity of the towns and surrounding rural settlements
- **4. Invest in Technologies:** Embrace new technologies, opportunities surrounding Renewables, modern working and Information Technology, including:
- a) **Support and retain young people**: Supporting opportunities surrounding the Universities in Falmouth and Penryn, in particular the Tremough Innovation Centre and the Academy for Innovation & Research (AIR); plus the provision of incubator units and grow-on space
- b) Support industries / business and maximise assets: Maximise opportunities from the presence of the Universities at Falmouth and Penryn, and the Port / docks

- c) Achieve a vibrant future for the Port / Docks as part of healthy business infrastruc ture: Promote the Port masterplan and enable the delivery of port related projects alongside the diversification of the marine sector
- d) Develop infrastructure initiatives to help secure a prosperous economy

For Falmouth, the DPD (Adopted November 2020) allocates and safeguards land as shown in Figure 9 overleaf.

The DPD also includes recommendations relating to transport, open spaces, and infrastructure.

### Falmouth and Penryn Community Plan

In 2008/9 the Falmouth and Penryn councils supported the production of a Community Plan (Figure 10 overleaf), a copy of which is in the evidence base on the Neighbourhood Plan website. This set out a plan for the 10 years from 2009. Many proposals and ideas were included, some of which have been achieved, but many of which were never taken forward.

The Community Plan suffered the disadvantage of being a non-statutory plan, standing outside of the planning system, and it therefore had a low priority when planning decisions were made and investment decisions taken. Many of its proposals were also of a nature that could not be delivered by land use policy. Unfortunately, it could not be simply converted into a Neighbourhood Plan under the Localism Act 2011 as much of the evidential research and plan making process would not meet current Neighbourhood Planning requirements. However, that does not mean that the ideas contained in the Community Plan should be disregarded, and therefore it has been used as an evidential input to the preparation of the Falmouth Neighbourhood Plan.

Cornwall Site Allocations DPD provisions for Falmouth		
Policy FP-H2	FALMOUTH NORTH^	
	Site area 14 Ha. Allocation: Approx 300 dwellings	
Policy FP-H3	KERGILLIACK (PHASE 2)^	
	Site area: 8.8 Ha. Allocation: Approximately 200 dwellings	
Policy FP-H4	FALMOUTH ROAD*^	
	<b>Site area: 3.2 Ha.</b> Allocation: Mixed use development comprising approximately 210 C3 residential dwellings, approximately 400 student beds (C1), and other land uses.	
Policy FP-E2	BICKLAND INDUSTRIAL ESTATE^	
	Safeguarded for employment uses (B1, B2, B8)	
Policy FP-E3	TREGONIGGIE INDUSTRIAL ESTATE*	
	Safeguarded for employment uses (B1, B2, B8)	
Policy FP-E4	PONSHARDEN^	
	Safeguarded for marine related employment uses (B1, B2, B8)	
Policy FP-E5	FALMOUTH WHARF*	
	Safeguarded for marine related employment uses (B1, B2, B8)	
Policy FP-E6	FALMOUTH DOCKS*	
	Safeguarded for marine related employment uses (B1, B2, B8)	

Figure 9: Cornwall Local Plan Site Allocations Development Plan Document Site Allocation Provisions

## Falmouth & Penryn COMMUNITY PLAN 2009



Figure 10: The 2009 Community Plan (Cover: Community Plan Management Group)

<sup>\*</sup> within Falmouth

<sup>^</sup> immediately adjacent to Falmouth

# Other plans relevant to the Neighbourhood Development Plan

Several other planning and management initiatives have been taken into account in preparing this Neighbourhood Development Plan. They include:

The Shoreline Management Plan 2 – The SMP2 is a non-statutory policy document for coastal defence planning and sets out the recommended approach to managing the shoreline over the next 100 years.

The Falmouth Harbour Masterplan – This Masterplan is intended to help coordinate the different businesses and public-sector organisations involved in the Port of Falmouth, around a shared vision for the future.

MarineHub Enterprise Zone - An Enterprise Zone (EZ) is an area where business rate discounts, enhanced capital allowances (tax relief) and simplified local authority planning is available. The MarineHub EZ includes a new quayside and two new wharf spaces on reclaimed land which will significantly increase the capacity of the port to deploy, recover, store and assemble wave devices, and currently redundant buildings could be redeveloped for new engineering workshops if demand arises for on-site fabrication.

Penryn River Study - The study identified potential waterfront leisure zones



Figure 11: Gigs gathering at Custom House Quay for the Olympic Torch celebrations in 2012 (Photo: Mike Jenks)



# 4. Our Vision for Falmouth

#### Vision and aims

In 2030, Falmouth will be a distinctive, vibrant, resilient, inclusive and well-balanced, attractive sea-port town. It will form the sustainable social and economic heart of the wider Falmouth/Penryn Community Network, serving an important strategic role in enabling Cornwall's economy to reach its full potential, and responding effectively to climate change.

#### Our broad aims are:

- To enhance the town and maintain its excellent qualities up to 2030 and beyond.
- To balance the competing needs for growth and development with protection and enhancement.
- To promote development that is sustainable socially, economically and environmentally.



Figure 12: The parade for the 350<sup>th</sup> anniversary of Falmouth's Charter (Photo: Mike Jenks)



Figure 13: The Moor, Library and Council Chamber and location for Falmouth's developing Cultural Hub (Photo: Mike Jenks)

### Sustainable development

One of the key drivers of planning is set out in the National Planning Policy Framework. At its heart is 'a **presumption in favour of sustainable development'** which should be a golden thread running through both plan-making and decision-taking. Sustainable development is defined as having an economic role, a social role and an environmental role, and in short means planning for prosperity, people and places.

This theme is significant in Cornwall Council's Local Plan with the aim to 'Achieve a leading position in sustainable living'.... which ultimately 'is a balance of decisions around economic, social and environmental issues to meet our present day needs while not compromising the needs of future generations'.

These strong policies to achieve sustainable development provide a foundation for Falmouth's Neighbourhood Plan, and we have set further aims under the three principle objectives of sustainable development, in our 'narrative for Falmouth':

- · Social: Ensuring a strong, healthy and just society
- Economic: Achieving a sustainable economy
- Environmental: Living within environment limits

Locally 'Transition Falmouth' have produced 'Future Fitting Falmouth' which sets out several non-planning local action objectives for a vibrant, sustainable and resilient future.

#### A Narrative for Falmouth

The following section provides information as to how the Plan will address the key sustainability factors within the context of the Cornwall Local Plan and Allocation Development Plan Document.

# a. Social: Ensuring a strong, healthy and just society

- Creating and maintaining a balanced town community
- Accommodating growth, housing need and university expansion
- Managing student growth





Figure 14 (Left): Events and regular markets at the Moor (Photo: Mike Jenks)

Figure 15 (Above): The Dracaena Centre, serving its local community and beyond (Photo: Mike Jenks)

The Neighbourhood Plan includes policies to ensure that sustainable development occurs on any sites that come forward for re-use, which can help meet local housing needs and achieve the Cornwall Local Plan baseline targets for 2030. It takes account of the growth predicted for the Universities in student numbers. And the unbalancing effect this could have, through measures to control the number of family homes that are converted into houses in multiple occupation (HMOs) and the encouragement of new 'build-to-rent' development.

The targets set for the growth of housing to meet Falmouth's (and Penryn's) demand is to be met on key sites around the town allocated by Cornwall Council, in the form of urban extensions, and the ambition is that this growth creates sustainable communities that have the necessary infrastructure, facilities and connections to make them good places to live in.

The Neighbourhood Plan has identified the educational, health, welfare and recreational facilities needed for a sustainable town, and earmarked opportunities for enabling development to fund improvements. The identification and protection of valued green and open spaces is also a fundamental element of the Neighbourhood Plan.

### b. Economic: Achieving a sustainable economy

- Supporting sustainable growth
- Promoting marine, creative, digital and tourism industries
- Regenerating the town centre

The Neighbourhood Plan endorses the economic plan prepared by the Falmouth Coastal Community Team, which is:

To take Falmouth forward into the 21<sup>st</sup> Century through a strategy that builds on the town's unique and traditional sea-port character whilst providing exciting new opportunities for housing, retail, tourism, industry and bringing improved environment and facilities for its residents. To do so in a way that ensures that the town becomes a sustainable place to live, work, visit and learn in'

(Falmouth Coastal Community Team (2016), <u>Falmouth 2030: Falmouth Coastal Economic</u>

<u>Plan January 2016</u>, Falmouth Town Council)



Figure 16: The Information Centre, a public/private partnership (Photo: Mike Jenks)

The Neighbourhood Plan acknowledges the economic benefits of Falmouth Docks and marine industries, and supports the development described in the Port Masterplan. The Neighbourhood Plan also supports the careful expansion of the Universities, some intensification of existing industrial sites, and policies of regeneration. The Neighbourhood Plan has enabling policies to promote Falmouth's marine, digital, design and marketing industries, and to reinforce the bid to have the best broadband links to compensate for its peripheral geographic location.

A key part of the Neighbourhood Plan is to bring vitality and viability to the town centre, and support a strong and engaged Business Improvement District to maintain a vibrant and diverse retail offer. This needs to have regard not only to the daytime economy, but also to the evening and night time economies, which are essential components in supporting a viable town centre and modern tourism industry.



Figure 17: Falmouth docks, an important part of Falmouth's economy since the 1860s (Photo: Mike Jenks)

## c. Environmental: Living within environmental limits

- Creating a better town centre environment
- Ensuring adequate provision of infrastructure
- Protecting valued green space
- Promoting leisure, recreation and culture
- Reducing the town's carbon footprint through the use of renewable and low carbon energy sources, energy saving design, and encouraging integrated transport solutions
- Avoiding increased vulnerability to the impacts of climate change, such as flooding, coastal change and changes to biodiversity and landscape
- Building on Falmouth's Plastic Free Coastline status

The Neighbourhood Plan sets out policies for both the built and the natural environment. For the built environment, good design is encouraged, policies and guidance are set out and good practice referred to. The Neighbourhood Plan includes policies to support the regeneration of the centre of the town through the creation as a desirable destination for residents and visitors alike by setting clear criteria for the redevelopment of key sites, managing traffic and parking, by upgrading the streets, helping to provide living accommodation over shops, and through a combination of infill and new build, to add affordable housing for families.

An assessment has been carried out of where capacity for new development and sites may arise, using sustainability principles, from which policy criteria have been drawn. The likely type of development, its associated facilities, the accessibility to facilities and public transport, and the availability of essential infrastructure, such as drainage and sewerage, has been considered. The importance of a site's history, setting, surrounding buildings and views to and from the sites from the Conservation Area and nearby AONB are part of the assessment. Some sites have been deemed unsuitable for development.

Falmouth has a significant network of footpaths and pedestrian routes which help to reduce dependence on the car, and to encourage a healthier lifestyle. Neighbourhood Plan policies aim to strengthen and improve these, and to build on the existing network of cycle connections into the centre of town. Policies for footpaths, cycle routes and connections to the town will be key aspects of the infrastructure, and to obtaining permissions in developing the urban extensions around Falmouth.

The protection and enhancement of natural environment, the open and green spaces and the maritime and coastal character are fundamental to the Neighbourhood Plan. Policies are also included to assist the Cornwall Local Plan in reducing carbon footprint and dealing with the impacts of climate change.



Figure 18: Safe moorings in the harbor, once known as Falmouth Haven (Photo: Mike Jenks)

#### Falmouth's communities

A Neighbourhood Workshop was held on the 1<sup>st</sup> March 2016 with members of the working groups. The purpose of this meeting was to ensure working group members shared a reasonable consensus in their view of the location and scale of recognisable neighbourhoods in Falmouth and the local facilities that existed to support them. It was also to provide material that could be used to develop future aspects of the Neighborhood Plan such as community consultation, engagement with stakeholders, landowners or developers, and negotiations with adjoining parish councils.

The first task was to identify boundaries of Falmouth neighbourhoods they believed to have a distinct character or sense of community, and to identify what local facilities existed within the boundaries (Figure 20).

The second task was to review the same map of Falmouth but with all the sites identified that were under consideration or could be changed in the future in some way. These included sites outside the neighbourhood plan boundary but clearly would have a huge impact on existing Falmouth communities. The participants took their earlier observations and looked for any opportunities for these sites to improve local facilities or improve the sense of neighbourhoods rather than just providing housing sites or estates (Figure 21). These are to be considered as aspirations for future development should the opportunities arise with Falmouth's boundaries.

#### Infrastructure

The 'DPD' includes an assessment of the capacity, quality and accessibility of services and facilities to serve the new development proposed, i.e. the infrastructure that is critical in ensuring that people can enjoy living, working and visiting the towns. In addition to the requirements identified in the DPD, the Neighbourhood Plan process has identified an additional infrastructure need for the retention of 24 hour manned fire cover in Falmouth, given the increases in HMOs, and the incidence of unregistered ones, growing student population, as well as the traditional risk associated with the commercial operation of the Docks, and the tourist sector.

#### Resources

This Neighbourhood Plan and the Cornwall Local Plan within which it sits must be realistic and affordable. The Plans have been developed in the light of available and assessed future resource allocations and are being used to influence forward budget setting processes. In addition, many aspects may be funded through developer contributions. Grant aid, through for example the Coastal Communities Fund, is also expected. Falmouth will also receive a portion of the Community Infrastructure Levy generated from local developments and the

Neighbourhood Plan will influence the priorities on which this funding is deployed. The Falmouth Place Shaping Board, a cross-sector partnership, is coordinating an investment and growth strategy which reflects the NDP.

## Key development areas

In order to achieve the plan, a balance between development and protection is needed. Key areas, sites and open spaces were identified and analysed, and placed into broad categories as set out below:

**Periphery:** A site marked A.5 in section 4.2.2. Site Assessments of the <u>Strategy and Housing</u>
Report

**Town centre**: Central town sites – regeneration, parking and residential infill. Sites marked B in section 4.2.2. Site Assessments of the <u>Strategy and Housing Report</u>.

**Individual urban sites**: Dispersed sites within boundary – enabling development, residential infill and community facilities. Sites marked C in section 4.2.2. Site Assessments of the <a href="Strategy and Housing Report">Strategy and Housing Report</a>

**Coastal:** Coastal and waterside sites – protection from development. Sites marked D in section 4.2.2. Site Assessments of the Strategy and Housing Report

*Green corridors:* Throughout the town – creation of new links and walkways, preservation of open space, Environment and Open Space Report.

**Residential streets:** HMO 'hot spots' and residential areas across Falmouth – restriction on conversions to HMOs through Article 4 Direction, see Section 5, Accommodating Students.



Figure 19 (above left): The Church Street car park, a key site for improvements (Photo: Mike Jenks)

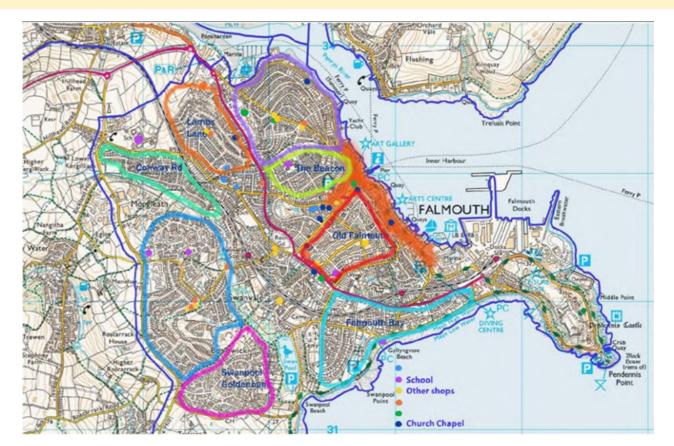
Figure 20 (above right): Workshop output: Identifying communities (Map: Tim Kellett)
Figure 21 (right): Workshop output: Strengthening Communities (Map: Tim Kellett)

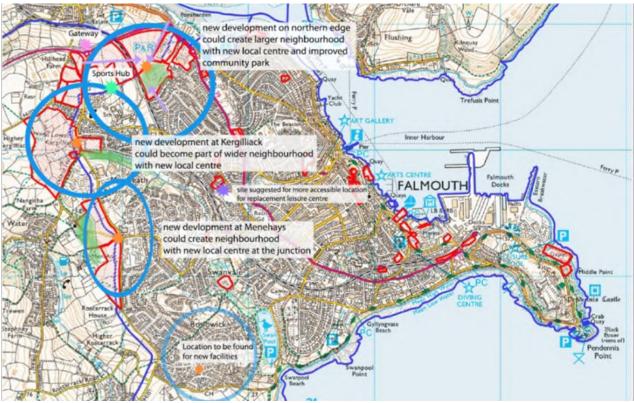
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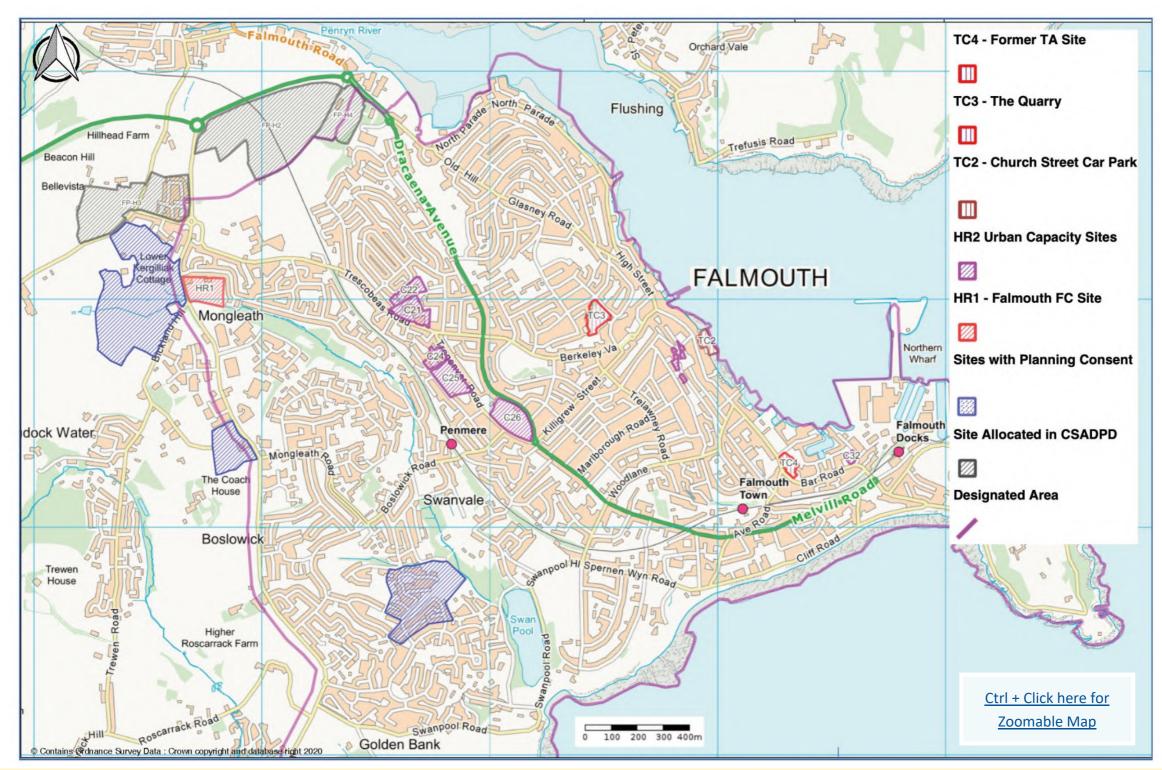
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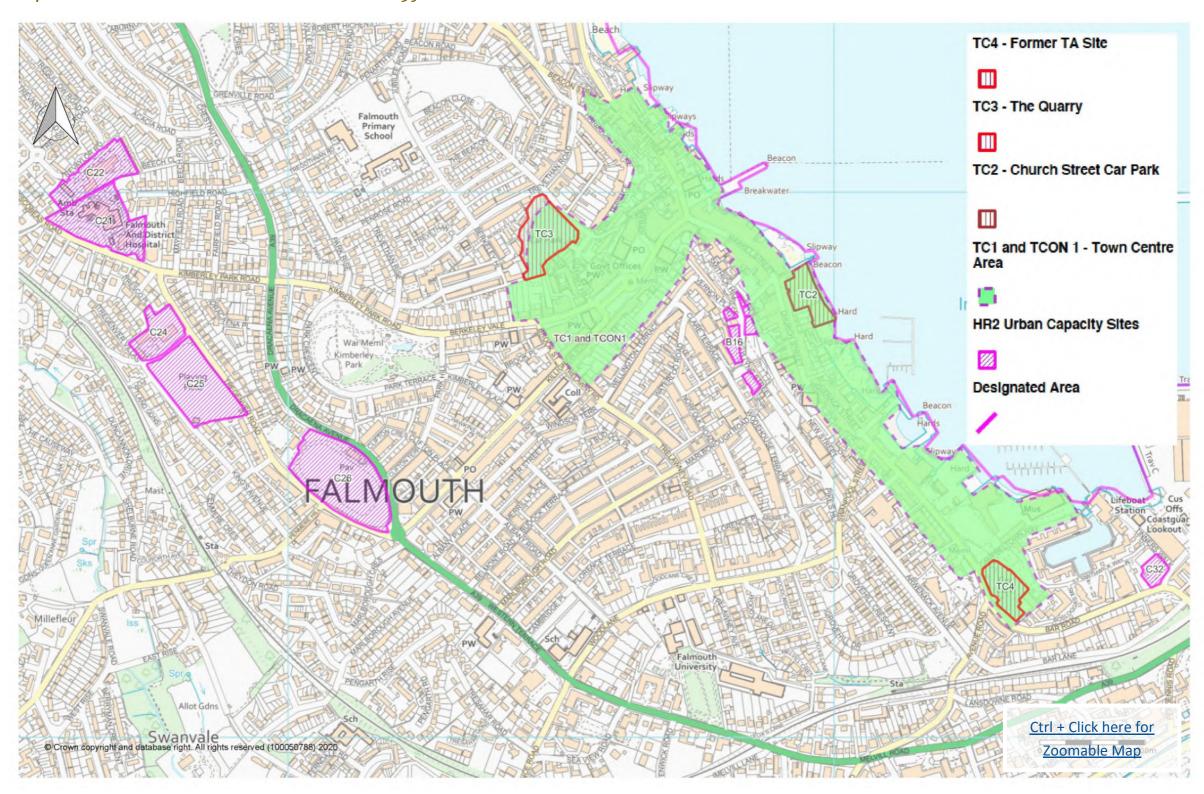


Falmouth's Plan - Summary Maps (summarising the key development sites, open spaces, and the HMO areas)

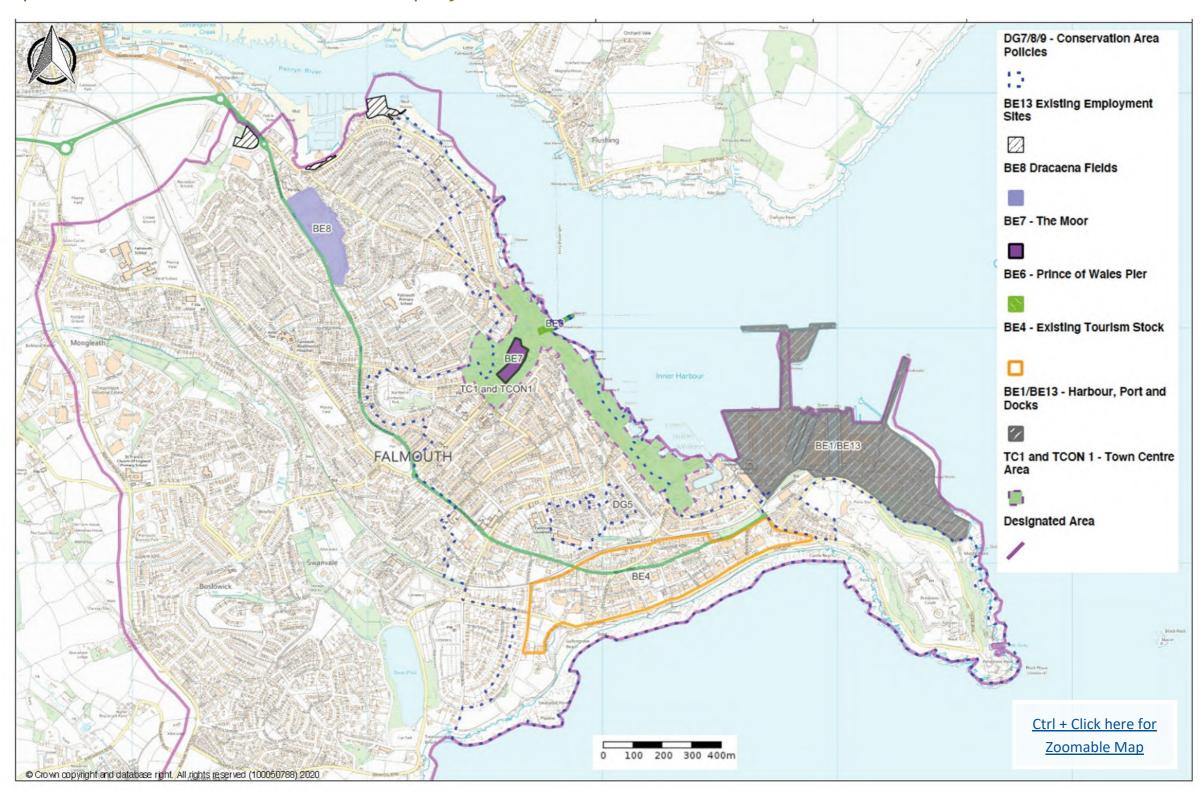
Map 1: Allocations DPD Sites, Extant Planning Permissions, Urban Capacity Opportunity Sites



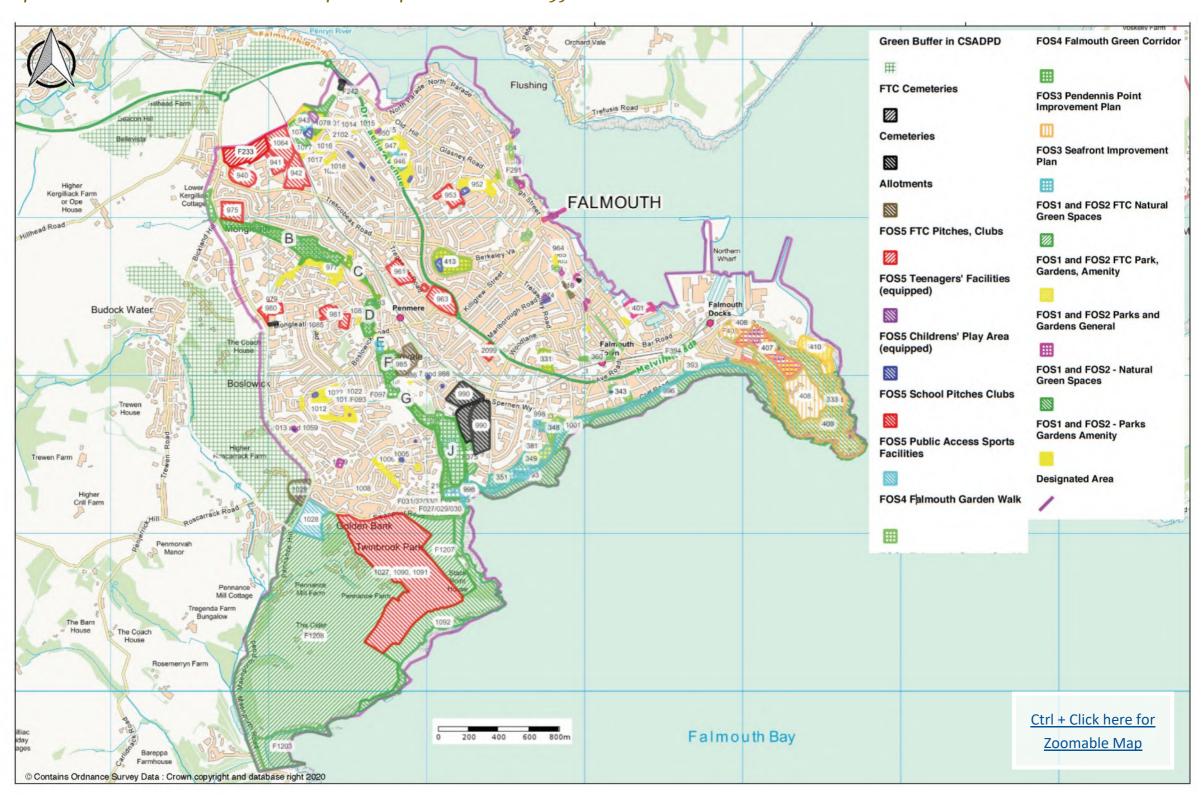
Map 2: The Town Centre Strategy



Map 3: Business, Tourism and Employment



Map 4: Environment and Open Space Strategy



Map 5: HMO hot spots and A4D





# 5. Housing and Regeneration

## Falmouth's future urban extension (Periphery) Key objectives

- To create sustainable communities by providing framework plans to help guide the development of Falmouth's urban extensions.
- To ensure the urban extensions are connected to the existing housing on the peripheries and to ensure these are supported with the necessary facilities.
- To encourage the development of town houses and apartments in order to increase densities and improve the viability of providing affordable and social housing to meet identified needs.
- To ensure good, high-quality design to the best current standards for sustainable building.
- To ensure that the process of construction meets Considerate Contractor's standards.
- To address Falmouth's affordable and social housing needs.

#### Context

A particular concern in Falmouth has been the issue of larger-scale urban extensions of housing development into the countryside and open spaces separating Falmouth, Penryn and Budock village. This is not just a matter of housing numbers, but one of building *sustainable communities* to ensure that Falmouth is enhanced by its urban extension, and not dis-advantaged.

However, whilst most of the land for Falmouth's urban extension lies outside its boundaries, the impact of the growth is directly on Falmouth, drawing almost entirely on Falmouth's infrastructure and facilities. As these areas are outside the Designated Area of the Falmouth Neighbourhood Plan, the Plan cannot make enforceable planning policies for them. However one potential site, the Falmouth AFC, is within the designated boundary and has the potential to contribute to the creation of a sustainable community.

Issues of housing type, densities and connectivity, community and the facilities needed for sustainability have been considered in assessing each area, including site A.5, to be found in section 4.2 of the <a href="Spatial Strategy Group">Spatial Strategy Group</a> report.

NPPF 2019 advises in paragraph 61 that 'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies' which 'should aim to achieve healthy, inclusive and safe places' (paragraph 91), whilst paragraph 72 says that larger scale development such as extensions to existing towns can be an effective way of meeting identified needs in a sustainable way. The Cornwall Local Plan sets out key drivers for housing development in policy 1 as part of sustainable development.

The Allocations Development Plan Document states that 'The delivery of good quality housing through holistic, integrated, developments forms a key strand of the overall strategy for Falmouth and Penryn. The need to create, maintain and enhance sustainable communities sits at the heart of this, with new development providing a positive contribution to the neighbourhood that it will sit within. (Para 7.36) The DPD sets out a residual minimum housing apportionment target of 686 new homes for Falmouth and Penryn. The sites allocated which impact on Falmouth are:

- Falmouth North (FP-H2 delivering 300 dwellings).
- Kergillack Phase 2 (FP-H3, delivering 200 dwellings A large part of the Lower Kergillack site already has a scheme with planning permission for some 300 houses).
- Falmouth Road (FP-H4, delivering 210 dwellings).

To achieve its objectives the DPD policies require a masterplanning approach for all the site allocations. It also requires the developments to maximise opportunities for meeting shortfalls in local facilities within the existing communities that would meet the needs of both existing and new residents. Pedestrian linkages, vehicular access, active frontages, landscaping, green infrastructure, open spaces and a neighbourhood centre providing A1/A3 and A4 uses are also required.

The objectives of 'Accommodating Our Community' (Theme 6) in the Falmouth and Penryn Community Plan (2009) provide strong justification that communities should be made stronger and more connected, that design should be of a high quality and sustainable.

The number of households requesting affordable rented (at affordable and social rents) property with a local connection to Falmouth is 1,073, who require different size housing, (Source – Homechoice Register Data for Feb 2017)

The public consultation questionnaire showed a relatively high level of support for housing and community. On the scale of 1 (low) to 5 (high) favourable responses included 'A better sense of community' (4.18); 'A community with a balance of ages and incomes' (4.17); 'A balanced variety of housing' (4.02). These are key aspects that are embraced by the objectives for **future** Falmouth's urban extension.

As part of the Neighbourhood Plan evidence gathering process, the general areas surrounding the urban extensions identified in the DPD, including land within the Falmouth NDP area, were assessed for their future development potential (see Spatial Strategy Report). Land thought to have a possibility of becoming available in the future include A2 the Sainsbury/Vospers site which was considered suitable for mixed use and student housing, and A5 the Falmouth Football Club for high density housing and a local centre if it were to come forward. The existing Sainsburys site A3 has the potential for intensification with retail and industrial uses.

The creation of sustainable neighbourhood communities at these locations is achievable with careful planning and design, including a framework to ensure that there are connections for vehicles and pedestrians, and appropriate infrastructure and facilities. Development, particularly along Bickland Road (Site A5), needs to go hand in hand with traffic calming and better public transport links to the town centre and Penryn, with bus stops and real-time information.

The DPD requirement for a masterplan for each site will enable Falmouth Town Council to input these principles into its representations on the design layout and mix of each proposal.



Figure 22: New peripheral development needs to be carefully planned and designed to integrate with existing communities to help strengthen and make them more sustainable



Figure 23: A glimpse of the Falmouth North land over the roofs of Lambs Lane (Photo: Mike Jenks)

### Policy HR1 Justification

The Falmouth FC site is within the NDP Designated Area but immediately abutted by large permitted housing development sites mainly outside the area, and large existing housing estates, which are part of the Lower Kergiliack Sustainable Neighbourhood Framework. Consequently, it is possible that the Football Club site may come under increasing pressure to be released for alternative uses (and the Stadium rebuilt to modern standards elsewhere).

## Policy HR1 Intention

Policy HR 1 sets criteria for development should the Falmouth AFC site be released in the future. Non-planning measures such as inclusion of a 'Blue Plaque' on an appropriate part of the development, and the selection of street names might be appropriate to record the famous history of Falmouth FC on this site.



#### **POLICY HR 1: Falmouth AFC Site**

- 1. The redevelopment of the Football Club site will be supported where the following criteria are met:
  - i. The alternative provision of a football ground, including facilities for community sports-use and junior team matches in an accessible location for walking, cycling and public transport.
  - ii. The redevelopment of the existing ground provides a mixed use with 100+dph apartments and a local shopping and services centre.
  - iii. Where practicable the redevelopment of the existing ground takes account of adjacent strategic housing developments and provides any required traffic calming measures on Bickland Water Road where they arise directly from the redevelopment proposals.
  - iv. The redevelopment proposal incorporates appropriate and necessary mitigtion against water based recreational impacts on the Fal and Helford SAC.
  - v. The redevelopment of the site demonstrates that there is sufficient consented sewage treatment capacity to safeguard the integrity of the Fal and Helford SAC
- 2. Where appropriate to the scale and nature of the redevelopment proposals a Construction Environment Management Plan should be included with development proposals to assess any likely significant effects on the Fal and Helford SAC during the construction phase

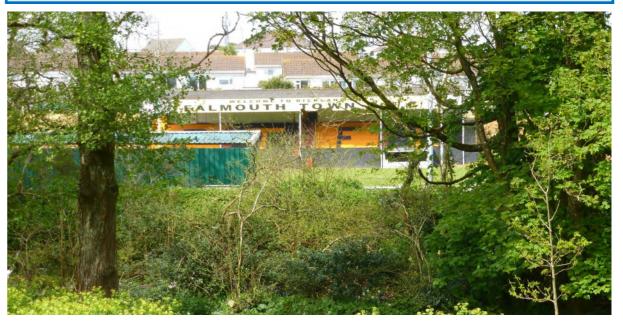


Figure 24 (left): Map of the Football Club site; Figure 25 (above): The football ground and stand seen through the trees of Tregoniggie wood (Photo: Mike Jenks)

## Urban capacity: infill housing and regeneration Key objective

 To ensure that the potential urban capacity of Falmouth to sustainably accommodate housing, regeneration, improvement and environmental enhancement is achieved

#### Context

The NPPF sets as one of the core sustainable planning principles that planning should encourage the effective use of land by reusing land that has been previously developed (brownfield land), if it is not of high environmental value. There are many sites dispersed around the town that could provide opportunities for additional housing development and regeneration when opportunities for redevelopment arise. Those suitable for residential development represent the 'urban housing capacity' of Falmouth. Other sites may provide the opportunity for regeneration, or by redevelopment could support the provision of new facilities and environmental enhancements of value to the whole Falmouth community. If any come forward, it is essential that they are well-designed and optimise the number of new dwellings created. The sites were identified and assessed in Sections B and C of the Strategy and Housing Group Report, from which it is estimated that they have the potential, at densities of between 70dph – 120dph, to add up 240 or more dwellings to the future housing supply for Falmouth in locations that would integrate into the immediate communities and help to address Falmouth's affordable and social housing needs.

### Policy Justification

Urban capacity sites arise from the redevelopment of previously developed land, sometimes referred to as 'brownfield land' and in accordance with Government planning policy, may come forward even though the housing requirement set in the Cornwall Local Plan has already been planned for at other sites i.e. through the Cornwall Local Plan Allocations Development Plan Document (DPD). They can help to achieve the Cornwall Local Plan baseline apportionment for completed dwellings in the Falmouth area during the plan period (ie by 2030) should the delivery trajectory fall below target. If any come forward, it is essential that they are well-designed and optimise the number of new dwellings created.

Town centre regeneration offers opportunities to strengthen the town's 'offer', maintain and enhance the town's distinctive qualities and heritage assets, and introduce new facilities.

It is important in this context that urban sites are used with great efficiency so that the optimum level of new housing, regenerative impact and environmental enhancement can be generated, and balanced against the need to protect and enhance local character.

Every new development has a potentially significant effect on the appearance and character of an area. High quality design ensures usable, durable and adaptable places and is a key element in achieving sustainable development.

Cornwall Local Plan policy 4.4 requires the retention/enhancement of community facilities.

Urban capacity site are particularly suitable for self-build housing which is likely to be more sustainable, affordable and architecturally innovative than conventional development. The Government is keen to help individuals commission their own homes either through self-build or custom build, whilst Cornwall Local Plan Policy 6 requires proposals to address demand for self-build housing.

Urban capacity sites can also lend themselves to innovative forms of tenure and occupation, such as 'cohousing' initiatives which involve the building of a community around a shared development, created and run by its residents. Each household has a self-contained, private home as well as shared community space, gardens and allotments. Residents come together to own and manage their community, share activities, pool cars and bikes, and regularly cook and eat together. They may be built on behalf of cohousing groups or involve varying degrees of self-build. Arrangements are often made for cohousing sites to be held in trust as a community asset in perpetuity.

The broader benefits of co-housing initiatives include reducing isolation, creating community well-being and resilience, building skills, the sharing of resources and energy, increasing efficiency and reducing waste, and thereby reducing carbon footprint. They also require less parking provision and are more likely to be able to incorporate the highest standards of sustainable building, at higher densities. They may also include small workshops, studios and offices rentable to residents on a long-term or 'hot-desk' basis, so helping to reduce travel needs whilst supporting economic growth,

(e.g. see - https://cohousing.org.uk/)

### Policy Intention

**Housing:** Policy HR5 identifies specific urban capacity sites which have significant potential for regeneration and improvement that could include new homes or a mix of uses that contribute to the aims of this NDP, requiring a master-planned approach that is informed by a full heritage impact assessment. Policy HR6 sets more general criteria, including important requirements relating to historic environment and habitat, by which the sites under HR5 and any other unidentified sites which might come forward may be supported.

**Regeneration:** : The following sites appear to have the best potential:

- **Backlands** around Gyllyng & New Streets and Smithwick Hill (B16) a cluster of small sites suitable for infill development that would improve the area's urban character.
- The Hospital and Health Centre (C21&22) could be better integrated with upgraded buildings and access with the potential to create a significant 'health hub' to serve the growing population of Falmouth (see Policy HA1)
- The Adult Education Centre and Playing Fields (C24 & C25) C24 has some land that
  could be developed to provide income to regenerate the existing building and
  upgrade the adjacent playing fields.to enhance its existing use.
- Falmouth RFC (C26) also has a small amount of land that could be developed to pay for improvements to its facilities.
- Car park next to Trelawny House (C32) an un-metalled car park, suitable for high density residential development, which with good design, could be a 'gateway' building for Falmouth.

Policies and frameworks guiding housing and regeneration potential on key sites in the Town Centre which provide the principle opportunities to support regeneration are described in Section 5 (Church Street, The Quarry, Former TA site).

**Design:** The intention is to ensure that if any of the urban capacity sites come forward they will benefit from good design that goes beyond the architecture of individual buildings, and ensures that the impact of the development on the overall character, quality and sustainability of the area is taken into consideration.

**Density:** The higher densities are preferred to ensure that town houses and apartments are built, and to provide sufficient numbers of dwellings to encourage a high proportion of affordable, or preferably social housing. Increased densities can also help to reduce development pressure on the countryside and can contribute to the critical mass needed to support more shops, better and more diverse local services, and improved social and transport infrastructure.

Higher density should not be seen as bad design, although the quality of design is critical to the success of intensification. Therefore, it is important that design is given a high priority in redevelopment schemes, and that they should not be viewed in isolation but how well they relate to their surroundings. With excellent design high quality developments at densities of 70 dwellings per hectare (dph) and above can be successfully achieved. The Building for Life 12 standard (or any successor schemes) and the Cornwall Design Guide are particularly important references for this.

**Infill:** Small scale housing development of limited gaps between existing buildings, or intensification of existing development, with up to 5 dwellings can be a useful source of additional accommodation but should be well designed to avoid 'garden grabbing' with associated overlooking, overshadowing and access/parking problems.

Heritage: Much of Falmouth, particularly within the Edwardian urban extent, features many heritage assets that contribute to the essential character of the town. Therefore, whilst seeking for sustainability reasons to encourage redevelopment and regeneration, the Neighbourhood Plan strategy requires that new proposals must contribute to the conservation and enhancement of our historic environment. The appraisal of the urban capacity sites in the Strategy Report included a summary heritage and habitats impact assessment for all the sites. The sites which have been specifically identified in this NDP because they are considered to have the greatest potential (ie under Policies HR5, TC2, TC3 and TC4) have been more deeply assessed in the Strategy Report and Sustainability Checklist.

All applications must include a Design and Access Statement, and it is within these that a heritage impact assessment can be included. CLP Policy 24 and CC's draft Supplementary Planning Document on Historic environment give the key matters to be covered. The different sites will present their own challenges and delivery mechanisms. Where they would come forward in phases individual planning applications should be prepared within the context of a wider master plan for the site concerned and demonstrate the way in which they would deliver the wider master plan ambitions'

A Construction Environment Management Plan (CEMP) will be appropriate at detailed project design stage to ensure that any construction related effects upon the Fal & Helford SAC are avoided or appropriately mitigated.

### **Policies**

#### **POLICY HR 2: Identified urban capacity sites:**

The neighbourhood plan identifies the following sites as urban capacity sites with the potential for residential or mixed used development:

- 1. Backlands around Gyllyng and New Streets and Smithwick Hill (B16)
- 2. Hospital and Health Centre (C21 & C22)
- 3. Adult Education Site and Playing Fields (C24 & C25)
- 4. Falmouth RFC (C26)
- 5. Car park next to Trelawny House (C32)

The development of the identified sites for residential development or mixed uses will be supported subject to the following criteria:

- i. where appropriate the development of the site concerned retains its existing open spaces/recreational facilities in accordance with PolicyFOS5 of this Plan;
- ii. the redevelopment proposal takes account of the character and appearance of the surrounding area and delivers a high-quality outcome which has regard to the Cornwall Design Guide and the design policies in this Plan;
- iii. the redevelopment proposal incorporates appropriate and necessary mitigation against water based recreational impacts on the Fal and Helford SAC; and
- iv. the redevelopment site demonstrates that there is sufficient consentedsewage capacity to safeguard the integrity of the Fal and Helford SAC.



#### **POLICY HR 3: Criteria for Urban Capacity sites**

- Development proposals coming forward for housing development and mixed-use regeneration will be supported where they are at the highest appropriate densities, taking into account:
  - i. The issues identified in the relevant site assessments in Sections B & C of the Strategy and Housing Report; and
  - ii. The Design guidance given in Section 11 (Policies DG 1 and DG2); and
  - iii. The Local Distinctiveness guidance given in Section 11, (Policies DG 3 and 4); and where appropriate
  - v. The Historic Environment and Conservation Area guidance given in Section 11 (Policies DG6, 7 and 8) requiring an assessment of the significance of any heritage assets affected, (including any contribution made by their setting), the potential impact of the proposal on those assets, and the effectiveness of the mitigation proposed.
  - v. Any potential impact of the proposal on the Port of Falmouth operations
- 2. Applications should be accompanied by detailed Design and Access Statements which clearly demonstrate how the proposal meets the considerations given above.
- 3. The redevelopment proposal incorporates appropriate and necessary mitigation against water based recreational impacts on the Fal and Helford SAC.
- The redevelopment site demonstrates that there is sufficient consented sewage capacity to safeguard the integrity of the Fal and Helford SAC.
- 5. Proposals should ensure that surface water drainage is designed and managed to safeguard the integrity of the Fal and Helford SAC.

Figure 27: Potential for infill development on the site of a former school, Gyllyng Street (Photo: Mike Jenks)

#### **POLICY HR 4: Cohousing and self-build developments**

Cohousing and self-build developments will be supported for urban capacity sites near to the town centre, providing that the development:

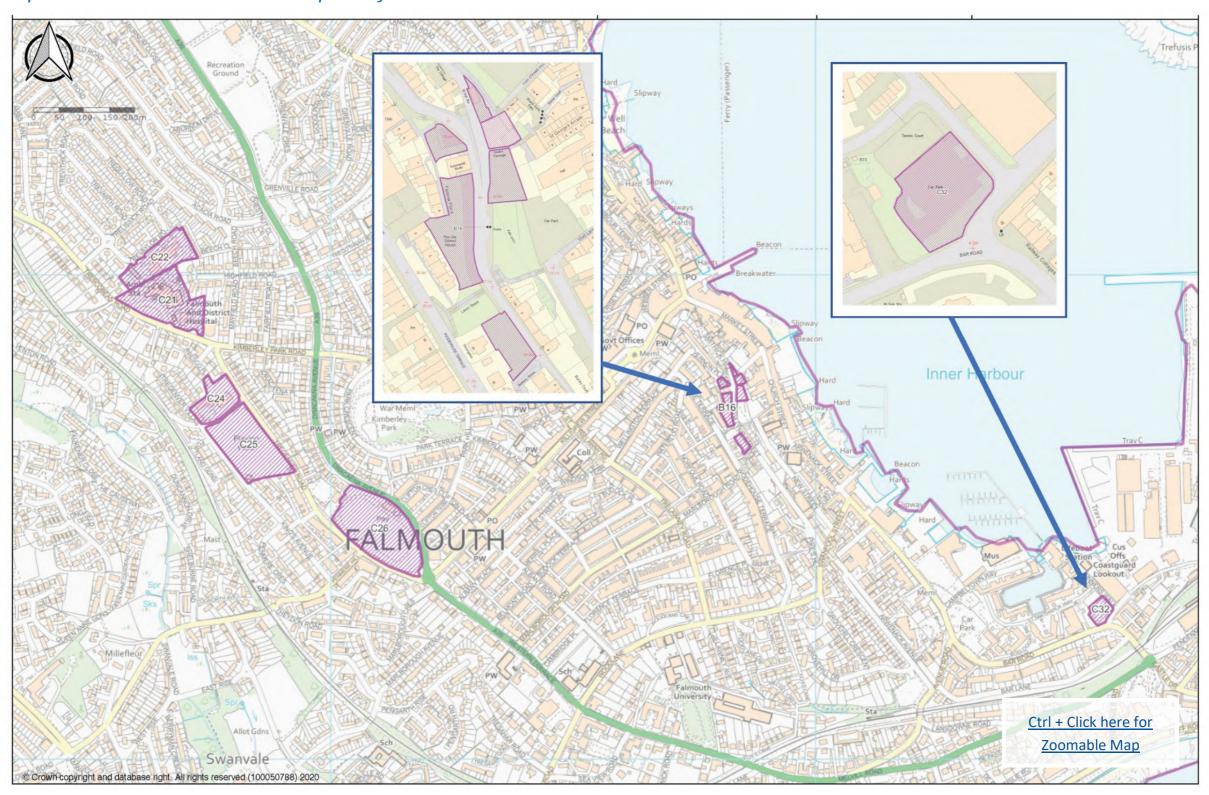
- 1. Provides an appropriate mix of dwelling types and sizes to meet identified local need;
- 2. Incorporates the principles of the Building for Life 12 standard (or any successor schemes) and the Cornwall Design Guide as required by NDP Policy DG1;
- 3. Will not have a significant adverse impact on the character of the area by following the requirements on design and local distinctiveness (NDP Policies DG3 and DG4);

Where more than two units of self-build dwellings are proposed, the preparation of a broad design code, preferably incorporated as part of a S106 planning obligation, and 'plot passports' to guide the development of each dwelling, will be supported.



Figure 26 (above): Car park next to Trelawny House; the potential for a high quality residential building to provide a spectacular gateway to Falmouth (Photo: Google Street View)

Map 6: Potential urban capacity locations



## The private rented sector and accommodating students

### Key objectives

- To maintain community balance, and protect the character and amenity of residential areas that may be subject to changes of use to houses in multiple occupation;
- To minimise harm to the living conditions of existing residents of such areas;
- To maintain a diverse housing stock which caters for all sections of the population including families;
- To optimize the availability of private rented accommodation to meet the housing needs of all Falmouth's residents, , including for affordable and social housing;
- To ensure that the economic benefits to be derived from the expansion of the Universities of Falmouth and Exeter are enabled to come forward for the benefit of Falmouth and Cornwall.
- To ensure that the likely growth in student numbers is absorbed in ways that are sustainable and work to the benefit of both Falmouth and the Universities
- To support the Cornwall Local Plan Site Allocations Development Plan Document strategy for student accommodation

### Context

The private rented sector of housing has an increasingly important role. Changes brought about by welfare reform are increasing the pressure for HMOs from the non-student population. The Council of Mortgage Lenders\* suggests that decline in social housing means the private rented sector is now housing many people who would perhaps otherwise have been in social housing. Nationally, the proportion of households in the private rented sector with dependent children has increased from 29 per cent in 2003-04 to 37 per cent in 2014/15\*\*. Mortgage affordability issues mean that would-be first-time buyers now need to save for longer for a deposit, with many staying in rented accommodation for a longer period. Others may, for life-stage and job mobility reasons, not want the responsibilities of home ownership. The sector is now very diverse, helping to house those living alone or with others, with or without dependents, retired or still working. The demand for housing from all of these groups has increased and does not look likely to abate in the medium term. In response, the Government is looking at ways of stimulating supply\*\*\*.

Houses in Multiple Occupation (HMOs) occur in Falmouth primarily in the form of dwellings which have been let to multiple households driven by the demand for student accommodation resulting from the arrival and expansion of the Universities of Falmouth and Exeter within the town and at nearby Penryn. However, some HMOs occur as a result of other drivers, such as the lack of affordable housing for young people and those otherwise not well positioned within the housing market.

Figure 28: Distribution of Licensed and Un-Licensed HMOs in Falmouth 2016 at postcode level. (Source: Licensing and Accommodation Lists)



<sup>\*</sup>Is the Private Rented Sector Really in Decline?' Mohammad Jamei, CML March 2016

<sup>\*\*</sup>English Housing Survey 2014/15

<sup>\*\*\*</sup>Building the new private rented sector: issues and prospects (England), House of Commons Library Briefing Paper No 07094, 19th June 2017



Figure 29: Marlborough Road an area with a high concentration of HMOs (Photo: Mike Jenks)

Detailed data on the number, type, distribution and issues associated with HMOs in Falmouth is given in the evidence base. In April 2016, there were 123 properties in Falmouth *licensed* as HMOs. However two storey HMOs fell into the 'small' category which at the time were exempt from Mandatory Licensing and did not appear in these figures. Accommodation listings such as Student Pad showed 381 dwellings available for 2016/17, of which 54 were licensed HMOs, leaving 327 that were non-licensed, with a potential occupancy of 1,353.

However, buildings tend to fall in and out of use as HMOs as time progresses. Between January 2015 and October 2016, the total number of dwellings that were used as HMOs was estimated as approximately 495 with a potential occupancy of 2,350. In addition, there will be some HMOs which have not appeared in the licensing or accommodation lists, and additional student population will be present in non-HMOs (i.e. couples sharing self-contained flats, small houses, and purpose-built accommodation), but which may add to the unbalancing effects associated with HMO proliferation. An indication of the distribution of this population may be gained from Council Tax 'disregards' awarded because of student occupation. From Oct 2016 data, and excluding disregards from known HMOs, the total number of such properties was 451, which probably supported up to a further 1,000 students. Together this amounts to about 3,350 student bedspaces.

Evidence presented to and accepted by the Inspector for the 2018 DPD Examination that this had grown by 2018 to 3,800 HMO bed spaces 'mainly within the residential areas of Falmouth'.

The focus of licensed and un-licensed HMO use is mostly around Victorian, Edwardian and mid 20<sup>th</sup> century housing to the east of the A39 (Dracaena Avenue, Wellington Terrace and Melville Road), although more are now appearing to the west of this road. The hotspots illustrated in the 'heatmap' above (Fig 34) are around Budock Terrace, Killigrew Street, Marlborough Road, Trevethan Road, Tregenver Road, Penmere Hill, and Wellington Terrace. Council Tax 'disregards' for student occupation are similarly distributed (see Fig 36) which also show where non-HMO student households are generally located).

When investigating the local impact of the proliferation of HMOs, the Neighbourhood Plan Stakeholder Group used the May/June 2015 Community Engagement to gather information on the community views of HMO issues. The initial questions were carefully drafted not to point specifically to student HMOs but to the identification of 'any areas of Falmouth where the balance of the community or character of the area are at risk of being harmed by changes in accommodation and occupancy type'.



Figure 30: Distribution of non HMO Council Tax Student Disregards.

Respondents were asked to score what aspects they thought harmed the character of the area and whether they would support the principle of an Article 4 Direction that would control the spread of houses of multiple occupation in Falmouth.

The question on whether there are areas affected by HMOs was answered by 696 respondents (53.2%). Of those commenting on which aspects were affected, 91% said that community balance was harmed, and 81% said the character of the area had been harmed. Some 659 respondents (50.4%) answered the question on the issues involved, scoring each on a Likert scale where 1 is low level of harm and 5 is high level.

The result is a weighted average for each issue as follows:

- Care and maintenance of gardens: 4.2
- Care and maintenance of buildings: 4.1
- Conflicting hours of activity: 3.9
- Refuse storage 3.9
- Parking conflict 3.8

Comments added to these responses add some further detail, referring to the seagull problem from unmanaged refuse areas, damaged or missing curtains which add a sense of dereliction, general littering, and proliferation of letting boards.

With regard to the main areas where the problems associated with student HMOs are most experienced, clear 'hot-spots' such as Marlborough Road, Trelawney Rd, Budock Terrace, Albany Road, Kiligrew Street, Trevethan Road, Wood Lane, Old Hill, New Street, and Lister Street come through. These correlate well with the known distribution of HMOs. Respondents also identified individual streets across the town, and 25% said the whole town was affected.

Article 4. An essential element of the Falmouth Neighbourhood Development Plan development process was the making of an Article 4 Direction in June 2017 which requires planning permission for changes of use of residential properties into Houses in Multiple Occupation. This is a separate legal process implemented by Cornwall Council and requires coordination with the neighbourhood Plan so that appropriate planning policies to help implement the Article 4 are in place at approximately the same time as the Direction comes into full force. Some 1069 (81.7%) of respondents to the May/June 2015 Community Engagement answered the question 'would you support an Article 4 Direction?' to control the spread of HMOs' Of these 77.3% were in favour of the A4D. Further consultation was carried out by Cornwall Council in May/June 2016 and the Direction was made in June 2016, coming into full effect from 17th June 2017.

### Policy Justification

As noted above demand on the private rented sector is growing nationally and the Government are investigating steps to stimulate supply. Overlaid on this in Falmouth is a growing demand for student accommodation, added to by the recent decision by Cornwall Council to lift the cap on student numbers from 5,000 to 7,500. It is anticipated that additional accommodation to house approximately 2,375 students will be needed, of which around 2,000 will be through purpose built student accommodation (PBSA).

The Cornwall Local Plan Site Allocations DPD recognises that 'additional unmanaged growth would continue to have significant detrimental impacts upon the local housing market, with the loss of further housing and vacant sites within Falmouth...to student accommodation, displacing local residents'. To enable the benefits of the Universities expansion to come forward, whilst addressing the potential negative impacts, the DPD proposes:

- 1. The introduction of an Article 4 Direction and Neighbourhood Plan, which will prevent further loss of the existing houses stock to student accommodation;
- 2. Lifting the student cap at the Penryn Campus in a phased manner, directly linked to the delivery of bespoke, managed, student accommodation, on the basis of 1 place for every 0.80 bed spaces delivered in purpose built accommodation and an aspiration to deliver a 1:1 ratio for every student attending above the 5000 cap. The aim is to 'help take the pressure off of the HMO market within the towns.'
- 3. The identification of a small number of sites that could appropriately deliver managed student accommodation; with sites identified on or adjacent to the existing campus to satisfy future needs.
- 4. Identification of three sites to cater for growth within and beyond the Plan period, centred in and around the existing campus to maximise their sustainability and address impacts on the two towns, and offer the opportunity for some rebalancing of the market, by providing an alternative for students to come out of poor quality HMO properties within the towns.

The DPD says in para 7.51 that the sites it identifies deliver sufficient capacity for the growth requirements of the Universities within the Plan period (ie to 2030) and that it is not expected that any additional sites or accommodation schemes to those identified within the strategy would be required.

In addition, a modification to the DPD adds 400 student bed spaces to the Falmouth Road allocation (FP-H4) which is partly in this NDP's designated area.

It adds in para 7.50 that proposed development relating to student accommodation, including change of use, should also have due regard to the Falmouth Neighbourhood Development Plan, which will provide policies to manage student accommodation proposals within the town.

The potential supply of PBSA has increased, through 4 appeal decisions (adding 560 beds within Falmouth), the decision of the LPA to approves Penvose student village, and modifications to the DPD proposed by Cornwall Council, to 6000 student beds which according to the Inspectors will cater 'for several more years of predicted expansion, without departing from the essential strategy for the location of PBSA'.

However, unless these purpose-built schemes come on stream quickly in line with the expansion of student numbers, then the unmet demand for student accommodation will significantly impact on the local private rental housing market. Given the availability of the retail, leisure and community infrastructure found within Falmouth, and the relative freedom from rules and lower rents associated with the private rented sector, it is likely that many students will choose to live in the town within reasonable walking distance of public transport routes to Tremough and Woodlane.

The lifting of the cap has also alerted the market to the potential for property conversions to meet the anticipated new demand, and inevitably the market responds vigorously: if it responds at the current ratio of HMOs to students then another 260 HMOs might be generated (+65.8%). This risk is exacerbated if the Local Plan Allocations DPD and the delivery of its sites is delayed, with a market response leading to even greater pressure on the private rented sector and sporadic speculative proposals for purpose built accommodation.

There is also a risk is that there could be a reaction from residents in hot-spot areas where more HMOs appear, who decide to sell up and leave, exposing more properties to the potential for conversion. All of this can be expected to further distort the private rented sector housing supply for the non-student population, and to worsen the social balance and environmental issues already picked up in the 2015 Community Engagement.

### Helping deliver affordable housing

Another impact of the pressure for student accommodation is the 'squeezing' of the private rented sector for non-students, affecting people in housing need, people saving up to enter ownership, and those who choose not to buy as a lifestyle choice. Nationally there is greater interest in 'build to rent' development, and enabling an increase in such development in Falmouth may be a means of meeting the requirements of non-students wishing to rent. Affordable Private Rent housing is made available for rent at a level at least 20 per cent below local market rent and eligibility is determined with regard to local incomes and local house prices. The concepts and possible provisions were set out in a government consultation paper.

The NPPF 2019 follows this up by encouraging both authorities and developers to support Build to Rent where there is a need, at affordable rents and with longer term tenancies of three years or more (Para 64, and Annex 2 of the 2019 NPPF). The 2019 Housing SPD by Cornwall Council also supports affordable rented housing.

Co-housing is another way of achieving affordable housing and also is to be encouraged in Falmouth, and ways to help achieve it are set out in the UK Cohousing website: cohousing.org.uk/

### Policy Intention

Policy HMO1 is intended to assist in delivering the DPD strategy referred to above by restricting the conversion of existing dwellings, hotels and residential institutions to student accommodation, restricting the development of purpose built student accommodation, and limiting the extensions of existing student accommodation to those that help reduce the off -site impacts of the premises concerned. It should be noted that 'single tenancy and sub-let' arrangements are not a means of avoiding the status of a property being occupied as an HMO.

Policy HMO2 is intended encourage an increase in the supply of private rented sector accommodation through 'Build to Rent' schemes.

### **Policies**



Figure 31: Purpose built student flats,: Maritime Studios which will now have a further scheme built next to it giving a total of some 350 students in managed accommodation (Photo: Mike Jenks)



Figure 32 Flats that have been converted into managed student accommodation (Photo: Mike Jenks)

#### **POLICY HMO1: Student Accommodation**

- 1. Proposals for the following development will not be supported:
  - i. the change of use of dwelling houses (class c3) to use as small houses in multiple occupation (class c4), or to mixed class c3/c4 uses, or to a large HMO use (sui generis use of more than six people sharing).
  - ii. new purpose-built student accommodation except where they are already committed in the Cornwall Site Allocations Development Plan Document.
  - iii. the change of use or conversion of hotels (class c1) and residential institutions (class c2 and c2a) to student accommodation.
- **2.** Proposals for the extension and change of use of small houses in multiple occupation (class c4) to a large HMO use (sui generis use of more than six people sharing), and the extension of existing converted and purpose-built student accommodation, will only be supported where they:
  - safeguard and where practicable enhance the quality, standard of design, and management arrangements for amenity space, refuse storage and car and bicycle parking, and
  - ii. maintain and where practicable reduce the demand for on-street car parking, and
- iii. safeguard and where practicable enhance levels of amenity for its occupants in terms of noise, outlook, light, privacy, access and air quality:

#### Providing that:

- iv. they do not harm the visual character and appearance of the building, neighbourhood and street scene;
- v. the scale and intensity of the use proposed would not have an unacceptable impact on neighbouring residential amenities through increased levels of activity, noise and disturbance;
- vi. any associated extensions or external alterations required as part of the change-ofuse would not have an unacceptable impact on neighbouring residential amenities through reduced levels of daylight, sunlight, outlook or privacy;
- vii. amenity space, refuse storage and car and bicycle parking are provided at an appropriate quantity and standard of design, and management arrangements for them is put into place;
- viii. The proposal site is located along sustainable transport corridors where the accommodation will be easily accessible to the university campuses or other educational establishments by walking, cycling, rail services and existing or proposed bus routes

#### **POLICY HMO2: Build to Rent Development**

The development of private rented sector housing and schemes offering a mixture of market rent and affordable private rent housing for working households will be supported subject to legal agreements which In perpetuity, secure an element of such housing for local needs or lower to middle income households at affordable private rents and with secure Family Friendly Tenancies of 3 years or more.

The impact on the market value of such developments will be taken onto account in S106 viability assessments. The proportion of affordable local needs rental units will be based on the same requirements applicable to affordable housing in build for sale schemes in the Falmouth area.

### Management of Houses in Multiple Occupation

The focus of sustainable development is far broader than just the environment. It's also about ensuring a strong, healthy and just society. This means meeting the diverse needs of all people in existing and future communities, promoting personal wellbeing, social cohesion and inclusion, and creating equal opportunity. This applies particularly to the private rented sector. All deserve the same standards, regardless of who the renters and landlords are and what type of property their renting relationship concerns.

Landlords are expected to keep rented accommodation to an acceptable standard within our community. This is for all rented properties, including studio apartments, family homes, and houses in multiple occupancy. If a property owner is renting a property through an estate agent, the agent holds the same amount of responsibility as the property owner. Further details in relation to HMOs can be found on Cornwall Council's website at

https://www.cornwall.gov.uk/housing/private-sector-housing/house-in-multiple-occupation/information-for-tenants-living-in-a-hmo/

Statistics\* show that occupiers of HMOs are exposed to an increased risk of death or injury by fire compared with residents in an ordinary single-family home. This is because, for example, portable heating appliances may be used, or there may be more than one kitchen present, electrical circuits can become overloaded, and there are more people in the house who are living independently of, and having no control over, each other's behaviour. In addition, if a fire breaks out, the person who discovers it may not know who else is in the house and is less likely to check all the rooms to make sure everyone has escaped. The Regulatory Reform (Fire Safety) Order 2005 applies to HMO's and a person (usually the landlord or managing agent) must be designated as the Responsible Person under it's terms to undertake a fire risk assessment and implement any fire precautions.

Cornwall FRS recommend the Local Authorities Coordinators of Regulatory Services (LACORS) guidance for advice and assistance to landlords, managing agents and tenants on ways to make residential buildings safe from fire. If this guidance cannot be followed, then Responsible Persons should seek expert advice from a competent person who has comprehensive training or experience in fire risk assessment (such as the FRS). The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 came into force on the 1 October 2015 that will require landlords to install and check smoke and Carbon Monoxide (CO) alarms.

The occupants of rented accommodation also have responsibilities that they are expected to honour. These include:

- Being a courteous and considerate neighbour over parking, noise and parties, cleaning and refuse disposal
- Occupying the premises in a proper 'tenant like manner'
- Behaving appropriately in the neighbourhood and town centre
- And cooperating with the responsible person over fire safety matters.

In addition to the requirements set out by Cornwall Council, the following standards and expectations should be followed:

Seagull proof bags should be supplied to every new tenant of a property, regardless of if they have been previously supplied to the household. For households that have over three occupants (including children) two bags are recommended. These can be obtained by contacting Falmouth Town Council, and details can be found at

### https://www.falmouthtowncouncil.co.uk.

Falmouth is a beautiful place to live, and the community expects that its neighbourhoods should be kept to a high standard. The tidiness and cleanliness of the front of properties is the responsibility of the landlord, and arrangements should be made for the proper disposal of refuse.

Necessary appliances such as ovens, fridge freezers, boilers, etc. are the responsibility of the landlord and/or the estate agent to repair or replace when broken (unless otherwise stated in the contract or supplied by the tenant themselves). Nobody should go longer than a week with-out a replacement or repair being made.

<sup>\*</sup>Fire Risk in Houses in Multiple Occupation: Research report, DETR 1997

Mould is a part of living by the seaside, however untreated it can become dangerous for not only the structure of a building but also those living in it. It is the responsibility of the renter to report any problems and for the property owner to make sure no mould in the home is toxic, and that dehumidifiers are supplied as needed. Concerns about mould should be reported to the landlord in the first instance, and if there is no or inadequate response, the Cornwall Council Private Sector Housing Team should be contacted (01209 615629)

Falmouth is a community where people consider themselves to not only be neighbours but friends. It is with this in mind that it is expected for landlords or estate agents to inform neighbouring households of new tenants, such as who is moving in and when (with the tenants' permission). It is then the responsibility for new tenants to introduce themselves to their direct neighbours at the start of their tenancy.

Landlords of HMOs are encouraged to join the Cornwall Responsible Landlords Scheme.

### Community Safety

Falmouth is a vibrant, diverse and safe place to live, study and work. However, wherever there is a busy mix of residents, tourists and students there may be occasional issues with community safety, noise, litter etc. Community Infrastructure Levy can support safety and environmental initiatives which can help deal with any problems of this nature.

I Project SAF1: Community safety

Support for Safer Falmouth/Student Warden/ FTC Environmental Education Officer Activity.



Figure 33: Falmouth Town Council's seagull proof rubbish bags

(Photo: Falmouth Town Council)



## 6. The Town Centre

### Key objectives

To consolidate and enhance the 'offer' of Falmouth town centre as an attractive destination for shoppers, visitors and tourists through a Town Centre Strategy:

- Enhancing the quality of the public realm.
- Creating a pedestrian friendly, safe and accessible environment in the main streets through the town.
- Managing vehicle movements, deliveries, parking and support shuttle bus services.
- Increasing footfall and adding vitality to the town and its daytime, evening and night time activities through:
  - · support for existing and new businesses;
  - infill development to improve vacant or underused premises;
  - the use of upper storeys, space for residential, commercial and retail uses;
- Protecting and enhancing the historic environment and distinctive character of the town centre.
- Ensuring that any redevelopment opportunities coming forward on the key sites (Quarry Car Park, Church Street Car Park, and former TA site) contribute to the town centre strategy.

### Context - The Town Centre Strategy

The main town centre comprises the Moor, the Quarry and part of Killigrew Street to the West, the High Street to the North, and the main streets through Falmouth, Market Street, Church Street and Arwennack Street, ending at the NMMC and Grove Place car park at the South, as shown on the Proposals Map.

The Neighbourhood Plan builds on the Cornwall Site Allocations Development Plan Document, which notes that 'Falmouth town centre ... should be maintained as the community's primary retail and service centre' and that 'consolidation of the town's parking provision could open up opportunities for redevelopment of one or more of these sites, provided that it can be demonstrated that an appropriate scale and location of parking provision can be maintained for the town.' (DPD, 7.13). The DPD goes on to say that the 'main focus for Falmouth relates to the consolidation and enhancement of the existing town centre offer'. Priorities include re-using and improving vacant and underused

premises, and to 'deliver complementary uses on upper storeys and on vacant sites'. The 'Quarry and Maritime car parks represent key assets at either end of the town centre corridor....There is also an aspiration to maximise opportunities for improving public realm and stop-off points / destinations along this town centre corridor.' (DPD, 7.33)

The key to the delivery of the town centre strategy described below is the creation of enhanced value from key sites, developer contributions from development within the town centre and elsewhere that create additional pressures on the centre, public investment programmes (grant aid, for example through the Coastal Communities Fund) investment and leadership by the local authorities under the 'Place Shaping' initiative set out in the Cornwall Local Investment Programme (Strategic Issue 4 and Appendix 4).

The Town Centre Strategy will also contribute to the achievement of the Cornwall and Isles of Scilly Strategic Economic Plan 2017-2030 'Vision 2030', and in particular the strategic driver of 'Vibrant Communities', by promoting our world class cultural environment and developing the economic vibrancy of the town centre. This will also support Cornwall's 'Global presence'.

### **Policy Justification**

The Town Centre Strategy proposed is justified in an array of documents. National policy in the NPPF strongly supports the vitality and viability of town centres, and this is reinforced in the Cornwall Local Plan. Several earlier documents provide evidence and feature common themes which are reflected in the Allocations DPD and in this plan. These include the Falmouth and Penryn Community Plan (2009), 'Falmouth Harbourside – a way forward' (Falmouth by Design, 2004)'; 'Falmouth and Penryn Combined Development Framework (Terrence O'Rourke, 2005)' Part 1 & Part 2; 'A Future for Falmouth's Car Parking (Falmouth Civic Society, 2012)' and the 'Penryn River Study' (2015)'. As part of the preparation of this Neighbourhood Plan, a master-planning study was carried out by AECOM which has also provided evidence and material on which these policies are built. (AECOM, 'Falmouth Town Centre Sites: Neighbourhood Master-planning' 2016).

Earlier drafts of the Allocations DPD identified the Quarry and the former TA site for development of student housing and car parking. The 'submission' draft of the Allocations DPD has withdrawn these and other sites identified for student accommodation, and required that no more provision be made in Falmouth. In replacement, this NDP allocates the sites for high density residential development (and other enabling development), noting that multi-storey carparks should be developed to accommodate the parking moved from Church Street.



The management of traffic and part pedestrianisation of Market, Church and Arwennack Streets are covered in 'The County of Cornwall (Falmouth) (Various Streets) orders: Restrictions on Driving Order, 2008; On-Street Parking Places and Restrictions on Waiting (Consolidation) Order, 2010', and evidence of their operation from Falmouth Afoot.

The public consultation questionnaire found support for 'Easy pedestrian access' (scored 4.33 out of 5); 'Connectivity with other parts of the town' (score 4.16 out of 5); 'Preserving the built environment of Falmouth' (scored 4.03 out of 5).

Assessment has demonstrated a significant potential for growth in the leisure / craft market, particularly for larger vessels, but a major constraint to this potential growth of the Marina and leisure boating related sector is a lack of suitable sites providing the appropriate level of land and water access. A redevelopment at Church Street car park could offer an opportunity to address this constraint, subject to appropriate environmental impact assessments and the separate regulatory process relating to the marine environment..

Many previous studies have identified the huge potential for improving Falmouth's main street and the remaining waterfront site at Church Street Car Park. While car parking is an essential part of Falmouth's provision for visitors and residents, it has been suggested that the location and distribution of parking provision could be reconsidered to open new opportunities in the centre.

Policy TC1 seeks to capture the principal land use elements of the Falmouth Town Centre Strategy in this Plan. Clearly other elements of the Plan will be developed and Falmouth implemented within the Plan period. These will include sustainable transport initiatives and the consolidation of car parking arrangements.

Figures 34 & 35: Church Street, normally busy and often conflicted with vehicles and pedestrians. But, for special events the street is closed for vehicles and becomes a pedestrian domain. When that happens the frequently expressed opinion is how pleasant it is. (Photos: Mike Jenks)



#### THE FALMOUTH TOWN CENTRE STRATEGY

The Neighbourhood Development Plan Town Centre strategy proposes a managed and integrated approach that will enhance the town centre from the Quarry and Moor, along the main streets including the Church Street carpark, and to the car park at the former TA site, without large scale physical interventions. The development of three key sites, the Quarry, Church Street car park and the former TA site, in a way that is appropriate to their historic setting, is supported as it will facilitate widespread improvement of Falmouth's town centre. The improvements require these sites to be considered together as a phased project, which will increase parking at either end of the town in order to remove most of the parking from Church Street, will enable more effective pedestrianisation of the main streets, and will encourage the use of upper storeys and re-use of vacant premises.

Increased parking as part of redevelopments at two locations at either end of the main street, the Quarry and the TA site, along with improved management would allow parking at Church Street to be reduced and a first-class public waterfront space created supported by a small amount of development to provide facilities for visitors. Other car parks will be protected to ensure there will be no significant overall loss in the number of car parking spaces available within the town centre area.

Creating value on the Quarry and TA sites by allowing additional accommodation to be developed will help pay for the schemes and contribute to the repaving and environmental improvement of the main street itself. The main street (High Street, Church Street, Arwenack Street) is a unique historic asset and space of incredible character and activity that is fundamental to the identity, attractiveness and well-being of the town. It is physically constrained by its narrow dimensions and difficult in many places with poor surfaces, kerbs and obstructions, making its accessibility quite a challenge. Reducing parking at the central Church Street car park is the key to reducing vehicle movements, introducing time-limited pedestrianisation and an opportunity to dramatically transform the street with a sustainable, long term, and robust street design that enhances the special historic character. The opportunity to create a far safer and more attractive pedestrian friendly environment that is accessible to all could be taken. Enforcement of Traffic Regulation Orders (TROs) is an essential part of this strategy, possibly achieved through installation of an Automatic Number Plate Recognition (ANPR) system. This can be enhanced as part of a transport strategy to include more frequent shuttle buses between these three sites.

The reuse of the Church Street Car Park also offers the opportunity to create a land / water access which would address long standing limitations of the Town as a maritime centre, by providing an open area with slipway access for the hosting of dinghy championships, for visitors with quick access to the town centre, and on-shore infrastructure in the form of an amenity centre providing showers, toilets and laundry facilities, and perhaps in the long term additional pontoon space for events.

#### In summary

The benefits of the strategy of managing the development of the three sites together is that that they make a complementary contribution to the overall maintenance and improvement of Falmouth's town centre, its vitality and viability, and its heritage. The sequential benefits will reduce the damage to the historic core resulting from traffic, providing an opportunity to deal with the pedestrian unfriendly street environment, and help bring upper storeys into residential use, thus helping to halt the spiral decline in maintenance of the buildings. In terms of heritage, in relation to the Quarry, Church Street and TA sites the harm to the heritage assets was assessed as negligible to moderate; however adequate mitigation is possible for each site, and is more than compensated for by the benefits that flow from the developments. The town centre strategy taken as a whole delivers substantial benefits and the enhancement of heritage throughout the whole of the town centre.

The strategy will be delivered through a Memorandum of Understanding signed between Cornwall Council and Falmouth's key stakeholders.

The town centre strategy should be phased:

- 1. Enforcement of Traffic Orders (to control vehicles misusing the time limited pedestrian zone);
- 2. Develop the lower area of car park and waterfront, and install controlled entry/exit (to provide a public space and facilities, disabled access to the water, and to act as an exemplar for further development of the remainder of the car park. Also to control vehicles using the car park to bypass the bollard protecting the pedestrian zone);
- 3. When the Quarry is developed, displace the majority of the car parking to the Quarry and to park & ride, and develop the upper level (to enable the displacement of parking spaces from the Church Street car park, and to create a significant public space with facilities for visitors and residents);
- 4. Start upgrading main streets (to provide pedestrian and disabled friendly surfaces, and to support the use upper storeys, residential and business uses, and encourage the maintenance of architecturally interesting buildings and heritage assets in the main streets);
- 5. When the TA site is developed, complete the street upgrading, resurfacing and shared spaces and complete works on Church Street (to encourage more visitors and residents into the town).

### Policy Intention

The following set of policies are intended to support the overall strategic approach to the delivery of the town centre objectives which will seize a vital 'place-shaping' opportunity for Falmouth.

#### **POLICY TC 1: The Falmouth Town Centre Strategy**

Development proposals which arise from the implementation of the Falmouth Town Centre Strategy will be supported where they comply with other relevant design policies elsewhere in this Plan.

The following developments will be particularly supported:

- 1. High quality mixed tenure residential developments and additional public car parking at the Quarry Car Park and the former TA Site (See Policies TC 2 & TC4)
- 2. High quality public realm area, along with associated small-scale development, including that promoting marine activity, providing and enhancing a new public focus at the Church Street car park (see Policy TC3)
- 3. Increased time-limited pedestrianisation

Policy TC1 above replaces Saved Carrick Local Plan Policies 5D car parking and 5H pedestrian priority.



Figure 36. Upton Slip leading to new facilities and a potential new pontoons (Photo: Mike Jenks)

### Church Street Car Park

This site represents the greatest opportunity for Falmouth to make best use of one of its unrealised assets. For too long this site has effectively turned its back on the town. It was once the site of a gasworks and is now a car park for visitors to the Town's main street virtually ignoring Church Street Car Park

While the car parking has a very real current benefit, if most of that demand can be relocated in the town then the car park can be developed to create a high quality public place, with limited new building development to provide new facilities and activities and create direct access to the marine activities of the Harbour This could create a very special sense of place with best use of its waterside views and increased vibrancy This strategy has been promoted for many years in community and planning based documents. If the opportunities arise from developing other sites [including the Quarry Car Park and the former TA site where some parking could be added] and some additional public investment accessed, then this scheme could be realised in the future. In addition, the Falmouth Coastal Community Economic Plan identifies the scheme as a high priority and there is a possibility of Coastal Community Fund support in the future. This would attract more visitors to stay and explore this location and the existing Church Street businesses. This approach would be complemented by a significant upgrading of the public realm along the main streets that link these three sites. A framework for this site is included in Appendix 7.3.3 of the Spatial Strategy Report.

Policy TC2 provides a positive context within which development of this type can proceed. It is important that redevelopment proposals are supported with appropriate evidence so that their environmental effects can be fully assessed. As such development proposals should be accompanied with the following information:

- A site remediation validation/completion report to verify that remediation has been carried out effectively in accordance with the agreed scheme,
- A flood impact assessment showing how the development will contribute to shoreline management objectives and remain sustainable in the long term;
- Evidence that there is sufficient consented sewage treatment capacity to ensure no adverse impact on the Fal and Helford SAC
- appropriate legal agreements to address any of the previous three bulletpoints or any other matters which cannot satisfactorily been controlled by wayof a planning condition.

The controlled waters around the site, including those within the Fal and Helford SAC, are affected by buried contaminants. All development proposals should take account of existing pollution levels and be designed accordingly.

### Policies for Church Street Car Park

#### **POLICY TC 2: Church Street Car-Park**

Development options for the Church Street car park which regenerate the site as a high-quality public realm area in a way that supports the broader town centre strategy (Policy TC1), and maximises economic, cultural and marine activity benefits to the community, will be supported subject to their compliance with the detailed requirements of this policy:

A master plan should be prepared for the overall development of the site. All development proposals within the site, including any specific proposals for individual elements of the wider package, should conform to the master plan. The master plan should incorporate a full historic environment impact assessment, which demonstrates how the critical issues (such as impact on the Falmouth Conservation Area, the historic character and setting associated with the site and its surroundings, scale, form and shape, building line, orientation, materials and colours that reflect uses historically associated with the location and the impact of the development on views and vistas within, into and out of the Conservation Area) have been effectively responded to in the proposals.

- 1. Proposals to regenerate the site, should be prepared within the context of the overall master plan for the site and should:
  - Generally be of a scale and character appropriate to this part of Falmouth reflecting the sense of place and preserving and enhancing the historic character and setting associated with the site;
  - ii. Show how the impact of the building in any views and vistas within, into, across and from the Conservation Area have been carefully considered (including longer views which may be significant due to the topography);
  - iii. Keep most of the site open, restricting most development to the rear of the Church Street properties, to a scale, building line and orientation to be identified in the master-plan studies, that does not detract significantly from the historic character of the existing properties and reflects uses historically associated with such locations;
  - iv. Include a publicly accessible multi-use space with good access to Fish Strand Quay, Upton Slip and the central arched passage from Church Street which will allow passive recreation, community activities and town events, support maritime tourism, and include supporting infrastructure for pop-up units;
  - v. Enhance the setting of Upton Slip, Fish Strand Quay, and Custom House Quay as historic locations, and provide interpretation of the wider historic setting associated with the site;
  - vi. Support opportunities to restore and enhance heritage assets which adjoin the site;

- vii. Maintain and improve the permeability of pedestrian routes through/across the site which link to and from the Conservation Area and main shopping area of the town;
- viii. Retain car parking for disabled users, residents and businesses with ownership of parking spaces to the rear of the properties
- ix. Maximise opportunities for rainwater harvesting, graywater (sullage) reuse and dry toilets to reduce run-off and waste water;
- x. Ensure that surface water drainage is designed and managed to ensure no adverse effect on the Fal and Helford SAC.
- 2. The wider redevelopment package should incorporate appropriate and necessary mitigation against water based recreational impacts on the Fal and Helford SAC.
- 3. Where appropriate to the scale and nature of the redevelopment proposals, a Construction Environment Management Plan should be included with development proposals to assess any likely significant effects on the Fal and Helford SAC during the construction phase.



Figure 37: Limited seating squeezed between the town and a sea of cars (photo: Mike Jenks)

**Future aspirations**: Church Street Car park has been identified as having significant potential for connecting pontoons and facilitating marine access to the town. Whilst no specific proposals are included within the Plan, the concept is supported as a way of adding value to the Site. This would need to be subject to separate regulatory processes protecting the marine environment.

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Figures 38 & 39. The sea of cars detracts from the views: the site offers the potential for an attractive public space with spectacular views.

(Photos: Mike Jenks)



### The Quarry

This is a significant site on the northern side of the town centre that was once a large quarry that has been cut out of the original hillside leaving a dramatic landscape feature. Currently used for a car park, the topography offers an opportunity to accommodate a large building or buildings without overshadowing adjacent housing. More significantly it is one of the few available large sites in the town and can have a more strategic impact on its regeneration if used creatively alongside the other initiatives as part of this strategy.

It is within a short, but steep, walk to the Moor, public transport and the main street. Several feasibility studies have been undertaken to identify the potential of this site. It is for example a very good location to introduce a large high quality mixed tenure residential development with good access to local transport and services. At the same time, it is important to retain and even increase the car parking provision on the site, and this would require multi-storey parking, with development surrounding and above it. A framework to establish some of the key objectives for such a scheme is shown in Appendix 7.3.4 of the Spatial Strategy Report.

Policy TC3 provides a positive context within which development of this type can proceed. It is important that redevelopment proposals are supported with appropriate evidence so that their environmental effects can be fully assessed. It includes a series of design criteria. They have been included to take account of the particular characteristics of the site. In a general sense, development proposal should demonstrate how they confirm to the various policies in Section 11 of this Plan.

### Policies for the Quarry

#### POLICY TC 3: The Quarry Car Park

1. The redevelopment of The Quarry to include a high quality mixed-tenure residential / mixed use development and additional public car parking will be supported subject to their compliance with the detailed requirements of this policy.

A master plan should be prepared for the overall development of the site. All development proposals within the site, including any specific proposals for individual elements of the wider package, should conform to the master plan. Constituent parts of the wider package which come forward separately will only be supported where they can demonstrate that the phased delivery of the site can be achieved without unacceptable impacts on the town centre, local residents, businesses and the provision of visitor car parking.

- 2. Development should consider the wider impacts on the built environment arising from high density development of this site. Development proposals should not result in unacceptable impact on the on the wider built environment or townscape of Falmouth. The scheme should incorporate positive design solutions to the following matters:
- a. Public car parking provision is maintained or increased as part of a strategic scheme with other parking sites, to enable significant reduction of parking at the Church Street site, plus additional need for parking spaces generated by the development.

- b. It is demonstrated that parking provision for any development is maintained to serve the town during the construction process.
- c. Additional accommodation on the top, edges or alongside the parking, is provided;
- d. The height of the development responds appropriately to the levels within the quarry and have particular regard to the relationship of any development with the residential and other neighbouring properties. It should not significantly rise above the height of buildings adjacent to the site to the detriment of views into, across and along the adjoining Conservation Area, nor alter the skyline of Falmouth to the detriment of views from the Cornwall AONB on the east side of the Penryn River.
- e. The design responds to the surrounding historical fabric in terms of the palette of materials, colours, proportions, scale and massing, motifs and detailing, using prompts from the buildings on The Moor built with materials sourced from the quarry.
- f. Sustainable Urban Drainage solutions are to be implemented that minimises risk of flooding both on and off site, and which
  - (i) have particular regard to the potential for flooding into the surrounding neighbourhoods, properties and the wider town; and
  - (ii) ensure that surface water drainage is designed and managed to ensure no adverse effect on the Fal and Helford SAC.
- g. A high level of security with private space and public space clearly defined is provided.
- h A street frontage and enclosure to any spaces or routes in or around the development is provided, with overlooking windows and main entrances provided on these routes
- i. The development complements the views of the site from nearby streets and from longer views of the site considering the local topography:
- j. The main pedestrian and vehicular access to the site should be from Quarry Hill, for both occupiers of development, visitors using the new car parking facility, and residents from the communities to the north and west of the site, in order to facilitate linkages for walking and cycling between the new development and facilities outside of the site area through clear and accessible routes from within and crossing the site towards the town centre.
- k. The development incorporates well integrated open space which provides opportunities for enhanced biodiversity.
- 3. The wider redevelopment package should incorporate appropriate and necessary mitigation against water based recreational impacts on the Fal and Helford SAC.

Where appropriate to the scale and nature of the redevelopment proposals a Construction Environment Management Plan should be included with development proposals to assess any likely significant effects on the Fal and Helford SAC during the construction phase

### Former TA site

This site, once the base for the Territorial Army, has been successfully used as an additional town centre car park. It is in a good location to serve businesses at the Southern end of the town and the destination of the Maritime Square.

As part of the Neighbourhood Plan Town Centre strategy it presents an opportunity to provide additional car parking and new housing to create an attractive and active frontage to Avenue Road and facing the Killigrew monument. A framework has been produced to establish some of the key objectives such a scheme should achieve, to be found in Appendix 7.3.5 of the Spatial Strategy Report.

Policy TC4 provides a positive context within which development of this type can proceed. It is important that redevelopment proposals are supported with appropriate evidence so that their environmental effects can be fully assessed. It includes a series of design criteria. They have been included to take account of the particular characteristics of the site. A key element of the development of the site will be the way it takes account of important heritage assets in its immediate locality.



Figure 40: Potential for residential development with increased parking, and improve the urban environment. It is important to preserve views of the harbour, the copper beech and Killigrew Monument, and respect the historic environment of Arwenack Manor.

(Photo: Mike Jenks)

#### Policies for the former TA site

#### **POLICY TC 4: The Former TA Site**

Development options to increase parking provision and include new housing at the former TA Site will be supported if they are of a scale, massing and character appropriate to the streetscape of Falmouth and reflect the sense of place and preserve or enhance the historic character and setting associated with the site and satisfactorily address the following issues:

- 1. The preparation of a master plan which incorporates a full historic environment impact assessment, which demonstrates how the critical issues (such as impact on the Conservation Area, the historic character and setting of the site and its surroundings, scale, form and shape, building line, orientation, materials and colours historically associated with the location and views and vistas within, into and out of the Conservation Area) have been effectively responded to in the proposals.
- 2. Public car parking provision is maintained and increased as part of a strategy with other parking sites, to enable significant reduction of parking at the Church Street site.
- 3. There are linkages for walking and cycling between the new development and facilities outside of the site area through clear and accessible routes from within and crossing the site towards the town centre
- 4. An active and attractive frontage to the public realm is provided, which enhances the local townscape and character of the historic streetscape.
- 5. The height, scale, massing, and orientation of the development avoids any unacceptable impact on the Killigrew monument and its setting, (the view of which from the Avenue Road approach to the south of the roundabout must be maintained) and Arwennack House and Manor.
- 6. The design shows how the impact of the building in any views and vistas of the site have been carefully considered (including longer views which may be significant due to the topography).
- 7. The design responds to the surrounding historical fabric in terms of the palette of materials, colours, proportions, scale and massing, motifs and detailing, using prompts from the buildings in the immediate locality.
- 8. The wider redevelopment package should incorporate appropriate and necessary mitigation against water based recreational impacts on the Fal and Helford SAC.
- Where appropriate to the scale and nature of the redevelopment proposals a
   Construction Environment Management Plan should be included with development
   proposals to assess any likely significant effects on the Fal and Helford SAC during the
   construction phase.

### New uses for upper floors in the Town Centre

The introduction or reintroduction of business, residential and retail uses on upper storeys in the town centre can help increase footfall and vitality, increase night-time oversight and thereby contribute to community safety, and provide much needed small-scale housing opportunities, especially in the private rented sector. Policy TC5 is intended to encourage new uses in upper floors of town centre premises, whilst protecting the important retail roles present at ground floor level, and respecting the residential amenity of existing town centre dwellers.

Policy TC5 provides a context within which development of this nature can come forward. It acknowledges that not all developments will need planning permission. In many cases the provision of dedicated car parking within the curtilage of the site will not be possible in general, and within the historic core of the town centre in particular. Occupiers of any floorspace brought back into use could purchase season tickets for car parks in the town centre\*. Where existing car parking spaces are available within the curtilage of the premises concerned their use would be a matter for private agreement between its wider users.



Figure 41: Look upwards in our main streets and there is some fine architecture to see, which is enhanced when upper floors are in use and the buildings well maintained

(Photo: Mike Jenks)

#### POLICY TC 5: New uses for upper floors in the town

Within the town centre, insofar as planning permission is required the introduction or reintroduction of business, residential and retail uses will be supported in upper floor accommodation above existing retail and business premises provided that:

- 1. The viability of any ground floor commercial use would not be unacceptably affected
- 2. The site is well integrated with the primary and secondary retail frontages
- 3. There would be no adverse impact on the amenities of neighbouring residential users
- 4. As appropriate to the premises concerned the proposal is sensitive to heritage assets in general terms, and would preserve or enhance the character and appearance of the Falmouth Conservation Area in particular'.

(\*Occupants may purchase parking season tickets for the The Dell and Quarry Car Parks on application to Cornwall Council)

Figure 42 (below): Unused upper floor detract from the vitality of the town centre and are often associated with poor maintenance. Signage would also benefit from following the Cornwall Council Shopfront Design Guide (Photo: Mike Jenks)





Figure 43 (above) High Street and Arwenack Street (figure 44 below) benefitting from the use of upper floors (Photos: Mike Jenks)





# 7. Business, Tourism and Employment

### Key objectives

- To ensure Falmouth's future economic prosperity by providing new opportunities for industry, businesses, tourism, retail, and leisure, and the maintenance and development of existing port operations and related businesses'
- To ensure that the positive impacts arising from the presence of the Combined Universities is optimized
- To ensure that Falmouth's tourism infrastructure is enhanced to take into account modern visitor expectations and that the full potential of the towns cultural, environmental and social assets is released.
- To use the town's key assets (marine, learning, tourism industries and its essential character) to position Falmouth as a unique and sustainable place to live, work, visit and learn in.

### Context

The key evidence that the Neighbourhood Plan business and employment policies must relate to is drawn from the 2015 community engagement feedback, the <u>Allocations</u> <u>Development Plan Document (DPD) for Falmouth and Penryn (September 2016</u>), and the <u>Falmouth Area Coastal Community (FACCT) Economic Plan (June 2016</u>). The DPD safeguards Falmouth's port and docks, Falmouth Wharf, and Ponsharden (part of which falls into this Neighbourhood Plan's designated area) to support the Dock's operation other marine related industry. Tregoniggie Industrial Estate is also safeguarded and restricted to B1, B2 and B8 Uses.

### **Policy Justification**

The key points raised by the community were strong support for developing Falmouth's Docks as a centre for marine engineering (94%), for the dredging of Falmouth Harbour (78%), and the protection of waterfront locations for sea-based businesses and maritime tourism. The need for more business services, and more use of local materials, food and employment was also expressed.

The DPD Strategy for Falmouth and Penryn sets a core principle of focusing on assets and maximising the opportunities arising from the presence of the docks, Port, Universities, the town centre, and the leisure and tourism opportunities created by the Town's fantastic setting. The role of Falmouth (and Penryn) as a key economic centre for Cornwall is emphasised.

The FACCT Economic Plan supports these aspirations through a strategy that builds on the town's unique and traditional sea-port character whilst providing new opportunities for growth. Support is given for the dredging of the harbour, the Universities, some intensification of existing industrial sites, policies of regeneration and for start –up and home enterprises. The plan should enable policies to promote Falmouth's marine, digital, design and marketing industries, and to reinforce the bid to have the best broadband links to compensate for its peripheral geographic location.

Some employment locations in the NDP area suffer from poor environment with mixed quality buildings and environment and awkward layout, which tend not to attract inward investment and higher technology development and can cause negative customer impressions that restrict competitiveness. However, they may provide low rental space, and open storage, hosting uses that may not easily relocate, so can be an important location for more basic but essential activity.

'A Place For Life' Cornwall's Visitor Economy Strategy 2014 to 2020 aims to achieve a high quality, highly productive and resilient tourism sector. It says that part of this involves getting 'the basics right to ensure we meet, if not exceed, the expectations of our existing and new visitors; accommodation, public realm, visitor services and facilities'. Therefore, the Neighbourhood Development Plan should assist by protecting the core of Falmouth's tourism 'offer' and encouraging its enhancement.

Tourism accommodation in Falmouth comprises a mixture of family run hotels and guesthouses, distinctive large hotels, conversions to self-catering and exclusive residential seafront and harbourside apartments. The loss of any of these would be detrimental to the vitality and viability of the town. Additional tourism development would not only contribute to the economy, but may also offer excellent opportunities to re-use and protect older buildings, improve the public realm and provide recreational and cultural opportunities for the resident community.

Consent for moorings is controlled by the Harbour Commissioners and is beyond the remit of the NDP. The land-based aspects of small boat access and facilities can cause noise, harm to air and water quality, and visual disturbance which is to the detriment of the local community. The absence of landward facilities can lead to potential effects within the SAC, such as pollutant leaks and improper rubbish disposal, so additional provision can will make a positive contribution to the SAC. Moorings and their landward development can also be a leisure and recreation asset.

A project level HRA will be required to accompany future applications within the dock complex, and also a Construction Environment Management Plan (CEMP) to demonstrate that any significant effects upon the Fal & Helford SAC are avoided or appropriately mitigated, to be agreed before development is commenced.

### Policy Intention

No further employment land allocations are necessary. However, in addition to the DPD measures, the following policy set is intended to achieve the following intentions:

### Harbour, port and docks

- Support for the development of the Docks to facilitate marine engineering and maritime tourism benefits.
- Support for the optimisation of signage and information for passengers calling at the Docks
- Enable stronger development of value added enterprise in the maritime, advanced engineering and energy sectors.
- Support supply-chain growth including additional training and skills.

### **Tourism**

- Provide for the enhancement of local tourism services, facilities, public realm and accommodation to meet or exceed the expectations of existing and new visitors
- Resist the loss of sea and river fronting, publicly accessible holiday accommodation, and ensure that the character of the sea-front and harbourside is preserved.
- Enhancement and adaption of Church Street Car park and enhancements to historic spaces and buildings in the main street including public realm improvements, disabled access, traffic and pedestrian traffic restrictions and pedestrianisation, to support Falmouth's role as a key tourist and pedestrian destination.
- Revival of the Prince of Wales Pier, and Market Strand, as the significant threshold to the town for many waterborne visitors and key junction on main commercial axis, including public realm improvements, disabled access, the provision of new seating, shelters and performance spaces.
- Enhance and promote The Moor as a key visitor and local destination, including the re-modelling of the Art Gallery/Library.
- Developing a state of the art Skatepark at Dracaena Fields to make Falmouth a tourist destination for skateboarders and their families again enhancing the tourism offer.
- Ensuring that the infrastructure to support Falmouth's Festival culture is adequate
  and in sound condition to help in attracting major international events that put
  Falmouth on the world stage in marketing terms and generates significant
  economic benefit

### General Employment Development

- Creation of an innovation hub to support local small firms, home businesses developing into workshops, provide training and business incubation support for high value jobs
- Additional workshops to meet local needs and support increase in employment
- Support potential to cluster knowledge and marine based industries and links with the Universities
- Encourage and enable upgrading, intensification and enhancement of existing employment sites with poor environments.

### Policies for the Harbour, Port and Docks

#### POLICY BE 1: Supporting the Harbour, Port and Docks.

This neighbourhood plan recognises the contribution made to the town by the working port in terms of employment, economy and culture. Development proposals which would support sustainable development and improvements to the port infrastructure and access will be supported. Proposals that would deliver the following works will be particularly supported:

- i. marine engineering and maritime tourism;
- ii. signage and information for passengers including the provision of disabled access to the ferries
- iii.added value enterprise in the marine advanced engineering and energy sectors; and iv.supply chain development including training and skills.

### **POLICY BE 2: Supporting Value Added Enterprises**

The development of (and change of use to) small scale workshop/office/research facilities which assist the growth of value added enterprise in the maritime, advanced engineering and energy sectors and the supply-chain to these sectors will be supported where the proposed development would not have an unacceptable detrimental impact on the amenities of adjoining residential areas in terms of:

- 1. its scale and visual appearance;
- 2. noise, effluent or fumes it would emit;
- 3. the traffic it would generate;

and that it will not have an unacceptable detrimental impact on with water supply, sewerage and sewage treatment and waste disposal. If located alongside the waterfront such proposals should where practicable preserve or add opportunities for access to or 'glimpses' of the river/sea from public viewpoints

### Policies for Tourism

(Proposals contained in the Town Centre chapter provide for measures relating to Church Street Car Park and the former TA site.



Figure 45: Large ships bring value and tourism to Falmouth and work for the docks (Photo: Mike Jenks)

#### **POLICY BE 3: Tourism Facilities and Accommodation**

Proposals for the enhancement and development of new tourism facilities and accommodation will be supported, where as appropriate to their scale, nature and location it

- Involves redundant or semi-obsolete buildings which may lend themselves well to adaptation and modernisation as hotels, other forms of serviced accommodation or restaurants;
- is an extensions to existing facilities and accommodation which is proportionate to the surrounds;
- 3. increases the attractiveness of the development to visitors;
- 4. is physically accessible to people with impaired mobility and other disabilities such as impaired sight or hearing;
- 5. is socially inclusive, facilitating use by all sectors of the local community;
- 6. protects and enhance the visual quality of the site and its surroundings;
- 7. Respects the heritage interest of the building/structure involved and of any surrounding buildings and areas, and ensures that proposals do not adversely affect the historic environment, in accordance with Falmouth NDP Section 11 policies and Policy 24 of the Cornwall Local Plan;
- 8. improves local biodiversity through the creation of new habitat;
- 9. achieves small-scale improvements to sustainability, for example by recycling waste, using renewable energy and sourcing produce and materials locally.



Figure 46: Bright colours, a bit of fun, and good shops enhance the tourist experience (Photo: Mike Jenks)

#### POLICY BE 4: Protection of existing stock of holiday accommodation

In the Prime Seafront Hotel Area of Falmouth as shown on the Proposals Maps, the conversion of hotels and guesthouses to uses other than holiday accommodation will not be supported unless:

- i. it can be demonstrated their continued use for such purposes is not underpinned by market demand through a process of active and continued marketing for at least a period of nine months; or
- ii. the proposed use otherwise contributes towards the vibrancy and attractiveness of the tourism offer in the town; or
- iii. it can otherwise be demonstrated that the proposed use would have no unacceptable impact on the delivery of tourism-related accommodation and activity in this part of the town; or
- iv. the premises are unsuitable for continued tourism-related uses due to environmental considerations

Proposals for the development of new holiday accommodation or for the redevelopment or adaptation of holiday accommodation in the Prime Seafront Hotel Area should be of design which, in accordance with Policy DG3 on design and local distinctiveness, is informed by the context of the site and its surroundings in terms of height, scale, massing, orientation and location within the site, avoiding any overwhelming impact on the established density the area, and not encroach beyond the establishing building line facing on to the seafront.









### **POLICY BE 5: Facilities for small boat moorings**

Proposals for improved access and small boat facilities to serve existing moorings will be supported where as appropriate to their scale, nature and location:

- 1. They are integrated with existing waterside development or make use of derelict sites.
- 2. They are provided to an adequate standard and have the requisite support facilities in place.
- 3. They allow appropriate public pedestrian access for people wishing to view the facilities.
- 4. They do not add unacceptably to traffic conflicts, noise (lanyard rattle) and visual disturbance.
- 5. They include surface water drainage arrangements designed and managed to ensure no adverse effect on the Fal and Helford SAC

Developments for this purpose should provide appropriate and necessary mitigation against water based recreational impacts at the SAC.

#### POLICY BE 6: Revival of Prince of Wales Pier

Proposals for the revival of the Prince of Wales Pier which incorporate any or all of the following will be supported

- 1. provision of new seating
- 2. public shelters
- 3. performance spaces
- 4. provision of disabled access [3]

Such proposals should be informed by and consistent with the scale, design and character of the existing structure and its surroundings.

#### Figures opposite

Figure 47: Much valued hotels along the seafront, set back from the road to respect the fine setting and sweep of the bay (Photo: Mike Jenks)

Figure 48: Moorings in demand, especially when the tall ships visit (Photo: Mike Jenks)

Figure 49: Interesting additions on the Prince of Wales Pier to inspire further improvements (Photo: Mike Jenks)

Figure 50: Falmouth is well served with small boat moorings and facilities (Photo: Mike Jenks)

#### **POLICY BE 7: Enhancing and Promoting the Moor**

Insofar as planning permission is required proposals to enhance and promote The Moor as a key visitor and local destination, including the re-modelling of the Art Gallery/Library will be supported, if they incorporate measures to support the delivery of an enhanced public realm aimed at reducing conflicts and promoting sense of place for visitors entering the town centre from this direction. These may include:

- 1. improved comfort and convenience of pedestrian access
- 2. improved access for mobility impaired users through improved surfaces, level transitions, and handrails
- 3. quality signage
- 4. tree planting
- 5. cycle parking
- 6. public seating;
- 7. wheelchair and trolley friendly surfaces
- 8. disabled parking

### **POLICY BE 8: Dracaena Community and Visitor facilities**

New high quality community and visitor facilities at Dracaena Fields will be supported.

### **POLICY BE 9: Supporting Festivals Infrastructure**

The enhancement or provision of new facilities to support Falmouth's Festival culture will be supported where the proposed development would not have an unacceptable detrimental impact on the residential amenities of adjoining residential areas in terms of their scale and visual appearance, the noise generated, and traffic movements and highway safety matters.

### Figures opposite

Figure 51: The Moor (Photo: Mike Jenks)

Figure 52: Improved cycle parking will provide better places to leave a bike (Photo: Mike Jenks)





### Policies for General Employment Development

#### **POLICY BE 10: Small scale workshop development**

The development of (and change of use to) small scale knowledge based workshop/office/ research facilities which cluster with similar enterprises or/and provide opportunities for start-up enterprises related to the Universities supported where the proposed development would not have an unacceptable detrimental impact on the amenities of adjoining residential areas in terms of:

- 1. its scale and visual appearance;
- 2. noise, effluent or fumes it would emit;
- 3. the traffic it would generate and that it will not add to difficulties with water supply, sewerage and sewage treatment and waste disposal.

#### POLICY BE 11: Innovation/home business hub

The development of an innovation/home business support hub will be supported:

- 1. On the sites coming forward under policy BE2 and policy BE7 above and safeguarded in the DPD.
- 2. On sites elsewhere if the site is:
  - i. On an established public transport route; and
  - ii. Accessible safely by foot and cycle; and
  - iii. Proximate to other training and employment facilities.

### **POLICY BE 12: Home based enterprise**

Insofar as planning permission is required home based enterprise proposals will be supported where it can be shown that there will be no unacceptable adverse impact affecting nearby residents, or the character and appearance of the locality because of visual impact, vehicle movements, noise vibration, special lighting, advertising and activity at unusual hours.

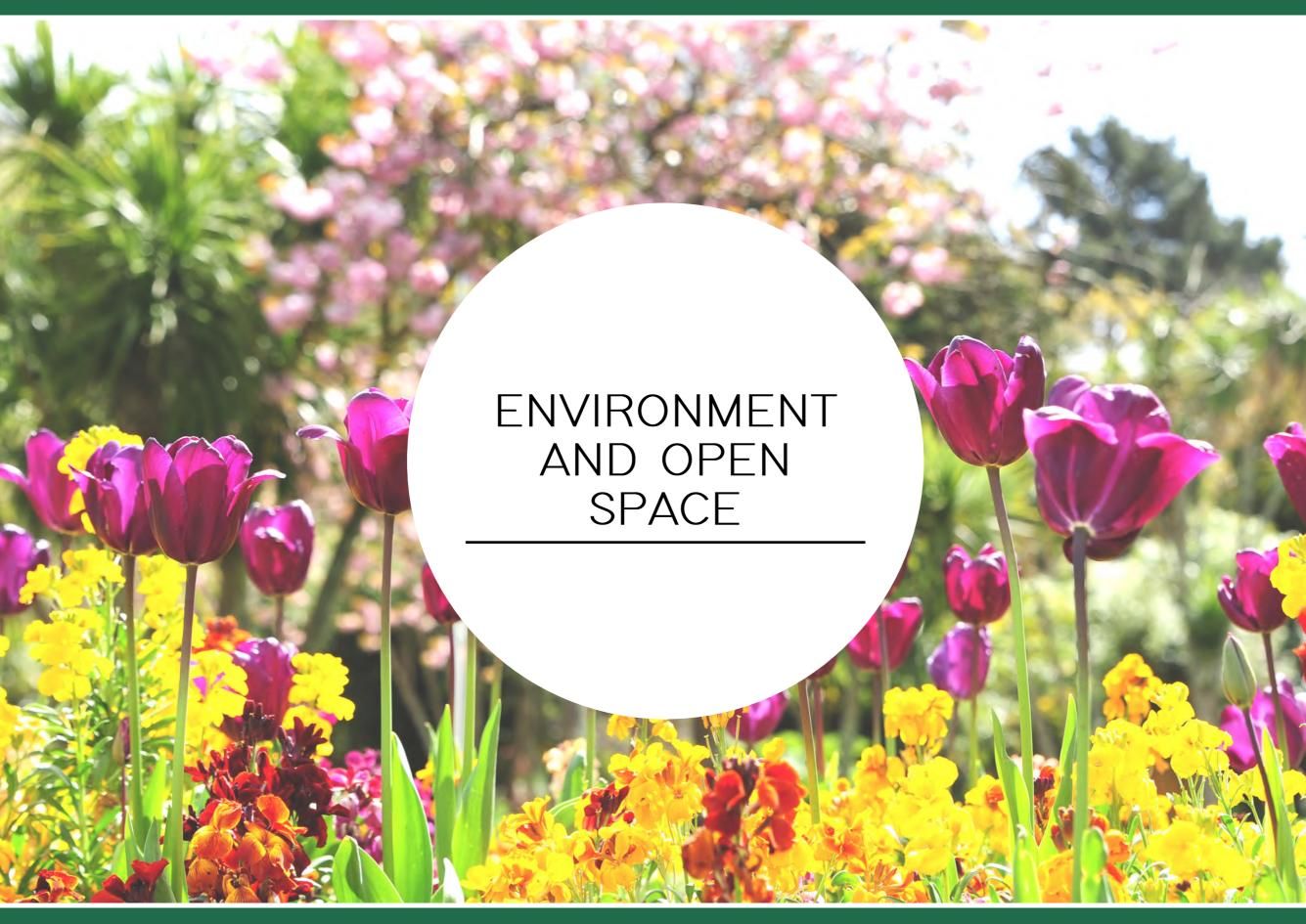
#### **POLICY BE 13: Intensification and Enhancement of Existing Employment Sites**

The redevelopment and/or enhancement of employment uses on existing employment sites at Ponsharden, Falmouth Wharves, Old Hill and Falmouth Docks to provide upgraded business and employment premises and improved environment supported where the proposed development would not have an unacceptable detrimental impact on the amenities of adjoining residential areas in terms of:

- 1. its scale and visual appearance;
- 2. noise, effluent or fumes it would emit;
- 3. the traffic it would generate; and that it will not add to difficulties with water supply, sewerage and sewage treatment and waste disposal



Figure 53: Intensification and enhancement at The Poly; an old building being refurbished for a staff office on the top floor and for a community facility on the ground level (Photo: Mike Jenks)



# 8. Environment and Open Space

### Key objectives

The environment/open spaces section of the Falmouth Neighbourhood Plan focusses on the identification, allocation, character, value, utilisation and management of the open spaces within the neighbourhood plan area. The key objectives were established as follows:

- To establish policy for the protection and enhancement of key and secondary open spaces
- To implement specific and general improvement plans for open spaces in the town
- To establish a Falmouth Green Corridor and introduce a Falmouth Garden Walk
- To establish a strategy for sports, play and recreation
- To identify additional space or sites for allotments and cemeteries
- To set out responsibilities for the management and maintenance of open spaces, and support or establish management groups for open spaces and beaches.

### Context

One of the main contributors to Falmouth's attractiveness is its visual setting which, in turn, is influenced by the open spaces and landscapes which frame the peninsula on which it stands. Also, the many inland open spaces provide important sites for sports, leisure and other open air activities which enable community wellbeing to flourish. It was not surprising, therefore, that feedback from the 2015 Neighbourhood Plan community engagement survey rated "protection of local green spaces" as the most important benefit that a neighbourhood plan could bring to Falmouth.

Comprehensive evidence studies are detailed in the <u>Environment and Open Spaces Working</u>
<u>Group Report</u> (EOS) in the Evidence Base, summarised under the following headings:

**Legislation and guidelines:** Relevant sections are identified from the NPPF, Cornwall Local Plan, and other publications. (EOS Section 5.2)

**Provisions and standards:** An analysis was undertaken of the Cornwall Council Open Spaces Strategy to arrive at provision targets for various typologies of open space in the Falmouth NP area. (EOS Section 5.3)

*Identification and classification of open Spaces:* An exercise was performed to identify, record and classify all open spaces within the Falmouth NP area. (EOS Section 5.4)

Landscape character, value and biodiversity: A study was made of 147 key open spaces using an assessment methodology designed by Cornwall Council. This enabled a value to be assigned to each site to inform judgement on any future related planning proposals. (EOS Section 5.5)

**Utilisation of open spaces:** Several key elements were identified to inform the allocation / utilisation of open spaces (EOS Section 5.6), listed as follows:

- Protect key open spaces from inappropriate development
- Specific improvement plans for key areas of the Town; including the seafront and Pendennis Point
- General improvement plans for amenity areas and woodland.
- Green infrastructure
- Sports and recreational facilities
- Parks and gardens
- Municipal assets (allotments and cemeteries)

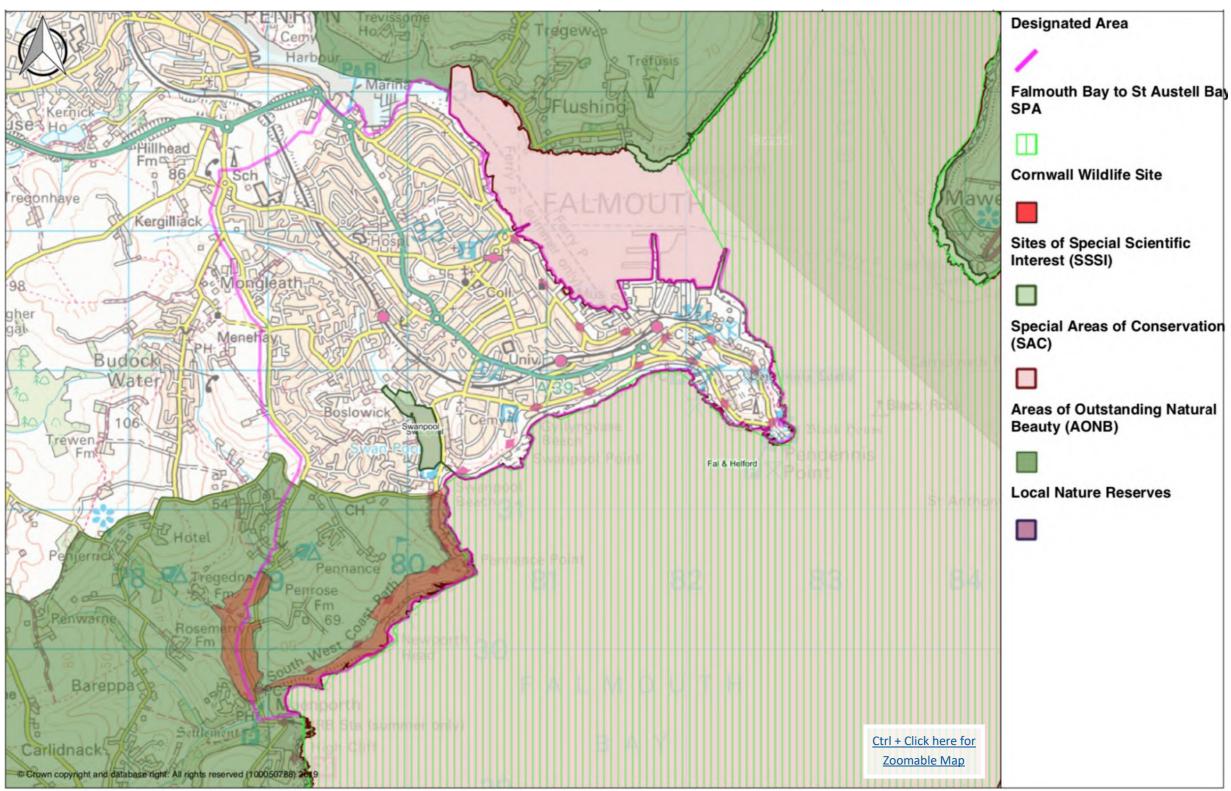
**Open space management:** A review was conducted of existing and proposed open space management and maintenance structures. (EOS Section 5.7)

**Community engagement:** Details were recorded of feedback from the community engagement questionnaire and other communications. (EOS Section 5.8)

The Cornwall Local Plan Site Allocation Development Plan Document identifies a 'Green Infrastructure Strategy' which includes important environmental and open space features. It calls for the protection and enhancement, where possible, of biodiversity assets, the enhancement of links out into the surrounding area, improvement and use of public open space and public right of way networks as green corridors.

Falmouth is also set amongst some of the richest biodiversity and habitat resources in the south west. In planning terms these are covered by NPPF 2019 Section 15 (Paras 170 to 183) and CLP Policy 23 which gives protection to potential and existing Special Protection Areas, candidate and existing Special Areas of Conservation and listed or proposed Ramsar sites, SSSI or Marine Conservation Zone, National and Local Nature Reserves, areas of Priority species and habitats and ancient woodlands. They are shown in Map 7 and figure 54 on the following pages:

Map 7: Designated conservation/landscape sites in and surrounding Falmouth



There are a significant number of mature trees within Falmouth; their positive contribution to a distinctive town character was planned many decades ago and maintained by ongoing street tree management and replanting.

Appropriately planted and managed trees enhance open spaces and can be used to link pockets of greenspace within an urban setting. In the proposed green corridors and within the Falmouth 'street' scene appropriate trees will:

- 1. Lessen the impacts of climate change through moderating temperatures and risks of over-exposure to sunlight through shading, absorbing CO<sub>2</sub> and also mitigating the impact of heavy rainfall through reducing water flow etc.
- 2. Increase biodiversity through the provision of wildlife habitats, increasing structural diversity in green spaces and providing habitat links in green corridors.
- 3. Improve wellbeing by providing a pleasant backdrop to urban living, linking people with nature, providing shelter and shade, etc.
- 4. Support economic growth by contributing to the attractiveness of Falmouth as a tourist destination.

The Town Council will support the use of Tree Preservation Orders where appropriate to protect important street-scene trees.

### Policy Justification

These studies have shown how the setting, environment and green spaces within the town have contributed to its reputation as a special, multi-faceted place. Green spaces provide the opportunity for many forms of sustainable initiatives that can bring the community closer to nature, such as 'edible paths' and community woodlands t is renowned for its vibrancy, attractiveness, community spirit and overall quality of life. The neighbourhood plan process provides a unique opportunity to ensure these attributes and qualities are understood, nurtured and imaginatively developed to ensure that Falmouth remains the UK's leading coastal town.

The strategy and policies of this section are also justified by the National Planning Policy Framework which says that access to high quality open spaces and opportunities for sport are important for the health and well-being of communities, and that planning policies should be based on robust and up-to-date assessments of needs. (NPPF 2019, para 96). It also says that local communities, through neighbourhood plans, should be able to identify for special protection green areas of particular importance to them (NPPF 2019, Para 99).

Policies 2,17, 23 and 25 of the Cornwall Local Plan are also relevant. Objective 3 of the Falmouth/Penryn DPD calls for the maintenance and enhancement of areas of Green Infrastructure, which contribute towards and protect the local identity of the towns. The Green Infrastructure section of that document refers to the enhancement of links through the town and into the surrounding countryside and the importance of public open space.

Site name and designation	Location	Comment
Fal and Helford Special Area of Conservation (SAC)	A coastal waters area bounded by the shoreline of the Fal/Helford rivers at mean low water to a line joining St Anthony Head and The Manacles	A Special Area of Conservation (SAC) is the land designated under Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Fauna and Flora.
Falmouth Bay to St Austell Bay Special Protection Area (SPA)	A coastal waters area bounded by the mean high water shoreline from St Austell Bay to the The Manacles	Special Protection Areas (SPAs) are strictly protected sites classified in accordance with Directives 79/409/EC and 2009/147/EC
Swanpool Local Nature Reserve (LNR) and Site of Special Scientific Interest (SSSI)	The lake and surrounds inland of Swanpool Beach.	An SSSI is a site protected under law to conserve special areas of wildlife, habitat and geology
Swanpool Beach to Maenporth County Wildlife Site (CWS)	A strip of coastal land running from Swanpool Beach to Maenporth	County Wildlife Sites are designated
Maenporth Valley County Wildlife Site (CWS)	An area of land straddling Maenporth Road and running from Pennance Mill to Maenporth Beach	areas of high conservation value. For more information go to: <a href="http://cornwallwildlifetrust.org.uk/living-landscapes/county-wildlife-sites">http://cornwallwildlifetrust.org.uk/living-landscapes/county-wildlife-sites</a>
Cornwall Area of Outstanding Natural Beauty (AONB) (Falmouth portion of South Coast Western element)	The AONB extends into the southern region of Boslowick parish ending as it borders Swanpool Road	AONBs are areas of countryside which have been designated because of their significant landscape value, deemed to be of national importance

Figure 54: Designated conservation/landscape sites in and surrounding Falmouth (Source: David Yelland)

### Policy Intention

Policies FOS 1 and FOS 2 are intended to protect and enhance the valued open spaces that contribute to the town's reputation and to community well-being. This has been achieved by assigning values to the open spaces through an assessment that took into account many different factors, including landscape value, biodiversity and heritage, and by then proposing that sites achieving a high or moderate value rating should be the subject of a suitable policy to protect them from inappropriate development. This approach is intended to tie in with the NPPF guidance on Local Green Space (NPPF **2019** Paras 99 to 101).

Policy FOS 3 protects and support the objective of implementing specific and general improvement plans for open spaces with proposals for Pendennis Point and the Sea Front. Policy FOS 4 does the same for a Falmouth Green Corridor, together with a concept for a Falmouth Garden Walk, linking the principal garden sites throughout the town, to provide features to use by local people in the main built up area, whilst providing biodiversity and habitat benefits.

Project recommendations are also made regarding the management of delivery and ongoing maintenance responsibilities for Falmouth's open spaces, including the identified need for additional burial and allotment space over the term of the neighbourhood plan.

### **Policies**

The policies and proposals are given below. Each policy relates to the principal documented evidence and precise references can be found in the evidence base.



Figure 55: Boscawen fields, high quality open space with spectacular views to be preserved (Photo: David Yelland)

#### **POLICY FOS 1: Protection of key open spaces:**

- 1. Development of any open spaces recorded as having a high value from the Falmouth Local Landscape Assessment will not be supported.
- Development which would result in any loss of or harm to the character, setting, accessibility and general quality and appearance of any open spaces recorded as having a moderate value from the Falmouth Local Landscape Assessment will not be supported unless appropriate mitigation of impact or equal or improved provision is to be provided.

Maps 8a and 8b overleaf show the distribution of sites under the FOS policies, which link to more detailed maps that are available in the Environment and Open Spaces Working Group at https://planforfalmouth.info/environment-and-open-spaces-working-group/

#### POLICY FOS 2: Assessment of secondary open spaces:

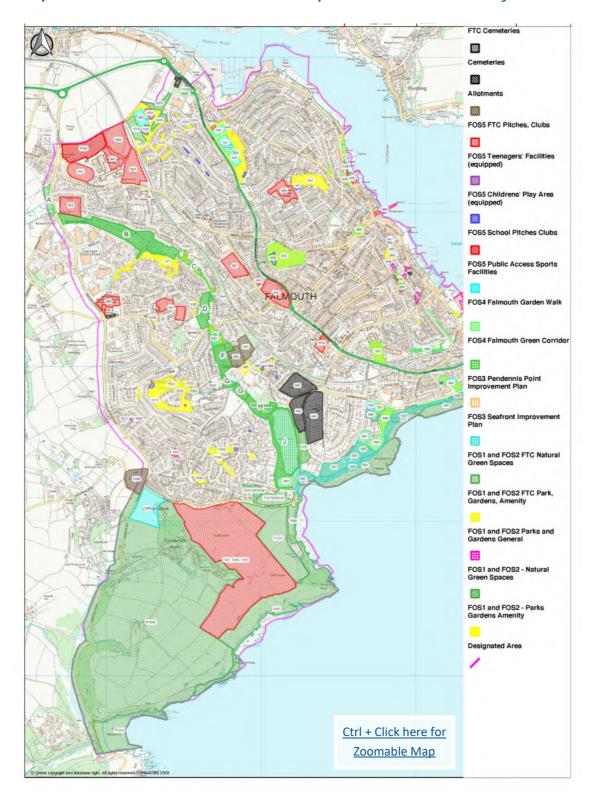
Development proposals elsewhere in the town should take account of and respect secondary open spaces. Development proposals which would impact on any of the unassessed open spaces should include a Local Landscape Character Assessment report. If the assessment assigns a high or moderate value to the open space, the relevant section of Policy FOS 1 will apply to the determination of the relevant planning application.

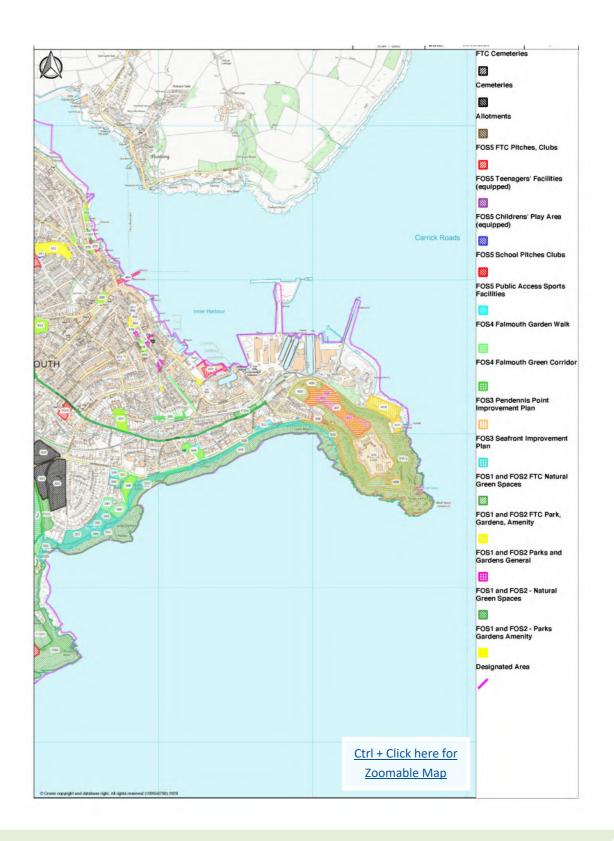
**Note:** Open spaces categorised as high or moderate value from the Falmouth Local Landscape Assessment are considered to meet the criteria for designation as Local Green Spaces, as defined in Section 8 (paras. 99 and 100) of the National Policy Planning Framework.

### POLICY FOS 3: Specific Improvement Projects for Pendennis Point and Falmouth Seafront.

Development within or close to the improvement plan areas specified for Pendennis Point and Falmouth Seafront which would harm or lead to the loss of built environment, public realm, green space, biodiversity, heritage assets, and links between them, will not be supported.

### Maps 8a & 8b: Index Map to FOS Policy Sites





#### **POLICY FOS 4: Green Corridor and Gardens Walk**

Development within or close to the proposed Green Corridor and Gardens Walk which would harm or lead to the loss of built environment, public realm, green space, biodiversity and heritage assets, and links between them, not be supported unless adequate mitigation of impact or equal or improved provision is to be provided.

#### POLICY FOS 5: General open spaces and sports, play and recreation facilities

Development which would harm the integrity and role of general open spaces, amenity areas, sports facilities, children's play areas and teenage facilities, or lead to their loss, not be supported unless adequate mitigation of impact or equal or improved provision is to be provided.

As the built-up area of Falmouth is comprehensively developed up to the boundaries of the Neighbourhood Plan Designated Area, the provision of certain additional municipal facilities will need to be found outside. This may be in the area of Falmouth to the south or in the area to the east and north in the jurisdiction of Penryn Town Council and Budock Parish Council. The allocated new cemetery adjoining Budock Churchyard is outside the Neighbourhood Plan area but will provide for local burial provision and be operated by the Falmouth Burial Authority. It will meet the local need for the life of the Neighbourhood Plan. Additional cemetery provision will be required for Falmouth beyond that period. The Burial Authority will continue to manage capacity to ensure future needs are met, and to incentivise additional provision as required.



Figure 56: Queen Mary Gardens, one of Falmouth's treasured parks (Photo: David Yelland)



Figure 57: Bowling Green playground (Photo: Mike Jenks)



Figure 58: Important to maintain and improve play areas (Photo: David Yelland)

### **Projects**

Full details of the following projects are contained in the EOS Report.

**PROJECT FOS 1: Specific Improvement Projects for Pendennis Point, Falmouth Seafront and access to Maenporth Beach** shall be introduced as/when resources become available and in accordance with agreed infrastructure and expenditure priorities (Ref. EOS Report 6.2 (i), 6.2(ii) and 6.2 (iv)).



Figure 59: The seafront and Pendennis Point in line for improvements (Photo: David Yelland)

PROJECT FOS 2: The Falmouth Green Corridor and Garden Walk Projects will be introduced as/when resources become available and in accordance with agreed infrastructure and expenditure priorities (Ref. EOS Report 6.3 (ii) & 6.5).

PROJECT FOS 3: Responsibility for the management and maintenance of open spaces shall be devolved from Cornwall Council to Falmouth Town Council when adequate resources and suitable service standards have been identified.

**PROJECT FOS 4: The Falmouth Beaches Management Group (FBMG)** shall be responsible for recommending policy on beach related matters including cleanliness, events and activities, dog control measures, signage and beach awards.

PROJECT FOS 5: A Falmouth Open Spaces Management Group shall be established, similar in concept to the FBMG.

**Project FOS 6: Improvements and enhancements to secondary parks, gardens sites and amenity areas, and none-specific open spaces** shall be implemented in accordance with agreed schedules (Ref. EOS Report 6.2(iii) & 6.5).



Figure 60: Trees in Tregonniggie Woods, part of a potential Green Corridor (Photo: Mike Jenks)

**Project FOS 7: Development of a sports, play and recreation strategy:** A strategic approach to the improvement and enhancement of sports facilities, children's play areas and teenage facilities, together with the provision of additional facilities shall be introduced in accordance with agreed infrastructure and expenditure priorities (Ref. EOS Report 6.4).



Figure 61 The Dracaena Centre fields, and potential location for additional community and visitor facilities (Photo: Mike Jenks)

### Project FOS 8: Funding

The Town Council will identify key environmental and open space projects for the expenditure of 106 or CIL monies accruing from developments in the Town to help build a sustainable and balanced community and deliver the protection, promotion, and development of community well-being.



# 9. Transport and Connectivity

# Key objectives

- To provide a good public transport service to serve the town and its peripheries
- To encourage the use of more sustainable modes of transport through the provision of safe, well-lit and maintained cycle routes and footpaths
- To locate and improve car parking to serve the town centre and increase its footfall and economic viability

# Context

It is estimated that about 70% of jobs locally are occupied by local people. However, Falmouth has a longstanding employment inter-relationship with Truro, Camborne and Redruth, and now with the University as a residential base for staff as well as students, so there is a significant number of both in-and-out commuters. Falmouth lies at the end of a long approach from the north, with commercial access to the docks and town centre at the extreme end of the road. Whilst parts of the main road route in has been significantly improved over recent years, the A39 through the Kennal and Carnon River valley remains narrow and convoluted, and the last 3 miles to the docks, forming the Town's main spine road, is through residential areas. The combination of freight traffic, commuter, school and seasonal traffic can lead to significant levels of traffic congestion. Thus, many roads in Falmouth have been identified as being 'traffic sensitive routes'. Junction and width improvements on routes to and within Falmouth have been put in hand, and will help address some congestion, whilst the Smarter Choices Initiative will encourage car clubs and care sharing which may help reduce traffic growth, and summertime park & ride schemes are in place.

There are good connections by public transport including frequent trains to Truro and links from there to the national rail network, and regular bus services connecting to Universities, Truro and main towns in the County, and a local town shuttle bus that provides very local linkages around the town centre. There are regular public ferry services to Flushing and St Mawes, which put those settlements into Falmouth's catchment.

There is a fine grain network of footpaths, opes and multiple routes into the centre of town, some of which are ancient and in need of improvement to encourage use. The topography of the town, with most residential development occurring on the hills above the town centre, make access on cycle and foot unattractive, especially for elderly & disabled.

Access within the town to its edges and to facilities is lacking in some areas, especially for the 1980s/90s expansions at Golden Bank, which makes them more likely to be car dependent. The new developments now proposed on the peripheries will face the same problems unless better connected to the town and provided with regular and frequent bus services, and interconnected streets and safe pedestrian/cycle routes.

Theme 5 of the Falmouth and Penryn Community Plan 2009 includes a broad strategy to for 'Transport and the Community' which includes many ideas that were well-supported by the community at that time, and have informed this Neighbourhood Plan.

Parking is dealt with in Section 6 on the Town Centre.



Figure 62: Ferries are an important part of Falmouth's transport connectivity (Photo: Mike Jenks)

# Policy Justification

The high level of car-borne journeys to work (61%), many of which will be within the town, or short distance to the Universities, and the peripheral locations of new residential development, mean that the provision of more sustainable forms of journey-making within Falmouth and to Penryn/Tremough are now imperative. The Connecting Cornwall Falmouth & Penryn Transport Strategy includes steps to enhance rail and bus services, and to enhance the walking and cycling network. Falmouth will see early delivery of the One Public Transport System for Cornwall (OPTSC), including improvements to bus services, vehicles, infrastructure, information, ticketing and branding aimed at making bus travel a better option. A platform extension at Falmouth Town, enabling the introduction of a 3-carriage service and longer term aspirations to increase frequency of service from 2 to 3 trains per hour throughout the day will also help.

The Cornwall Local Plan Site Allocations Development Plan Document (DPD) says that developers of significant schemes will be expected to assess the impacts of their proposal on the network as part of their planning application and that additional site specific improvements may be required in addition to the schemes highlighted in Connecting Cornwall's Falmouth and Penryn Transport Strategy. The NR Western Route Study (August 2015) gives guidance as to how additional rail capacity might be provided. (See Page 203 of https://www.networkrail.co.uk/wp-content/uploads/2016/11/Western-Route-Study-Final-1.pdf)

However, to complement these measures, Neighbourhood Plan policy should ensure that as new development comes forward the issue of local connectivity and encouragement of transport mode change is properly addressed in design, layout and infrastructure contributions.

Such measures will also contribute to the achievement of NPPF and Cornwall Local Plan aims to help modal shift from private car to public transport, cycling and walking to help mitigate effects of climate change, meet carbon reduction targets, and improve heath and well being.

Government have recently announced that new diesel and petrol cars and vans will be banned in the UK from 2040 in a bid to tackle air pollution. The 2018 budget allocated funds for a Plug-In Car Grant to 2020, and a roll-out of charging infrastructure across the UK. This Plan welcomes this move towards electric vehicles and other forms of low-emission transport.



Figure 63: The Shuttle bus serves the town centre and is a vital component in discouraging car use in the town and encouraging a more sustainable way of getting to the shops (Photo: Mike Jenks).



Figure 64: Tourists may be encouraged to use the London Bus. Encouraging others will depend on high quality, convenient and frequent bus services. (Photo: Mike Jenks)

# Policy Intention

The intention of the following policies is to ensure that new developments make a consistent and reasonable contribution to meeting the transport and connectivity needs of Falmouth's population and businesses in the most sustainable manner. The aim is to avoid poor planning that leads to reduced overall mobility for communities and increased levels of car dependency and ensure that the development of the infrastructure for low emission vehicles is supported. In so doing it will also implement the outstanding objectives, relevant to planning, in Theme 5 of the Community Plan.

Provision of design features that take into account the needs of groups with protected characteristics under the Equality Act 2010, particularly those with age-related infirmity, disability, and or poor health, is encouraged so as to ensure that access improvements such as shared-surfaces and traffic calming measures do not inadvertently disadvantage their interests.

As part of the future ambitions for this plan, we support the undertaking further study and analysis of the existing pedestrian and cycle routes, assessing adequacy and the need for new connections, and the upgrading and accessibility of them, especially for the elderly and disabled.

Policy TCON1 provides a supportive context within which new developments can deliver sustainable transport measures. Depending on the scale, nature and location of the development concerned they may include:

# 1. Provision of a positive walking/cycling environment including:

- i. Street design which incorporates a user hierarchy in the order 1. pedestrian, 2 cyclist, 3 public transport, 4 services vehicles, 5 other forms of transport;
- ii. Direct networks for walking, cycling and public transport to links which lead to the key services and facilities in the town;
- iii. Street and pedestrian/cycling routes that are attractive, well lit, via active frontages providing natural surveillance and good visibility;
- iv. Retention and enhancement of existing footpath/cycle routes which cross a site;
- v. Provision of space for cycle storage in new dwellings and workplaces;
- vi. Street layout should favour interconnected street and avoid the use of culs-de-sac.

# 2. Provision of a positive bus environment including:

i. Liaison on bus routes and placement of bus stops at design stage;

- ii. Pedestrian access to stops as direct as possible, with no dwellings further than 5 minutes' walk away from a bus stop;
- iii. Real-time information at stops;
- iv. On main streets, the inclusion of bus friendly traffic calming measures, bus laybys and shelters suitable for midi-bus operation and which are fully accessible;
- v. Where appropriate, an Initial subsidy to cover risks to operators of providing or diverting a service, or to cover ticketing incentive schemes;
- vi. Provision of facilities for charging plug-in and other ultra-low emission vehicles.
- 3. Provision of design features that take into account the needs of groups with protected characteristics under the Equality Act 2010, particularly those with age-related infirmity, disability, and or poor health.

Subject to size and location, new developments may be required to make contributions to off-site transport and connectivity measures needed to meet the needs of the new population occupying the dwellings/workspaces to be built. (See also Section 11)

# **Policies**

## POLICY TCON 1: Sustainable transport measures in new development

New developments that incorporate measures to meet the sustainable transport and connectivity needs of Falmouth's population and businesses will be supported.

# POLICY TCON 2 Protection of footpaths, bridleways and cycleways.

- 1. Development proposals for the improvement of pedestrian and cycle access, either by improving existing links or creating new ones, will be supported.
- 2. The provision of additional cycle parking will be supported at public transport nodes and at community, education and social facilities.
- 3. Development proposals which seek to remove cycle parking will only be supported where either:
  - i. adequate replacements are provided; or,
  - ii. it is demonstrated that the existing provision is surplus to requirements.
- 4. Development proposals which result in the closure of cycle paths will not be supported. Where they are routed or realigned through new development, they should be designed as part of landscaped wildlife corridors rather than being routed along estate road pavements as part of the highway network and should be accessible to all including pedestrians and wheelchair users.

# **Projects**

## PROJECT TCON 3: Sustainable transport measures in the Town Centre

In support of the Connecting Cornwall Falmouth & Penryn Transport Strategy and the revitalization of the town centre, a phased programme for the following will come forward and be considered in development proposals.

- i. Improved pedestrian priority arrangements
- ii. Improved capacity of short-stay car parks located at the edge of the town centre
- iii. Improved surfaces in pedestrian routes in the Town Centre and main routes leading to it
- iv. Provision of a means of easing the pedestrian access to the Quarry car park
- v. Provision and improvement/extension to the shuttle bus service
- vi. Provision of facilities for charging plug-in and other ultra-low emission vehicles.
- vii. Increased and appropriately sited cycle parking facilities around the town centre
- viii. Provision of design features that take into account the needs of groups with protected characteristics under the Equality Act 2010, particularly those with agerelated infirmity, disability, and or poor health.

This project supports Carrick Local Plan Policy 5D which has been saved in the Cornwall Local Plan.

# PROJECT TCON 4: Sustainable Transport Strategy

In support of the Connecting Cornwall Falmouth & Penryn Transport Strategy and the Cornwall Local Cycling and Walking Infrastructure Plan, a Falmouth Sustainable Transport Management Group will be formed to facilitate joint action to develop and implement a Falmouth Sustainable Transport Strategy



Figure 65: Falmouth's many footpaths, opes and glimpses of the sea may encourage more walking (Photo: Mike Jenks)



Figure 66: A car club is a more sustainable form of car use (Photo: Mike Jenks)



Figure 67: The rising bollard has the good intention to help the pedestrianisation of the town centre streets, but will need a re-think when implementing the Policies in Section 6 on the Town Centre (Photo: Mike Jenks)



# 10. Culture Leisure, Health and Well-Being

# Culture and Leisure Key objectives

- Supporting the cultural sector in Falmouth and influencing development proposals to
  ensure that they respect or enhance cultural interests that help to build a sustainable
  and balanced community.
- Building or improving places and spaces for the delivery of cultural and health and wellbeing activities thereby tackling deprivation, raising/delivering expectation and ensuring services are adequate for Falmouth and the surrounding area, including a 'cultural hub'
- Supporting creativity, innovation and the creative industries by enabling the provision
  of space and facilities that help to embed creative industries as an essential and
  accepted part of Cornwall's economy.
- Developing ways of funding the cultural sector, through planning agreements and community infrastructure levy, and the provision of opportunities for cultural expression through development.
- Introducing measures that support and help develop community arts and the 'festival culture'

# Context

The transformative role culture can play in shaping our communities has been recognised by the Department of Culture, Media and Sport (DCMS) and set out in *The White Paper for Culture*, published in ., the *White Paper for Culture*, edition 2, 2016-2020 published by Cornwall Council. The Council's stated ambition is to be:

A leading rural region for creativity and culture: where excellence is achieved by keeping in balance community engagement, high value creative industries and cultural distinction.

In the 2009 Falmouth & Penryn Community Plan, the following priorities were identified:

#### Leisure, Recreation and Culture (Theme 3)

- Maximise the opportunities for leisure and recreation provided by our water-front environment
- Improve our leisure and sporting facilities
- Ensure a stronger and more varied cultural offering

#### A Healthy Community (Theme 4)

- Ensure access to healthcare provision for all
- Promote emotional health and well-being
- Promote physical Health and well-being

Falmouth Town Council voted in April 2016 to create a cohesive Cultural Service to sustain and develop the rich cultural life that already exists in the town and promote the health and wellbeing of our residents and visitors.

Falmouth's cultural past is enshrined in its built environment; its quays, wharves and docks, its heritage parks and gardens, its domestic architecture, stations, churches, shops and street names. Falmouth's cultural future will be enshrined in its heritage, but also in its ability to build on the creative industries budding from the universities, and the opportunities offered by new technology, and its celebration of that heritage.

#### Planning for culture and the arts can bring key benefits:

- **Economic and environmental value** by leading regeneration and providing the support for creative industry development
- **Physical and psychological health and well-being** by providing opportunities for activity, building social engagement, and supporting the 'sense of place'.
- Place—making by providing venues and activity that adds value to the built environment, attract visitors, building vitality and viability.
- **Stronger communities** by building and maintaining social capital, encouraging strong community bonds, active citizenship and participation
- **Support for education, skills and life-long learni**ng through partnerships between providers and the community.
- Support for groups with protected characteristics under the Equality Act 2010 by providing opportunities for greater social integration and inclusion, selfexpression, exercise, and awareness.

The National Maritime Museum is working towards a major redevelopment project. 'Project Enterprise' is a complete renovation of the interior of the Museum, to provide new and extended exhibition spaces to tell different stories, to improve the experience for all visitors.

# Policy Justification

Given the national and regional cultural agendas Falmouth wants to position itself locally in alignment with their aims. The summary of resource that we already have at our disposal justifies our stated vision:

To be a regional centre for excellence and enjoyment of arts, culture and heritage, where residents, visitors and communities can be entertained, develop inspiration, learning and wellbeing

To do this the Town Council is developing several cultural themes for 2016-2020:

#### Theme 1: Communicating and connecting

This theme addresses the Town Council's internal communications as the different departments learn how to work together efficiently providing a holistic service across the town and our external communication with our cultural and community partners.

#### Theme 2: Platforms, places and spaces

This theme will explore the need for digital and other diverse and inclusive platforms; regeneration and reinterpretation of existing places and empty or underused spaces for community use; access to affordable space for start-up creative businesses as well as making the case for existing cultural provision and campaigning for investment in new or improved provision. It includes the creation of a 'Cultural Hub'

## Theme 3: Creativity, quality and innovation

This theme explores excellence and involves providing opportunities for all our children and young people, new and emerging artists, recent graduates and cultural producers to develop their practice in Falmouth as well as developing supportive mentoring roles. Falmouth is a 'can do' place that will raise and deliver aspirations.

## Theme 4: Resilience and sustainability

As with national and regional agendas we will need to support the long-term viability of the cultural sector. We will do this through practical support, advocacy and advice on capacity building, fundraising and working with partner organisations to harness the skills of the local community through volunteering.

#### Theme 5: People and audiences

This theme encourages participation and engagement involving tourist visitors and local audiences. It promotes inclusive practice that is responsive to more diverse audiences and new audiences as the nature of the population of Falmouth evolves.



Figure 68: A workshop engaging family participation (Photo: Falmouth Art Gallery)



Figure 69: Enjoying the Fal Carnival (Photo: Falmouth Art Gallery)



Figure 70: All ages – baby painting in the Gallery (Photo: Falmouth Art Gallery)

# Policy Intention

## The following policies are intended to:

- Support development, regeneration or starter schemes that include facilities for the arts, creative industries, innovation and cultural producers, and ensure that new development provides cultural opportunities
- Provide for the development of a cultural hub
- Support opportunities and initiatives for University spin-off facilities for the creative arts
- Support for schemes that refurbish and regenerate existing buildings that support and strengthen the arts and culture of the Town
- Encourage the use of open spaces, in conjunction with the policies set out in Section 8, for performance, pop-up exhibitions, and other creative outdoor activities, and supporting health and wellbeing
- Support greater inclusion of groups with protected characteristics into the community of Falmouth.

Direct the expenditure of 106 or CIL monies accruing from developments in the Town to help support its cultural services and help build a sustainable and balanced community.

# **Policies**

## POLICY CUL 1: Development of new and regeneration of cultural facilities

Proposals for the development or new or improved facilities that include provision for the arts and creative industries will be supported. As appropriate to their scale and location such developments should:

- i. Ensure that the design of the facilities is flexible, in order to meet the needs of diverse audiences, changing patterns of use, and the demands of different art forms.
- ii. Improve the sustainability and energy performance of arts venues.
- iii. Improve the accessibility of arts venues.
- iv. Ensure that sufficient consideration is given to providing facilities for the cultural wellbeing of young people and those with special needs.

#### **POLICY CUL 2: Protection of existing venues.**

Development which may lead to the loss of cultural and arts venues will not be supported unless equal or improved provision is to be provided elsewhere. Insofar as planning permission is required. Measures to maintain existing theatres, art galleries and other cultural facilities by exploring widening access and use by other activities and sectors, such as community and leisure activities, tourism and the night-time economy will be supported.

# **POLICY CUL 3: Cultural use of Open Spaces**

Insofar as planning permission is required development proposals that are necessary to allow the use of open spaces, in conjunction with the policies set out in Section 7, for performance, pop-up exhibitions, and other creative outdoor activities, and supporting health and wellbeing, will be supported.

# I PROJECT CUL 4: Cultural expertise in new development.

The involvement of creative practitioners in larger scale developments and public realm improvement schemes will be supported. The Town Council will encourage developers and creative practitioners to work together on major developments. This could include the extent to which creative arts are engaged in the development, how any creative elements are funded and maintained and the timetable and trigger points for the delivery of the creative components of the wider scheme.

# Funding

The Town Council will identify key cultural and creative projects for the expenditure of 106 or CIL monies accruing from developments in the Town to help support its cultural services and help build a sustainable and balanced community – deliver the protection, promotion, and development community well-being.



Figure 71: The National Maritime Museum Cornwall, an iconic building and tourist draw (Photo: Mike Jenks)



Figure 72: A pop-exhibition on the Moor – the ADP Riot (Photo: Falmouth Art Gallery)



Figure 73: Creativity through the Cardboard Challenge (Photo: Falmouth Art Gallery)

# Health and well-being Key Objective

• To assist in ensuring that the medical and health facilities required to meet the future needs of Falmouth and its adjoining communities are available locally.

# Context

Falmouth has four GP surgeries and a community hospital (with a Minor Injuries Unit, wards, X-ray and various clinics) providing services to the town and surrounding villages, including the student population. The Allocations DPD suggests that 2,000sqm of new healthcare space is required, (including 630sqm generated by the currently proposed housing growth in the area) and approximately 4.2 additional FTE GPs in the Falmouth/Penryn area. Extensions to some existing GP facilities are being planned, and the Falmouth and Penryn Locality is looking at several initiatives to make community healthcare delivery more efficient, against a background of NHS funding that is under pressure. Key information can found at:

https://www.cornwall.gov.uk/media/28425274/falmouthpenryn-cna-profile.pdf
The emerging NHS Sustainability and Transformation Plan may increase the level and quality of services available but at fewer sites across Cornwall.

Access to Falmouth Health Centre, alongside the Community Hospital, is poor and via narrow residential streets. The Hospital building itself is attractive and has architectural merit, however it is a fairly old building and requires frequent repair.



# **Policy Justification**

Measures to enable healthy lifestyle behaviours and mitigate negative health impacts of development are embedded throughout this Neighbourhood Plan, in accordance with CLP Policy 16. It is also considered appropriate to support this by ensuring that adequate space for health facilities is available

The community hospital is located at an accessible site central within the urban area, and is reasonably well related to the town, with links to the town centre and is close to the main public transport route, and to main circulation roads linking to surrounding settlements. Given the population size in the Falmouth/Penryn Community Network Area, and the proposed growth to 2030, it would be inappropriate to lose such a valuable local service from the supporting social infrastructure.

The community hospital and adjoining health centre have considerable potential for rationalisation and regeneration to provide a modern hospital and medical facility that meets the current and future needs of Falmouth and the rest of the Network Area, incorporating a range of medical and social services and supported by enabling development.

Adopted <u>Cornwall Local Plan</u> Policy 4.4 says that community facilities should, wherever possible, be retained and new ones supported, and that loss of provision will only be acceptable where the proposal shows: a) no need for the facility or service; b) it is not viable; or c) adequate facilities or services exist or the service can be re-provided in locations that are similarly accessible by walking, cycling or public transport.

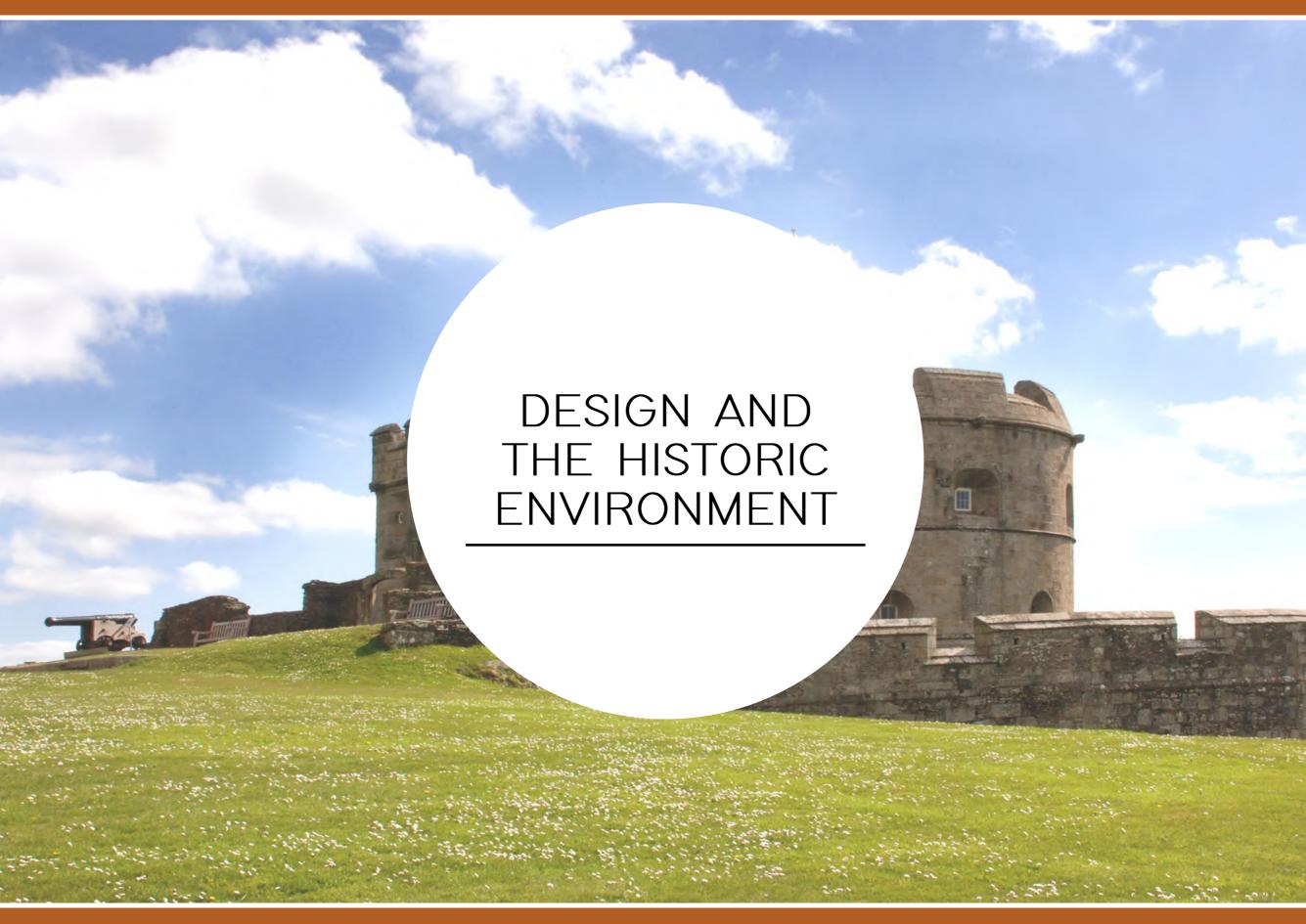
Figure 74: Falmouth Hospital giving much valued service since 1930 when it was gifted to the town by William Mountstevens and Albert Charles Collins (Photo: Mike Jenks)

# Policy Intention

The following policy is intended to encourage and enable the rationalisation and regeneration of the site to provide a location for medical and health facilities to meet the future needs of Falmouth and its adjoining communities. Health related enabling development is encouraged to support, improve and increase the facilities needed to serve the growing town of Falmouth.

## POLICY HA 1: Support for the provision of health and social facilities.

- 1. Proposals for the regeneration of the Falmouth Community Hospital and Health Centre sites which retain existing uses and extend their health and social use will be supported, subject to:
- i. The retention of the main hospital façade
- ii. The improvement of the access, avoiding routes through residential streets
- iii. The provision of space for social and community services
- 2. Proposals for other uses on the sites that would enable health and social facilities to be retained and/or extended on the site and/or which are required to assist the viability of wider health and social facility facilities will be supported. Enabling development may include:
- i. Workshop, business and retail space for health-related activities
- ii. Residential development including key sector worker housing
- iii. Extra care housing (public or private)
- iv. Fitness facilities



# 11. Design and the Historic Environment

# Objectives

- To ensure that development is designed to the highest standards and respects its setting and surroundings
- To enhance the character of the town, its built environment, views, vistas and open spaces
- To promote place-making, local distinctiveness, and enhance and protect the historic environment of the town

# Context

'Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities' (NPPF 2019 para 124). The NPPF sets out good design objectives and suggestions such as using design review panels and design coding. However it does not set out the more detailed design process and local design guidance. These can be usefully found in the two documents below as well as policies in this plan.

The area is nationally important from a heritage perspective based on its historical maritime role and historic character and this is reflected in its rich schedule of designated heritage assets – the Plan area contains 2 Scheduled Ancient Monuments, 2 Grade I, 15 Grade II\* and 198 Grade II Listed Buildings, 1 Registered Park and Garden, and 1 Conservation Area. The area also contains 3 sites on the national heritage At Risk Register, and a number of gardens which, although not scheduled, are of local or county importance and merit protection as an essential part of the Town's heritage.

For the avoidance of doubt, it is intended that the design policies which follow apply to all forms of development that come forward in the NDP area.



Figure 75: Georgian and Victorian heritage: Grove Hill House 1789 and the Observatory 1868 (Photo: Mike Jenks)



Figure 76: Earle's Retreat Almshouses 1869, Trelawney Road (Photo: Mike Jenks)

# Policy Justification

Building for Life 12 – The sign of a good place to live (BfL12) is a government endorsed industry standard for well-designed homes and neighbourhoods. Local communities, local authorities and developers are encouraged to use it to guide discussions about creating good places to live. BfL12 is designed to help local planning authorities assess the quality of proposed and completed developments. It can also be used to help to develop sustainable proposals. BfL12 is an accreditation scheme but it is also used to stimulate discussion at the beginning of the design process and can help structure local design policies to find the right solution locally. The BfL12 assessment covers most of the key design issues including meeting local housing needs local distinctiveness and character, place making and good connections, local facilities and sense of community, integrating into the neighbourhood, parking and designing good streets and homes Adhering to these principles and criteria will help to achieve good sustainable design.

<u>The Cornwall Design Guide</u> was produced after a major consultation with community, stakeholders and organisations. It sets out many useful principles for most aspects of design in the environment and has a range of examples and precedents to illustrate them and aims to realise the quality of design in the county and strengthen local distinctiveness. It also sets out good standards for the design process, outlining the important stages and means of assessing the context. The Guide also recommends use of Building for Life assessments and demonstrates how to interpret these in a local context. This has been recently supplemented by Chief Planning Officer's Advice Note on Good Design in Cornwall

<u>Sustainable development</u>, which this plan seeks to encourage through high standards and best practice. The NPPF has at its heart sustainable development and how the planning system can help to achieve it. Cornwall Council is 'actively promoting sustainable development in Cornwall' - To this end advice is given, for example, in the Sustainable Building Guide, developed by Cornwall Council and the Cornwall Sustainable Building Trust, concerning the retro-fitting of existing buildings. For new development this plan will, in addition to Building for Life 12 and the Cornwall Design Guide, give added preference to development that aims to achieve the highest sustainability standards and accreditation through BREEAM for masterplanning, infrastructure and buildings, and through the life cycle of the built environment.'

<u>Cornwall Planning for Biodiversity Guide</u> and British Standard for Biodiversity BS 42020 emphasize the ways in which new development can protect and enhance biodiversity.

<u>Secured by Design</u> is a police initiative to guide and encourage those engaged within the specification, design and build of new premises, and those undertaking major or minor property refurbishment, to adopt crime prevention measures.

#### The issues for which NDP planning policies are given are:

- Design in new development
- Local distinctiveness
- Historic environment
- Conservation Areas and their settings
- Historic Parks and Gardens
- Views and Vistas

In applying the policies which follow, users should be aware of and carefully take into account the needs of groups with special characteristics as set out in the Equalities Act 2010.

# General Policies on design in new development

## POLICY DG 1: Design in housing proposals.

As appropriate to their nature and location proposals for new residential development should incorporate high quality design in terms of their layout, format, scale, massing, articulation and use of materials and other external finishes.

New housing development should demonstrate how they have considered the principles of the Building for Life 12 standard (or any successor schemes) and the Cornwall Design Guide.

# **POLICY DG 2: Development generally.**

As appropriate to their nature and location proposals for new development should incorporate high quality design in terms of its format, scale, massing, articulation and use of materials and other external finishes.

Development proposals should demonstrate the application of the following specific guidance in their design:

- 1. The Cornwall Design Guide and Chief Planning Officer's Advice Note on Good Design in Cornwall
- 2. The Cornwall Planning for Biodiversity Guide and British Standard for Biodiversity BS 42020
- 3. The Cornwall Sustainable Building Guide

All development proposals should consider the need to design out crime, disorder and antisocial behaviour to ensure ongoing community safety and cohesion.

# Local Distinctiveness

NPPF **2019** says that good design is a key aspect of sustainable development, creates better places to live and work and helps make development acceptable to communities (para 124). Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development. (Para 125). Policies should ensure that developments: function well and add to the overall quality of the area, are visually attractive through good architecture, layout and appropriate landscaping; are sympathetic to local character and history, appropriately innovative, establish or maintain a strong sense of place that is attractive, welcoming and distinctive, optimise the potential of the site, are safe, inclusive and accessible and which promote health and well-being, and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience. (Para 127) In determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area (Para 131) and poor design that fails to improve local character and function should be refused (Para 130).

Cornwall Local Plan Policy 12 says that proposals should be judged against design principles of character, layout, movement, adaptability, inclusiveness, resilience, diversity, and 'good neighbourliness'. Policy 24 says that proposals will be permitted where they protect, conserve and where appropriate enhance designated and non-designated heritage assets, and requires historic environment assessments to accompany all proposals.

# Supporting this is a Supplementary Planning Document [SPD] which requires the historic environment impact assessments to:

- 1. Identify the site, the heritage assets and their settings
- 2. Understand its significance, its sensitivities and capacity for change irrespective of any known proposals
- 3. Understand the potential impact of specific proposals on that significance
- 4. Use that understanding to inform the design process to:
  - i. look for opportunities to avoid, minimise or mitigate impact
  - ii. look for opportunities to better reveal or enhance significance, create a more sustainable and interesting place
  - iii. justify any harmful impacts (in terms of sustainable development, the need for change, overriding benefits )
  - iv. offset negative impacts through recording, disseminating and archiving archaeological and historical information.

The Cornwall Design Guide indicates how proposals can contribute to the local distinctiveness of any area by following specific guidance and is a useful tool to follow but specific sections on Local Distinctiveness include **Sections 3.10, 3.13, 4.8, 4.9, 7.3, 7.6, 7.7, 7.8, 7.9, 7.11, 8.5, 8.6**.

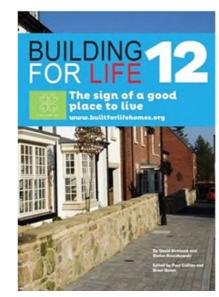
Evidence and records of the special characteristics of the town are also included in the following documents and should be referred to for any relevant applications:

- Falmouth Conservation Area Appraisal
- Listed Building and Scheduled Ancient Monument Descriptions
- Cornwall and Scilly Urban Survey for Falmouth Historic Characterisation for Regeneration [CSUS Report]
- Falmouth Landscape Character Assessment [this is a high-level assessment]

The Cornwall Area of Outstanding Natural Beauty management plan

http://www.cornwall-aonb.gov.uk/management-plan/

The Cornwall and Scilly Urban Survey for Falmouth – *Historic Characterisation for Regeneration [CSUS Report]* indicates 6 Character Areas that form the distinctive historic core of Falmouth. See Map (p.73) and Tables 1.1-1.6: the other Falmouth Character Areas are in Tables 1.7-1.12.





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Figure 77: The design guidance for new proposals (Source: Links above)

# Policies for Local Distinctiveness

#### POLICY DG3: Design and local distinctiveness in the historic core

As appropriate to their scale and location development proposals should respond positively to local identity and distinctiveness using the Falmouth Character Areas Assessment in Map 8 and Tables 1.1-1.6 for the historic core to inform the design approach in a planning application. The extent to which this is demonstrated in the development proposals should determine whether the proposal is in keeping with the character of an area.

- 1. Proposals should in general design harmonize with adjoining buildings and reflect the Locally Distinctive Features identified in the Character Area;
- 2. New buildings should reflect the purpose for which they are proposed, and their design should be informed by the context of the site and its surrounding in terms of height, scale, massing, orientation and location within the site, avoiding any overwhelming impact on buildings nearby, nor impinge unacceptably onto the streetscape, whilst maintaining a human scale and following established/traditional building line practice;
- 3. New developments should demonstrate a positive relationship with the public realm, maintaining and improving the permeability of pedestrian routes;
- 4. Where practicable development should use vernacular local materials;
- 5. Design cues should be taken from Locally Distinctive Features and Landmark Buildings noted in the Character Area and there should be sufficient richness of detail in their design and materials;

The demolition of buildings which otherwise contribute positively to the character of its location within the historic core will not be supported unless it can be demonstrated that the public benefits that would arise from a broader development or redevelopment outweigh the loss of the building concerned and where the quality of the resulting development would comply with other development plan policies, including policies in this Plan.

Where appropriate and feasible, proposals should help to address any Negative Features and take up Enhancement Opportunities.

#### POLICY DG 4: Design and local distinctiveness outside the historic core

All development proposals outside the historic core should contribute to the 'sense of place' and reflect the local distinctiveness of Falmouth by using design cues drawn from the Character Areas identified in Tables 1.7-1.12. Larger scale developments will be supported which incorporate may use a 'pattern book' approach to identify the design cues that influence the proposed development

A 'pattern book approach' involves sampling the urban and architectural forms that exist in a place and provide its unique local characteristics, and using this to develop guidance as to the street patterns, scale, density, massing, height, landscape, layout, materials and the architectural detailing that give a place its essential character. This can help developers and designers to provide schemes which match the physical and social patterns that exist within the town, contributing to sustainable development.



Figure 78: There are some distinctive character areas outside the historic core giving some design cues to consider. Acacia Road 'Cornish' units (Photo: Mike Jenks)

# Shop Fronts

#### POLICY DG 5: Shop front design and signage

- 1. Proposals for the installation of new shop fronts in historic buildings should be designed to
  - i. be related to the scale and proportions of the building and frontage in which they are to be situated
  - ii. reflect and complement the detailing typical of shopfronts its immediate vicinity, in terms of the key components such as cornice, fascia and console; plinth, and pilasters; stallrisers and windows; and entrance floor tiling designs.
- 2. Where the installation of modern shop fronts are proposed for traditional buildings, they should reflect key components and proportions of traditional design as listed above.

New shopfront signage should respect the composition, materials and detailed design of the building and of surrounding historic environment in terms of their scale, depth, materials, colour and siting. In particular:

- i. fluorescent or internally illuminated modern projecting box signs and box fascia & 'cut-out' box signs and facias with individually illuminated letters will not be supported.
- ii. cut out plastic and Perspex lettering signs will not be supported.
- 3. The 'house styles' of multiple stores should involve the use of designs and materials visually related to or developed from, the composition, materials and detailed design of the building and of surrounding historic environment.
- 4. Externally illuminated hanging signs will be supported provided they are of a design sympathetic to the character of the area.

Where appropriate development proposals should demonstrate how they have responded positively and sensitively to the Cornwall Shopfront Design Guide



Figure 79: Cornwall's Shopfront Design Guide featuring Falmouth on its cover (Source: Cornwall Council)



Figure 80: Arwenack Manor, remains of 1571 re-build (Photo: Mike Jenks)



Figure 81: Cambridge Place 1880 (Photo: Mike Jenks)

# Historic Environment

Development proposals within historic settlements should seek to retain and complement the important heritage characteristics of that area. These characteristics can be identified through reference to specific documents listed below. While a higher level of protection may be afforded to listed heritage assets, it is still relevant to understand the impact of proposals on other heritage assets, townscape and landscape which contribute to the special character of the town.

The Cornwall Design Guide has guidance in relation to developments and historic character and specifically in sections 1, 2.2, 2.5, 3.10, **7.3**, **7.6**, **7.7**, **7.8**, **7.9**, **7.11**, **8.5** 

As with listed buildings the character of Conservation Areas is also affected by their setting. Development proposals outside of a Conservation Area can therefore still adversely affect the character of the area. They are important to the setting of the Conservation Area and the distance within which they may have an impact will vary depending upon the character of the Conservation Area, the proposed development and the surrounding landscape/townscape. Proposals can also affect important views in or out of the Conservation Area.

Falmouth's Conservation Area includes many residential curtilages which have been formed from the grounds of larger Georgian, Victorian and Edwardian mansions and villas, the gardens of which contain trees and planted areas which contribute to the historic setting of the Area and nearby heritage assets. These often include shrubs which because of the favourable climate have grown to a substantial height and a tree-like form and make as significant a contribution to historic setting as do trees.

#### **Evidence documents:**

- Falmouth Conservation Area Appraisal
- Listed Building and Scheduled Ancient Monument Descriptions
- Cornwall and Scilly Urban Survey for Falmouth Historic Characterisation for Regeneration [CSUS Report]

The Cornwall and Scilly Historic Environment Record

http://www.cornwall.gov.uk/environment-and-planning/historic-environment/cornwall-and-scilly-historic-environment-record

**Evidence Note on Policy DG9** 

# Policies for the Historic Environment

#### POLICY DG 6: Design and the historic environment

Proposals that would have an impact on identified heritage assets (both listed and unlisted) should be accompanied by an assessment of the impact of the development on that asset in the application and showing how the historic character of the townscape, landscape, buildings or features are retained, protected, enhanced or complemented by the proposal. Proposals that do not adequately consider the impact on the historic environment or do not adequately justify any negative impact will not be supported.

# Policies for Conservation areas

## **POLICY DG 7: Design in the Conservation Area**

The design of new development proposals within the Falmouth Conservation Area should:

- 1. be informed by and consistent with the scale, design and character of the surroundings,
- 2. be integrated into the historic topography and settlement form,
- 3. reinforce the existing 'sense of place' and local distinctiveness
- 4. reflect existing historic street patterns and the historic streetline.
- 5. avoid pastiche and 'token' local distinctiveness, making use of appropriate materials and detailing to reflect local building traditions

Proposals for development, which would have an impact on heritage assets should seek to preserve and enhance the building or its setting or any features of special architectural or historic interest which it possesses Such proposals must be accompanied by an assessment of the significance of the asset and the impact of the proposal upon its significance, identifying mitigating measures to be incorporated into the development, as necessary.

# **POLICY DG 8: Development within the setting of the Conservation Area**

Development proposals visually close to Conservation Areas should be sensitive to their potential impact upon the setting of, and inward or outward public views to the Conservation area. In appropriate cases, usually involving significant or major development, an assessment of the impact upon the character of Conservation Area should accompany the planning application.



Figure 82: Pendennis Castle a Scheduled Monument (Photo: Mike Jenks)

## POLICY DG 9: Trees and large tree-like shrubs in the Conservation Area

Development in Conservation Areas should carefully integrate existing trees and large tree-like shrubs into the design and layout of proposals, taking care to ensure that their relationship to the historic context and setting of the Area and any heritage assets within it is adequately preserved and enhanced. Loss of trees and large tree-like shrubs which make an important contribution to the historic context and setting will not be supported.

## Trees and Large Tree-Like Shrubs in the Conservation Area - Background

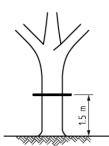
Anyone proposing to cut down or carry out work on a tree within a Conservation Area must give the LPA six weeks' prior notice. This allows time to consider whether a TPO should be made on the tree, for example because of its contribution to historic setting, or if work can continue. This only applies if the person carrying out the work wants to cut down or carry out work to trees greater than 7.5 cm in diameter (measured 1.5 metres above natural ground level) or 10 cm if thinning to help the growth of other trees.

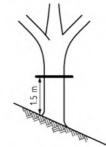
As a result of the favourable climate in Falmouth some shrubs within the former curtilages of mansions and villas have grown into tree-like forms and proportions and make as significant a contribution to the historic setting as do trees. It is therefore desirable that such large tree-like shrubs are afforded the same consideration in design as is given to trees.

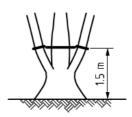
A 2009 High Court judgement stated that a tree is '...anything that would ordinarily be regarded as a tree'. (Palm Developments Ltd vs Secretary of State [2009] EWHC 220 (Admin))

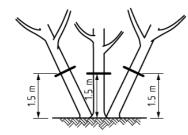
Therefore it is reasonable to say that in the Conservation Area if a shrub is of tree-like proportions and form, and has a stem (or multi stem) diameter of 7.5 cm (or 10 cm in the case of thinning) 1.5m above normal ground level, then it should be considered as if it were a tree.

Guidance as to the measurement of tree stems is given in British Standard BS 5837: 2012 'Trees in relation to design, demolition and construction – Recommendations'









Where a tree has more than one stem at a point 1.5 metres above the natural ground level its diameter is treated as exceeding 7.5 cm or 10 cm respectively, if any stem when measured over its bark at that point exceeds 7.5 cm or 10 cm respectively.

# Historic Gardens and Parklands

#### **POLICY DG 10: Historic Parks and Gardens**

Proposals for development affecting Historic Gardens and parklands not listed by English Heritage, will be supported providing that:

- 1. there is no unacceptable adverse impact upon the historic features, architectural structures, layout or ornamentation of the garden/parkland;
- 2. there is no significant unacceptable impact upon the character of the historic parkland;
- 3. the trees and woodland that contribute towards the historic character of the garden or parkland are retained.

# This policy is relevant to:

- Kimberley Park, Falmouth (SW801327)
- Fox-Rosehill Gardens, Falmouth (SW807320)
- Gyllyngdune Gardens, Falmouth (SW812318)



Figure 83: The historic Gyllyngdune Gardens (Photo: Mike Jenks)

# Views and vistas

Falmouth's character is particularly defined by longer views of its special topographical features, its roofscape, its settlement edges, the surrounding landscape and its historic landmarks. It is important to note the effect of the local topography which may make certain proposals very prominent and have a significant impact on longer views.

Many important features and characteristics have been described in supporting documents such as Pendennis headland, historic harbour frontage, the roofscape of the old town viewed from the streets above, the meteorological tower, the skyline along the main ridges, the Beacon, the seafront, the view of the AONB to south of the settlement, the settlement edges to the north facing Penryn and the west facing Budock.

For this reason it is very important that development proposals are presented in such a way that these impacts can be assessed. This could be through the formal Landscape and Visual Assessment procedure or accurate visualisations from agreed viewpoints.

#### POLICY DG 11: Impact on Views and Vistas.

Development proposals arising from Policies HR1/HR2/HR3/TC2/TC3/TC4 should take account of their potential impact on the roofscape of the town in general, and on views and vistas to and from the site in the town.

All development proposals arising from policies HR4, HR5, HR6, TC2, TC3, TC4 or other proposals that rise significantly above the average roof height of surrounding development or develop previously undeveloped areas on the settlement edges should be accompanied by an appropriate Landscape and Visual Impact Assessment and/or agreed photomontages.

#### Such statements must

- set out a description of the views and vistas crossing and into the site and describe
  the nature of the impact or harm to the view from the proposals, considering the
  cumulative impact on the view from any existing unimplemented development
  proposals
- 2. identify any mitigating measures to be incorporated into the development as necessary.

Proposals that would have an unacceptable detrimental impact on key viewpoints or vistas of the townscape or of the surrounding landscape will not be supported

#### I PROJECT DG 11: Views and Vistas.

To aid the implementation of Policy DG 10, the project is to identify, map and photograph | key views and vistas throughout Falmouth and its neighbourhood.



Figure 84: Long views, roofscapes and height are important to the scene (Photo: Mike Jenks)



Figure 85: Dunstanville Terrace, The Greenbank Hotel and Royal Yacht Club (Photo: Mike Jenks)





Figure 86 (left): 19C 'Dutch' gable terrace in Woodlane: Figure 87 (right): Tomb of Thomas Arundel Lewis (1794-1875) - candidates for Local Listing (Photos: Mike Jenks)



Figure 88: Fox's Lane; an ancient path, early 19C walls and mature trees, worthy of Local Listing (Photo: Mike Jenks)

# Local Listing

As part of the process of developing the Falmouth Neighbourhood Development Plan it was noted that several notable local buildings and structures ('heritage assets') were not protected by a formal 'listing' as Buildings of Special Architectural or Historic Interest, and that their heritage value could be lost if it was not taken into account in planning decisions. A review of a number of priority sites for local listing was conducted in December 2017 (<a href="http://planforfalmouth.info/local-listing-report/">http://planforfalmouth.info/local-listing-report/</a>) from which seven priority sites for local listing were seen to hold the most local value for preservation, in line with guidance set by Historic England. (Advice note 7: Local Heritage Listing May 2016 p6): 'work in preparing a Neighbourhood Plan may indicate buildings and sites which merit inclusion on the local list'.

From time to time additional sites may be locally listed, in which case NDP Policy DG- and CLP Policy 24 will apply to them. This process relates to the associated Project DG12 in the Plan.

#### **POLICY DG 12: Local Listing of Non-Designated Heritage Assets**

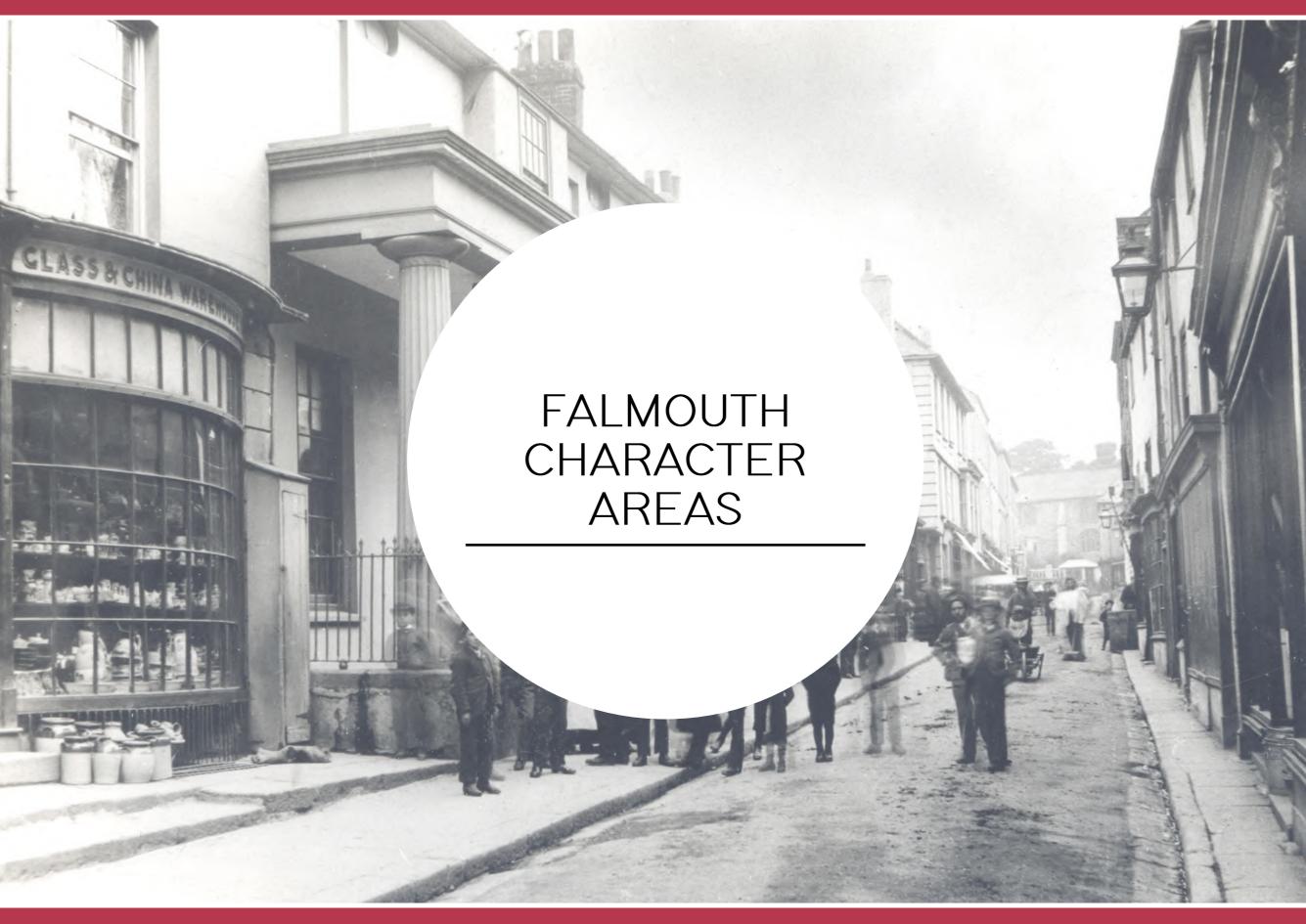
The following buildings and grounds are identified in the neighbourhood plan as locally listed buildings with architectural significance, local distinctiveness and character and historic importance:

- 1. No. 4 Kimberley Park Road
- 2. Path from Dell to Fox's Lane
- 3. Fox's Lane
- 4. Arwenack Avenue and Gyllyng Street various features
- 5. Woodlane various features
- 6. Bowling Green The Bowly
- 7. St George's Arcade
- 8. 39 High Street

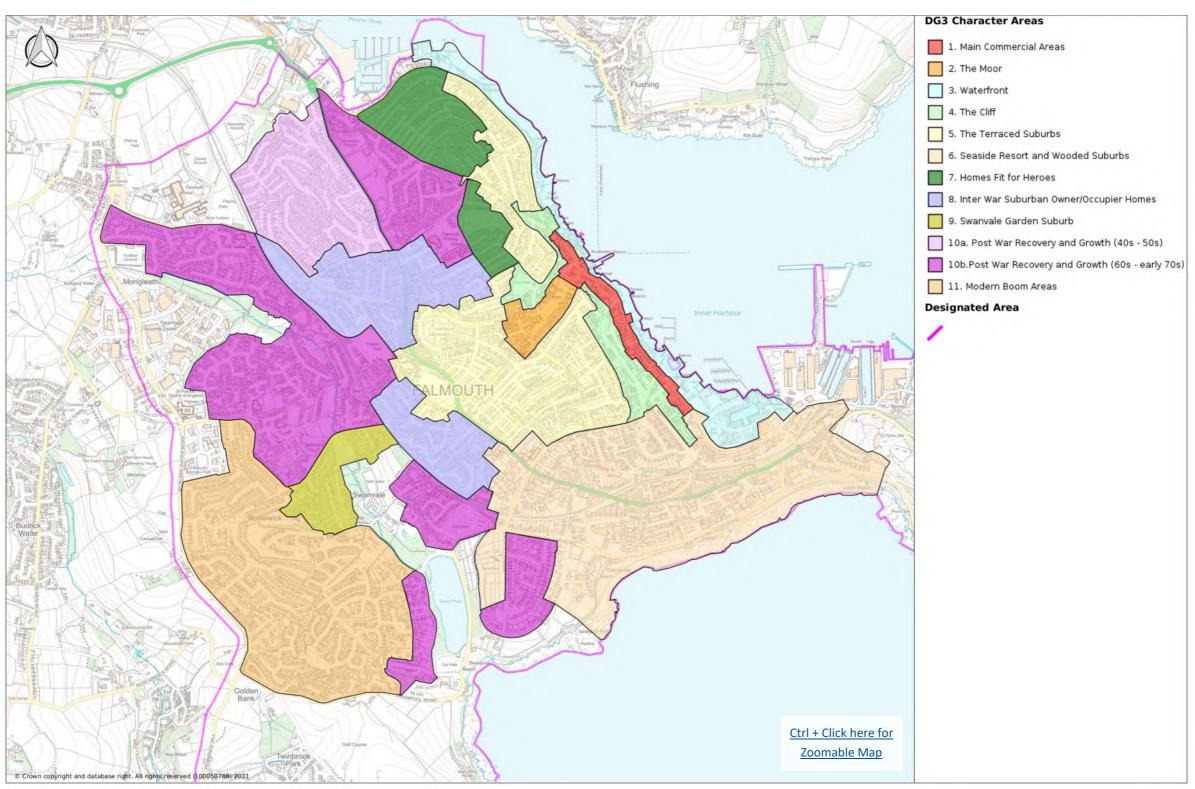
Proposals impacting on these buildings and grounds will be determined under CLP Policy 24 'Historic environment'.

# **Project DG 12: Local Listing Project**

A project to identify additional sites and understand their heritage value, with a view to including them in the local listing of non-designated heritage assets.



Map 9 - Town Character Areas: Map - See tables 1.1-1.12 for details



# Falmouth Character Areas

#### **Table 1.1: Falmouth Character Areas** Character **Description of Key Features** Area CSUS Shopfront, Church Street Character Area 1: **FALMOUTH** Main commercial axis Main Character Area 1: This sheet summarises the comprehensive assessments of character and regeneration opportunities in Section 7 of the report. Main commercial axis commercial axis Character summary Character Area boundary An area of memorably high-quality townscape making up Falmouth's primary retail and commercial Listed Building focus. It incorporates the oldest portions of the Other historic building town and its distinctive form - a series of narrow streets on varying alignments connecting end-to-end and strongly enclosed by tall, predominantly historic buildings - has a unique interest and charm. Regeneration opportunities This part of Falmouth represents the principal experience of the town for most visitors; the sense of quality, distinctiveness and significance which the area possesses is a crucial asset for regeneration. · Produce a comprehensive management plan for · Encourage high standards of maintenance and appropriate quality uses for historic buildings. · Improve the quality of public realm provision. · Encourage new developments which will enhance character. · Identify opportunities for improving building elevations and shop fronts. · Reduce traffic and parking problems, removing as much traffic as possible from the area. · Improve visual and physical access to the · Ensure that design and planning for all future CCC licence No. 10019590. All material copyrig interventions in the area are shaped by detailed understanding of character. Surviving granite paving, Arwenack Street distoric Environment Service Environment and Heritage Cornwall County Council (01872) 323603 Church Street

## **Table 1.2: Falmouth Character Areas**

#### Character Area

# **Description of Key Features**

The Moor

#### Character Area 2: The Moor

This sheet summarises the comprehensive assessments of character and regeneration opportunities in Section 7.

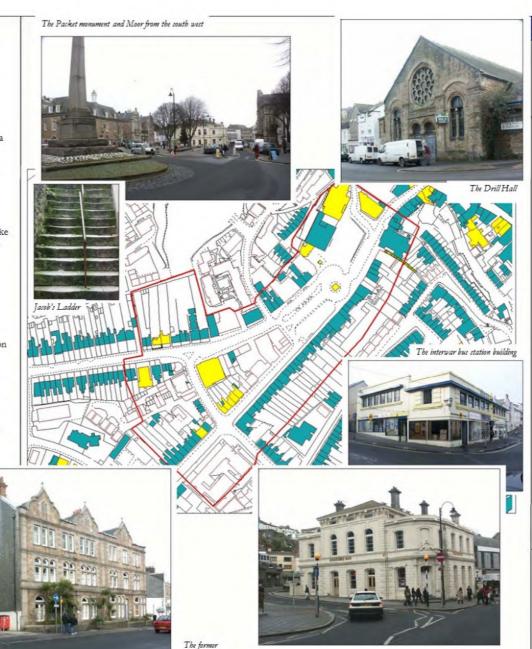
#### Character summary

Falmouth's busy civic centre and former market area, with a cluster of large historic institutional buildings around an extensive open public space. With the adjacent streets it forms an important urban focus and a key entrance to the

#### Regeneration opportunities

The area contributes significantly to Falmouth's overall image and sense of place. Key components of the area make the town intriguing and attractive for residents and visitors.

- Plan for the Character Area as a whole; treat as an integrated space and entrance to the town.
- · Ensure long-term retention, refurbishment and beneficial re-use of the Drill Hall.
- Encourage redevelopment of poor / inappropriate
- Explore potential for restoring architectural quality of former Co-Op building, re-establishing unified elevation to former bus depot.
- Encourage and maintain prestige uses.
- · Review and improve the public realm. Work for longterm retention of street trees.
- Reduce dominance of traffic and improve pedestrian
- · Modify the Moor piazza scheme to better complement the space and historic buildings.
- Ensure continuing beneficial use and long-term retention of the Post Office building.



**FALMOUTH** Character Area 2: The Moor

> Character Area boundary Scheduled Monument Listed Building Other historic building





## **Table 1.3: Falmouth Character Areas**

## **Character Area**

# **Description of Key Features**

3

The waterfront

#### Character Area 3: The waterfront

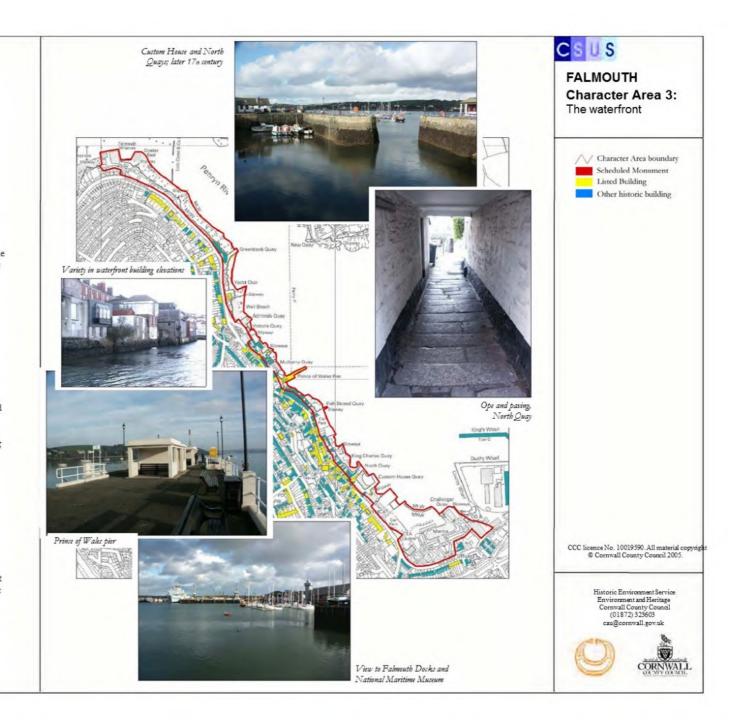
This sheet summarises the comprehensive assessments of character and regeneration opportunities in Section 7.

#### Character summary

Falmouth's historic working focus and raison d'être. Its historic topography and fabric form a striking and distinctive area of townscape, both from land and water. Large-scale modern developments are visually prominent but the area is particularly notable for the fine grain, diversity and charm of its historic components.

#### Regeneration opportunities

- Initiate a programme of improvement for waterfront building elevations.
- Maintain and conserve distinctive historic quay walls and structures.
- Explore potential for new build on the landward side of Fish Strand Quay.
- Improve the public realm in Church Street car park; explore potential for removing or reducing parking and developing a prestige building.
- · Reduce / remove waterfront parking.
- Improve access.
- Seek beneficial uses for currently unused or underused waterside plots.
- Explore potential for additional access to waterfront premises from the water.
- Encourage new waterfront views from commercial premises.
- · Improve the public realm.
- Create interpretation materials aimed at increasing appreciation of the historic waterfront.
- Ensure that future change is closely guided by characterisation.



## **Table 1.4: Falmouth Character Areas**

#### **Character Area**

# **Description of Key Features**

4

'The cliff'

#### Character Area 4: 'The cliff'

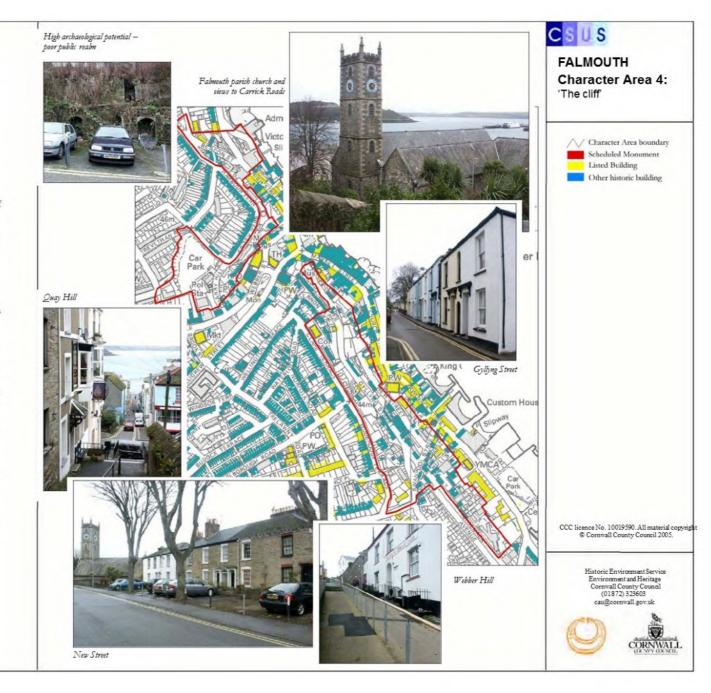
This sheet summarises the comprehensive assessments of character and regeneration opportunities in Section 7.

#### Character summary

This area represents secondary expansion from Falmouth's historic core. It has an intriguing topography, some good historic fabric and much evidence of past activity. However, there has been extensive removal of historic structures and much of the area now appears as badly degraded townscape, with an air of neglect and absence of care in the treatment of spaces, the public realm and the design of modern components. It has high potential for making a substantive contribution to regeneration.

#### Regeneration opportunities

- "The cliff" offers a potential focus for intensive regeneration activity, including redevelopment in the form of and small-scale workplaces.
- A detailed characterisation study of the area would provide a sure basis for planning future developments. The potential is to create for the 21st century a low traffic, people-friendly area of great charm and significance.
- A detailed evaluation of archaeological potential in advance of regeneration planning is required.
- There are strong arguments for emphasising provision for car-less or low car use households in new development. There may also be potential for creating additional parking resources for the town.
- If regeneration-oriented redevelopment is likely to be long-delayed, small-scale public realm improvements would be worthwhile.
- Close conservation-oriented monitoring and management is required to maintain the quality of the area's surviving historic resource.



## **Table 1.5: Falmouth Character Areas**

#### **Character Area**

# **Description of Key Features**

5

#### The terraced suburbs

#### Character Area 5: The terraced suburbs

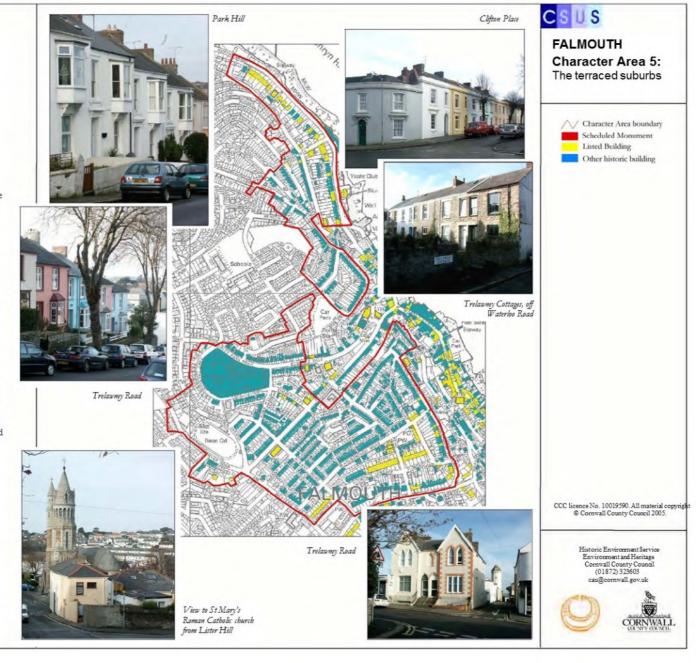
This sheet summarises the comprehensive assessments of character and regeneration opportunities in Section 7.

#### Character summary

A large area of terraced suburbs of varying social status in a grid of streets on the higher ground around the historic core of the town. Stucco is the dominant finish, but there is wide diversity in form and detail and the high degree of variation within the area is a significant element of its character.

#### Regeneration opportunities

- Close conservation management and proactive provision of advice to householders, aimed at arresting the erosion of character resulting from inappropriate alterations and additions.
- Explore potential for a programme aimed at ameliorating past mistakes in treatment of the built environment (eg, reinstating appropriate fenestration, boundaries, etc).
- A detailed review of public realm, street furniture and traffic management components throughout the area, with the aim of improving overall quality and appropriateness.
- Careful management of existing street trees and assessment of the potential for reinstatement and new provision elsewhere.
- · Review the Conservation Area boundary.
- · Aim to reduce parking and traffic levels.



# **Table 1.6: Falmouth Character Areas**

## Character Area

# **Description of Key Features**

6

Seaside resort and wooded suburbs

#### Character Area 6: Seaside resort and wooded suburbs

This sheet summarises the comprehensive assessments of character and regeneration opportunities in Sections 7 and 8 of the report.

#### Character summary

A polite green suburban and seaside area covering much of Falmouth's southern extent. Its character originates from a scatter of large 18th and 19th century houses and their wooded grounds, sited to take advantage of the wide views. Larger buildings and gardens continue to be dominant, despite greater density of visitor accommodation and housing in later expansion.

#### Regeneration opportunities

- Avoid further loss of historic buildings in the area; identify and promote beneficial uses for vacant or underused buildings.
- Avoid further subdivision of plots and loss of boundary features.
- Ensure design for new build is based on detailed characterisation.
- Complete restoration of Princess Pavilion -Gyllyngdune Gardens complex.
- Create a high-quality terminus at the Docks station.
- Ensure long-term retention of mature trees as a significant part of the landscape.
- Improve the quality of the public realm and wider setting of Arwenack Avenue and the Killigrew monument.
- Undertake additional greening and landscaping to reduce visual intrusion of car parks around NMMC and at the Dell and Gyllyngvase beach.
- · Review the Conservation Area boundary.



## **Table 1.7: Falmouth Character Areas**

Character Area

# Description of Key Features

7

Penwerris and The Beacon: 'Homes fit for Heroes'

#### Overview

Tudor Walters Committee (1918) influenced the area of mainly terraced social housing known as Beacon Estate, built under the Housing and Town Planning Act of 1919 (The Addison Act) and later the Wheatley Housing Act of 1924, largely complete by 1933. The design and layout was largely determined by the Local Government Board's 1919 Housing Manual. Much uniformity of character in its original form giving a distinctive 'love it or hate it' approach to Falmouth. While its form remains intact, buildings are now affected by individual changes, parking and a disruptive mix of boundary fencing styles. Although the local environment in parts feels decayed and often uncared for, the vast majority of buildings appear in very good condition.

#### **Locally distinctive features**

- Rigorously designed layout of streets and back lanes following the contours.
- Short (8 to 12 house) terraces of 2 storey dwellings spaced about 21m apart along hillside contours, at around 30dph, plus a few long-fronted semis.
- Wide fronts with short front gardens and rear gardens accessed via narrow service lanes.
- Privacy of rear windows on downslope side of streets now often defended by tall wooden or concrete fences and privet hedges which present blank and illmaintained frontage to street
- Houses quite plain with pebble-dashed and/or painted render walls, traditional four window and central door frontages, with great variety of porches and canopies.
- Every 2<sup>nd</sup> house with double width windows, (these were probably 'superior' house models for artisans, including a parlour)
- Earlier terraces on lower slopes penetrated by shared ground floor passages to rear gardens.
- Most properties modernised by local housing authority with plastic windows giving some uniformity.
- Roofs consistently of grey or red tiles with chimney stacks between handed properties, end terraces with simple hips, and front roof elevations with gabled false dormers over smaller bedroom.

## Landmark buildings

- The distinctive serried rows of the building roof lines of rows of terraces crossing the side of Beacon hill.
- Character typified by properties either side of Bowles Road

# Negative features & enhancement opportunities

- Road and pavement surfaces in variable condition
- Few adequately accessible dropped kerbs
- Ad-hoc street and front/rear garden parking arrangements
- Fencing generally inconsistent, and often in poor condition
- Some gardens unkempt or with open storage
- Bin storage problems evident
- Limited open space and no local play areas.
- Environmental renewal with attention on surfaces to improve accessibility, improve consistency and quality of boundary treatments, improve parking arrangements, and assist with garden maintenance.

# **Table 1.7 cont. - Character Area 7**



## The Beacon Estate

Showing the distinctive terraced roofs running across the hill

A typical street with semidetached dwellings

A rear service road and back gardens

A small house in a terrace with porch.

Photos: Mike Jenks







Table 1.8: Falmouth Character Areas								
Character Area	Description of Key Features							
8 Inter-War Suburban Owner/	Overview  Pockets of private owner/occupier 3+ bedroom developments and individual homes. The 1930s expansion was stimulated by the Chamberlain Housing Act of 1923, which offered subsidies to private builders. A great variety of housing, from fairly modest homes developed along the main road, middle class estates, and areas with fairly wealth villas in larger gardens. The vast majority are well maintained but some examples of extensions that are incongruous in scale and materials.							
Occupier Homes	<ul> <li>Locally distinctive features</li> <li>Typically, generously sized dwellings in a short terrace or semi-detached form fronting through roads, with 10m or more between pairs, and wide roads with pavements both sides.</li> <li>Front and often extensive rear gardens with ornamental hedges and trees, enclosed by hedges and granite and concrete walls.</li> <li>Two-storey bays with square, angled or curved sides, wooden frames with iron casements, plain mullions topped with diamond-shaped leaded panes, often with leaded-light patterns reflecting popular architectural influences, and slated awnings.</li> <li>Plain walls, pebble or spar dashed, some slate-hung</li> <li>Roofs with red clay tiles rather than slates, and sometimes elaborate, or garishly coloured</li> <li>Form variations include bungalows, and chalet-style bungalow with one or two bedrooms in the roof, occasionally with small colonial style veranda (sometimes now filled in with plastic windows) running the length of the frontage; and the grander detached residence in generous grounds, overlooking fine coastal views. A few radical 'style moderne' examples</li> <li>Other features include herringbone brickwork, tile-hung walls and weather-boarding, porches with simple hoods or more elaborate and gabled, or set back from front façade in arched recess. Main doors often with glazed and leaded top panel with motif.</li> <li>Architectural influences include 'Tudorbethan', Arts and Crafts movement, and art-deco ancient Egyptian, Aztec and Chinese motifs and patterns, including sun-ray designs, chevron motifs and zig zag patterns – sometimes referred to as 'By-pass Variagated'</li> </ul>							
	<ul> <li>Many with drives and attached garages.</li> <li>Landmark buildings         <ul> <li>Example areas:—</li> <li>Dracena Avenue;</li> <li>Spernen Wyn Road;</li> <li>Tregenver Road, Fairfield Road, Highfield Road;</li> <li>Kings Avenue, Penmere Crescent</li> </ul> </li> <li>Negative features &amp; enhancement opportunities         <ul> <li>Many original design features lost through modernisation – eg front doors with glazed leaded top-panel, motif bearing windows replaced with ill-proportioned plastic windows</li> <li>Some new buildings out of scale and character</li> <li>More consistent well-proportioned new development, incorporating period features.</li> </ul> </li> </ul>							

# Table 1.8 cont. - Character Area 8



Draceana Avenue; 1930s 'Moderne' or 'Sun Trap' semidetached homes.



Highfield Road: fairly spacious 3-bed semi-detached homes.



Tregenver Road, 1920s almost a linear development of bungalows.



Spernen Wyn Road: variety of spacious homes and larger gardens.

Source: Google Street view

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	1 - 2					11 - 6 5

Character Area

**Description of Key Features** 

9

Swanvale Garden
Suburb

#### Overview

Swanvale Garden Suburb (or Swanvale Housing Scheme) was begun in late 1923 by the Falmouth Docks and Engineering Company for the benefit of the employees of Messrs Cox & Co, to house its expanding workforce. The Times in October 1927 deemed it an experiment that was 'one of the most important that has ever been attempted in the country to secure the most amicable relationships between employers and the employees'. The Docks had bought the land and sold plots for a nominal sum to workers with preference to those who had saved through their 'Thrift Club'. The Garden Suburb was for 300 homes designed by architects Douglas Smith and Barley of London. The houses were influenced by the 1919 Housing Manual.

## **Locally distinctive features**

- 'Village' green
- Crescent at East Rise
- Cottages with distinctive pairs of dormer windows
- Some 'Cornish' style semi-detached dwellings with mansard roofs
- Impression of Arts and crafts design
- Many well-landscaped front gardens, adding to the 'Garden Suburban' feel.

## Landmark buildings

Example areas:

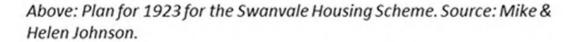
- East Rise dormer cottages;
- Semi-detached cottages with hipped gables e.g. Meadowside Road.

#### Negative features & enhancement opportunities

- Front gardens paved over for car parking (especially along Boslowick Road)
- Variety of replacement windows affecting original characte

#### Table 1.9 cont. - Character Area 9

## SWANVALE HOUSING SCHEME.



Above right: Typical hipped gable semi-detached dwellings with well maintained front gardent; Meadowside Road. Source: Google Streetview,

Below right: The crescent and cottages with dormers; East Rise. Source: Google Streetview.





Table 1.10: Falmouth Character Areas				
Character Area	Description of Key Features			
10	Overview Overview			
Post War recovery and growth.	The area was initiated pre-war in the late 1930s with an estate, next to the hospital, with 1919 Housing Manual designs for groups of four terraced houses, with a central passage leading to the rear (the area around Trevarth Road). Post-war the areas were developed from the 1944 Dudley Report and associated Ministry of Health Housing Manuals of 1944 and 1949, the recommendations being widely adopted to attract government subsidies (e.g. Acacia Avenue). The Parker Morris report of 1961 as well as promoting high space standards began advocating Radburn layouts, separating traffic from pedestrians, reinforced by government guidance on Cars in Housing (1966). Lambs Lane area, developed in the early 1970s, was a late adopter of the Radburn Layout just at the time it was going out of fashion. Much more uniformity in design in these areas has been retained.			
	<ul> <li>Locally distinctive features</li> <li>Earlier schemes similar to Beacon Estate, but with more generous proportions and greater provision of open space</li> <li>Later schemes feature culs-de-sac layouts, in some cases ending with or backing on to clustered garage courts, and fronting onto extensive shared green areas (Radburn design).</li> <li>Some estates of longer terraces with plain painted render finish, upper floor cladding, windows hard up against large fascias, gable ended roof.</li> <li>Others feature 'Cornish Units' (with distinctive hipped mansard roofs).</li> </ul>			
	Landmark buildings  • See Acacia Road, Trevarth Road and Lambs Lane for examples			
	Negative features & enhancement opportunities  Road and pavement surfaces in variable condition  Few adequately accessible dropped kerbs  Garage courts are unpleasant and could provide crime opportunities  Somewhat dated layouts, green areas very open and plain in character  When due for housing renewal, opportunity could be taken to investigate modifications to circulation and layout to provide better access, remove garage courts, provide additional dwellings and enhance landscaping			

110

#### Table 1.10 cont. - Character Area 10



Trevarth Road late 1930s; classic 1919 Housing Manual design



Acacia Avenue, 1950s 'Cornish Unit' design





 $Lambs\,Lane\,area.\,1970s; strict\,Radburn\,layout\,design, with\,houses\,fronting\,onto\,pedestrian\,green,\,and\,cars\,in\,garage\,courts\,to\,the\,rear.\,\,Photos:\,Mike\,Jenks\,Lane\,green,$ 

#### **Table 1.11: Falmouth Character Areas**

Character Area

#### **Description of Key Features**

11

Modern Boom Areas

#### Overview

Outside the identified character areas are extensive stretches of residential development which occurred in sequential housing boom phases from the mid 1960's, through the 70's, 80's and the mid 00's led initially by local builders but later by national builders. These involve standard designs, many of which are to a basic 'Cornish coast bungalow' design, or standard national designs with little relationship to distinct local building traditions. The character was influenced by a change in guidance post Radburn, driven by local authority design guides that encouraged more 'informal' layouts to slow traffic down, and the widespread use of road hierarchies and culs-de-sac. A key influence was government's Design Bulletin 32 (1977) on housing layout. Private developers tended to accept the simple diagrams in the guidance as a standard and as a means of easily getting planning consent, and such design has become ubiquitous. More recently heightened awareness of the importance of good design and better planning application processes

#### Negative features & enhancement opportunities

- Low density, convoluted layouts, long culs-de-sac with standard 'off-the-shelf' designs
- New development should follow best practice in urban design, such as the Government endorsed CABE *Urban Design Compendium*, in addition to the *Cornwall Design Guide* and *Building for Life 12*



Golden Bank; tortuous culs-de-sac and standard developer houses lead to a formless and seemingly random suburban form (Photo: Mike Jenks)

#### Table 1.12: Falmouth Character Areas: Sources and References

#### Sources:

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#### **References:**

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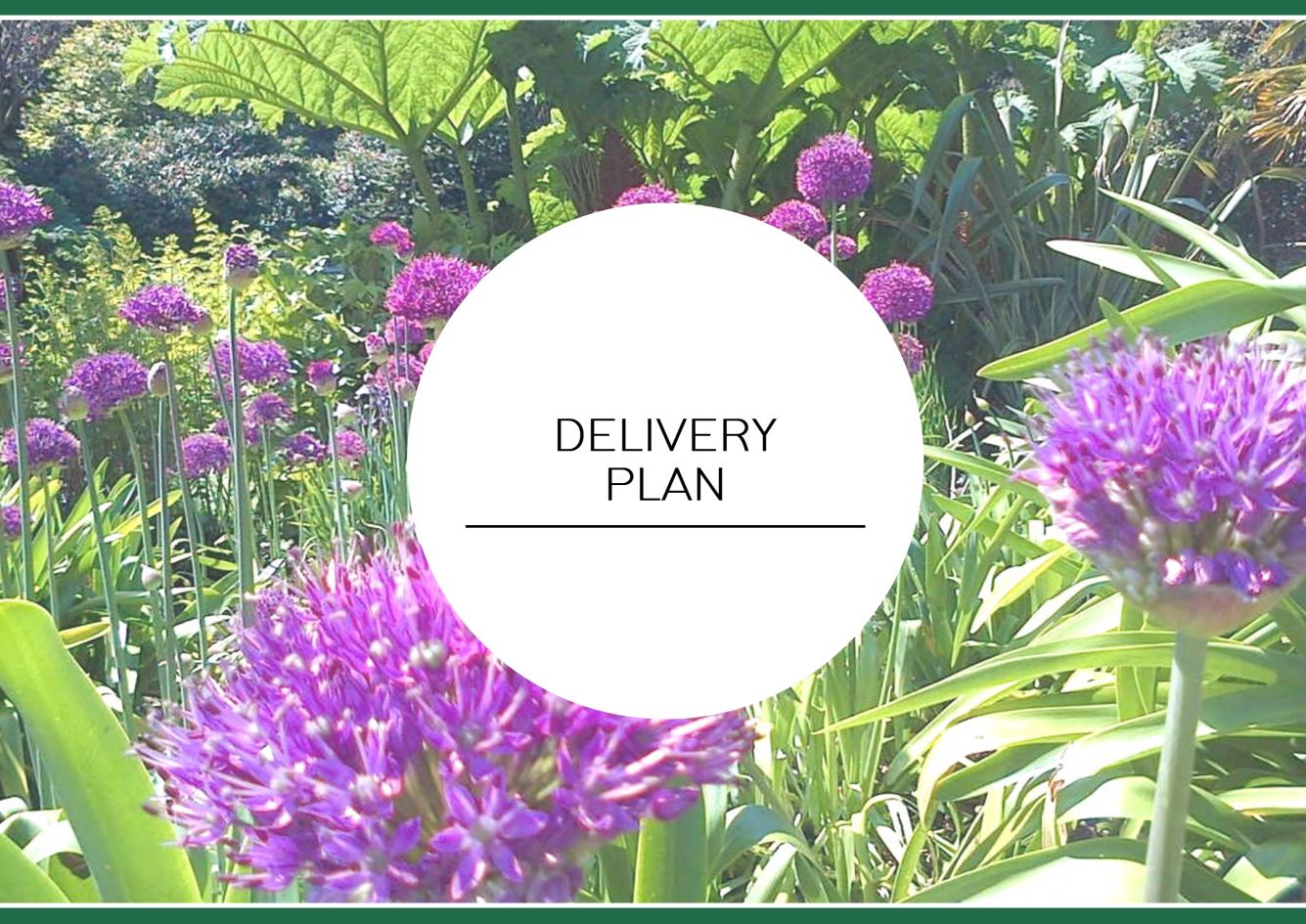
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# 12. Delivery Plan

### Key Objective

 To deliver the Falmouth Neighbourhood Development Plan and the community aspirations it embodies by organising resources and making the best use of funding streams through planning obligations, grant aid and public investment.

#### Context

For the vision, objectives and policies of this Plan to be delivered, a range of organisations and groups will need to work in close collaboration, bringing together funding from many sources, from planning obligations (Including Section 106 agreements, Community Infrastructure Levy if it becomes available, and Highways agreements). The Delivery Plan sets out the mechanism for this to happen during the lifetime of this Neighbourhood Plan.

To ensure that Falmouth achieves the vision of being a resilient and inclusive town, bringing prosperity to all its citizens, that responds effectively to the vagaries of climate change, it is important that the needs of existing and new populations are met, that any adverse impacts of growth and climate change are mitigated against, and that existing infrastructure is maintained at suitable levels to accommodate both the existing and additional populations. The Plan's policies, proposals and projects, set alongside those of the Allocations Development Plan Document for Falmouth, should therefore be the main recipients of planning gain monies (such as S106 agreements, CIL, and any other such schemes) in the area. There is concern that larger scale development that occurs in the areas that are peripheral to Falmouth may have an impact on services and infrastructure within Falmouth. In addition to encouraging an approach where these areas planned as part of Falmouth (see Section 5), it is logical also to seek to ensure that any planning obligations negotiated include provision to address such issues.

The recommendations should guide Cornwall Council, developers, and other relevant agencies in how the community wants development to be shaped in the Falmouth area. However, the recommendations should inform Cornwall Council policy - on the spending of Section 106 and Community Infrastructure Levy funds to meet the local community's priorities. Table 1 sets out timescales for each Policy and Proposal. The suggested process for the delivery of Projects is set out in Table 2. While the projects do not form part of the policies of the Plan, they play an important and significant part in its delivery.

Table 2 should also guide the Town Council in its allocation of resources.

#### The timescales set out in Table 1 and Table 2 are defined as follows:

- Immediate upon approval of the Neighbourhood Plan
- Short within one year of the approval of the Plan
- Medium between one and five years of the Plan being approved
- Long between five years of the Plan being approved and the end period of the Plan
- Ongoing throughout the lifetime of the Plan

An annual monitoring report will be produced to indicate progress with the plans intentions.

The 'Neighbourhood Portion' of Community Infrastructure Levy (CIL) will become required from new development after 1st January 2019, and the first monies will be distributed within 2 years. The use of such monies, generated through development, should be directed to address issues which may be created by development but cannot be otherwise provided for through S106 agreements (see below).

The Town Council recognises the importance of keeping the Plan up-to-date. In this context it will monitor the effectiveness or otherwise of its various policies on a regular basis. Where necessary this information will be used to assess the need for a review of particular elements of the Plan.

### Management of Planning Agreements

Sometimes S106 negotiations between Cornwall Council and developers are seemingly opaque and do not seem to be particularly tuned to well-known local needs. A more open, transparent and accountable process for allocating the funds payable to the community from new developments is desirable.

Cornwall council are requested to use the Falmouth NDP to guide the content of planning agreements, and to ensure that local Cornwall Councillors and Falmouth Town Council are asked for comments. When the final text of an agreement is available, the Town Council should be notified, including a clear breakdown of which payments will be made to whom and at what time. Cornwall Council should provide updates of when and on what money is spent.

#### PROJECT DP1 – Delivering Community Priorities

The Town Council will use developer contributions at its disposal within the Plan period either to deliver or to assist in the delivery of identified key projects. The use of Community Infrastructure Levy, planning obligation funding, grant aid and investment in the town should be directed towards the developments, projects and initiatives detailed in this Neighbourhood Plan.

- 1. Community Infrastructure Levy receipts by the Town Council will be directed towards support for the Projects set out in Table 2.
- 2. The use of Community Infrastructure Levy receipts by Cornwall Council that are directed to the Falmouth Neighbourhood Development Plan area should provide funding for the strategic open space requirements set out in the Open Space Strategy for Larger Towns in Cornwall, and the projects set out in table 2 below, recognising the Town Council/community prioritisation of them.
- 3. S106 planning obligations for development outside of Falmouth but significantly affecting physical and community infrastructure within Falmouth should include provision to mitigate or otherwise address any such impacts.



# Policies and Proposals

Table 2: Policies and Proposals				
Policy/Proposal	Actions	Timescale	By whom?	
POLICY HR 1: Falmouth AFC Site	If site is brought forward, ensure replacement OS provision is made, and associated traffic calming measures	Short – if site comes forward.	FTC Planning Committee and CC Planning Officers and Cttees.	
POLICY HR 2: Identified urban capacity sites	Refer to HR2 of Falmouth NDP when pre-apps and planning applications on these sites are received.	Immediate and ongoing	FTC Planning Committee, CC Planning Officers and Cttees	
POLICY HR 3: Criteria for Urban Capacity sites	Promote and refer to the criteria when pre-apps and planning applications are received on sites within the NDP area.	Immediate and ongoing	FTC Planning Committee, CC Planning Officers and Cttees	
POLICY HR 4: Cohousing and self-build developments	<ul> <li>a). Use policy in promotion of co-housing concept</li> <li>b). Apply criteria in response to co-housing pre-apps and planning applications</li> <li>c). liaise on preparation of design code and 'plot passports' to guide the development of each dwelling, if self-build included.</li> </ul>	Immediate and ongoing	a). AMBOS Co-Housing Collective b). CC Planning Officers, CC and FTC Planning Committee c). AMBOS Co-Housing Collective, FTC, CC Officers	

Table 2: Policies and Proposals

POLICY HMO1 –Student Accommodation

- a). Monitor conversions to HMOs and ensure that PP is sought as required
- b). Deal with planning applications for HMO conversion in accordance with the policy.
- c). Ensure that policy is being followed

Immediate on A4D coming into effect and ongoing thereafter.

- a). CC Enforcement Officers, FTC staff/councillors to report.
- b). CC Planning Officers, CC and Planning Committee
- c). FTC to monitor and make representations as required.

Table 2: Policies and Proposals			
Policy/Proposal	Actions	Timescale	By whom?
POLICY HMO2 – Build to Rent Development	<ul><li>a). Use policy to promote 'build to rent' on appropriate sites under HR5, 6 and TC3, 4</li><li>b). Apply policy to relevant pre-apps and planning applications</li></ul>	Immediate and ongoing.	a). FTC Planning Committee b). CC Planning Officers and Cttees
	a). Incorporate in joint working agreements (ie Memorandum of Understanding for regeneration of Falmouth)		a). All parties under MoU eg CC/FTC/BID/ FACCT/FHC etc
POLICY TC 1 - The Falmouth Town Centre Strategy	b). Use to promote and guide investment into Falmouth, and in responses to new initiatives as they arise	Medium	b). FTC and FTC Planning Committee, All parties under MoU eg CC/FTC/BID/FACCT/FHC etc
	c). Use to inform responses on pre-apps and planning applications in the town centre.		c). FTC Planning Committee, CC Planning Officers and Cttees
	a). Negotiate and agree town centre parking strategy		
	b). Promote regeneration scheme with stakeholders.		a). CC/FTC/BID/FACCT
DOLLOV TO 2. Charack Charack Con Boule	c). Develop delivery mechanism (e.g. company, trust etc).	Medium	b). FACCT Team, BID, FTC, FHC, CC.
POLICY TC 2: Church Street Car-Park	d). Negotiate package and develop planning application.		c). FACCT/BID/FHC
	e). Secure investment and grant funding.		d, e, f). Delivery body, FACCT
	f). Implement.		
POLICY TC3: The Quarry Car Park	Negotiate scheme with developer, ensuring that development criteria are followed.	Medium	CC Planning Officers, CC and FTC Planning Committee.
	a). Promote regeneration scheme with stakeholders.		
	b). Develop delivery mechanism (e.g. company, trust etc).		a). FACCT Team, BID, FTC, FHC, CC.
POLICY TC 4: The Former TA Site	c). Negotiate package and develop planning application.	Medium	b). FACCT/BID/FHC
	d). Secure investment and grant funding.		c, d, e). Delivery body, FACCT
	e). Implement.		
POLICY TC 5 – New uses for upper floors in the town	Promote and refer to the criteria when pre-apps and planning applications are received on sites within the NDP area.	Immediate and ongoing.	FTC/FHC
POLICY BE 1: Supporting the Harbour, Port and Docks.	Use policy to support case for marine related development which benefits the local economy.	Ongoing	CC Planning Officers, CC and FTC Planning Committee.

Table 2: Policies and Proposals					
Policy/Proposal	Actions	Timescale	By whom?		
POLICY BE 2: Supporting Value Added Enterprises	Permitting appropriate development of employment sites	Medium and long	CC, FTC, FHC, economic development bodies.		
POLICY BE 3: Tourism Facilities and Accommodation	Promote and refer to the criteria when pre-apps and planning applications are received on sites within the NDP area.	Immediate and ongoing.	CC, FTC, FHC, economic development bodies.		
POLICY BE 4: Protection of existing stock of accommodation	<ul><li>a). Promote and refer to the criteria when pre-apps and planning applications are received on sites within the BE 4 area.</li><li>b). Monitor proposals height, scale, massing, orientation and location, impact on the established density the area, and the establishing building line facing on to the seafront.</li></ul>	Immediate and ongoing.	<ul><li>a). CC Planning Officers, CC and FTC Planning Committee.</li><li>b). FTC, local groups etc</li></ul>		
POLICY BE 5: Facilities for small boat moorings	Promote and refer to the criteria when pre-apps and planning applications are received on sites within the BE 4 area.	Immediate and ongoing.	Falmouth First CiC, FTC, CC Officers.		
POLICY BE 6: Revival of Prince of Wales Pier	<ul><li>a). Supporting and encouraging improvement project.</li><li>b). Directing CIL Funding as appropriate</li></ul>	Ongoing	FTC, CC Officers.		
POLICY BE 7: Enhancing and Promoting the Moor	<ul><li>a). Supporting and encouraging improvement project.</li><li>b). Directing CIL Funding as appropriate</li></ul>	Ongoing	FTC, CC Officers.		
POLICY BE 8: Dracaena Community and Visitor facilities	Directing S106 and CIL Funding as appropriate.	Ongoing	CC Planning Officers, CC and FTC Planning Committee.		
POLICY BE 9: Supporting Festivals Infrastructure	a). Use policy to support case for festival related developments b). Directing S106 and CIL Funding as appropriate	Ongoing	CC Planning Officers, CC and FTC Planning Committee.		
POLICY BE 10: Small scale workshop development	Permitting appropriate development of employment sites	Medium and long	CC, FTC, economic development bodies.		
POLICY BE 11: Innovation/home business hub.	Identify potential sites and opportunities.	Medium	CC, FTC, economic development bodies.		
POLICY BE 12: Home based enterprise.	Encouraging appropriate home-based enterprises and their growth	Immediate and ongoing	CC, FTC		
POLICY BE 13: Intensification and enhancement of existing Employment Sites	Promote and refer to the criteria when pre-apps and planning applications are received on employment sites within the NDP area.	Immediate and ongoing	CC, FTC, economic development bodies.		

	Table 2: Policies and Propos	sals		
Policy/Proposal	Actions	Timescale	By whom?	
POLICY FOS 1: Protection of key open				
spaces.				
POLICY FOS 2: Assessment of secondary				
open spaces.	a). Implement policy	Immediate and ongoing	CC, FTC and Management Groups	
POLICY FOS 3: Specific Improvement	b). Monitor and make representations as required.			
Projects for Pendennis Point and Falmouth	NOTE: DETAILED FUNDING PROPOSALS AND			
Seafront.	PRIORITIES ARE GIVEN IN SECTION 8 OF THE ENVIRONMENT AND OPEN SPACES WORKING GROUP	0.1.6		
POLICY FOS 4: Green Corridor and Gardens	REPORT			
Walk.				
POLICY FOS 5: General open spaces and				
sports, play and recreational facilities.				
POLICY TCON 1: Sustainable transport	Liaison with developers to ensure that when sites delivered they incorporate the appropriate		CC planners, highways and transportation, developer.	
measures in new development.	requirements and make necessary financial	Immediate and long	FTC monitoring.	
	contributions.			
	Liaison with developers to ensure that when sites			
POLICY TCON 2: Sustainable transport	delivered they incorporate the appropriate	Immediate and long	CC planners, highways and transportation, developed	
measures in the Town Centre	requirements and make necessary financial contributions.		FTC monitoring.	
GUIDANCE NOTE TCON 3: Sustainable	Liaison with developers to ensure that when sites			
transport and peripheral development	delivered they incorporate the appropriate requirements and make necessary financial	Immediate and long	CC planners, highways and transportation, developers. FTC, Budock and PTC monitoring.	
sites.	contributions.		TIC, BUUDER AND FIC MOINTOINING.	
	a). Identify opportunities for development and			
POLICY CUL 1: Development of new and	regeneration of cultural facilities		a). FTC and local arts community/ CC arts staff.	
regeneration of cultural facilities	b). Identify opportunities to link cultural schemes to	Ongoing	b). FTC/BID	
	S106, CIL and other funding.		c). CC Planners	
	c). Ensure that policy criteria are implemented.			

Table 2: Policies and Proposals				
Policy/Proposal	Actions	Timescale	By whom?	
	a). Identify opportunities for development and regeneration of cultural facilities	Ongoing	a). CC planners b). FTC and local arts community.	
POLICY CUL 2: Protection of existing venues.	b). Identify opportunities to link cultural schemes to S106, CIL and other funding.			
	c). Ensure that policy criteria are implemented.			
POLICY CUL 3: Cultural use of Open Spaces	Implement policy	Ongoing	CC Planners and Management Groups	
POLICY HA 1: Support for the provision of health	a). Take up opportunity.	Short -Medium	a). NHS	
and social facilities.	b). Implement policy		b). CC Planners	
POLICY DG 1: Design in Housing Proposals.  POLICY DG 2: Development Generally.  POLICY DG 3: Design and Local Distinctiveness in the historic core  POLICY DG 4: Design and local distinctiveness		Immediate and ongoing	CC, with monitoring by FTC, Falmouth Civic Society, Falmouth and Penryn Conservation Area Committee.	
outside the historic core  POLICY DG 5: Shop front design and signage				
POLICY DG 6: Design and Historic Environment.	Implementation and promotion of policies and			
POLICY DG 7: Design in Conservation Areas.	ensuring high quality design principles are considered			
POLICY DG 8: Development within the setting of a Conservation Area	in all development			
POLICY DG 9: Trees and large tree-like shrubs in the Conservation Area				
POLICY DG 10: Historic Parks and Gardens				
POLICY DG 11: Impact on Views and Vistas.				
POLICY DG 12 - Local Listing of Non-Designated Heritage Assets				



# Projects

Table 3: Projects				
Policy/Proposal	Actions	Timescale	By whom?	
PROJECT SAF1 - Community Safety	Support for Safer Falmouth/Student Warden/ FTC Environmental Education Officer Activity.	Ongoing	Safer Falmouth/Combined Universities/ Falmouth Town Council	
PROJECT FOS 1: Specific Improvement Projects for Pendennis Point and Falmouth Sea Front	To be introduced as/when resources become available and in accordance with agreed infrastructure and expenditure priorities.	Medium	FTC/Falmouth Open Spaces Management Group	
PROJECT FOS 2: The Falmouth Green Corridor and Garden Walk Projects	To be introduced as/when resources become available and in accordance with agreed infrastructure and expenditure priorities.	Medium	FTC/Falmouth Open Spaces Management Group/Site owners	
PROJECT FOS 3: Responsibility for the management and maintenance of open spaces	Shall be devolved from Cornwall Council to Falmouth Town Council when adequate resources and suitable service standards have been identified.	Short	FTC/Falmouth Open Spaces Management Group	
PROJECT FOS 4: The Falmouth Beaches  Management Group (FBMG)	Shall be responsible for recommending policy on beach related matters including cleanliness, events and activities, dog control measures, signage and beach awards.	Medium	FBMG	
PROJECT FOS 5: A Falmouth Open Spaces Management Group shall be established	Similar in concept to the FBMG shall be established	Short	FTC	
PROJECT FOS 6: Improvements and enhancements to secondary parks, gardens sites and amenity areas, and non-specific open spaces.	Shall be implemented in accordance with agreed schedules	Short	FTC/Falmouth Open Spaces Management Group	
PROJECT FOS 7: Development of a sports, play and leisure strategy:	A strategic approach to the improvement and enhancement of sports facilities, children's play areas and teenage facilities, together with the provision of additional facilities shall be introduced in accordance with agreed infrastructure and expenditure priorities.	Short	FTC/Falmouth Open Spaces Management Group/CC	
PROJECT FOS 8: Funding	Directing S106 and CIL Funding as appropriate	Immediate and ongoing	FTC and Management Groups	

Table 3:	Projects
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Policy/Proposal	Actions	Timescale	By whom?		
PROJECT TCON 3: Sustainable transport measures in the Town Centre	In support of the Connecting Cornwall Falmouth & Penryn Transport Strategy and the Cornwall Local Cycling and Walking Infrastructure Plan, a Falmouth Sustainable Transport Management Group will be formed to facilitate joint action to develop and implement a Falmouth Sustainable Transport Strategy	Short	FTC/CC		
PROJECT TCON 5: Sustainable Transport Strategy	In support of the Connecting Cornwall Falmouth & Penryn Transport Strategy and the Cornwall Local Cycling and Walking Infrastructure Plan, a Falmouth Sustainable Transport Management Group will be formed to facilitate joint action to develop and implement a Falmouth Sustainable Transport Strategy	Short	FTC/CC		
PROJECT CUL 3: Cultural expertise in new development.	In support of policy implementation and monitoring. Making representations and providing appropriate advice	Ongoing	CC planners / FTC and local arts community / CC Arts staff		
PROJECT DG11: Views and Vistas	To aid implementation of Policy DG10, this project is to identify, map and photograph key views and vistas throughout Falmouth and its neighbourhood.	Short	FTC/Falmouth Civic Society		
PROJECT DG12: Local Listing Project	To identify additional unlisted heritage buildings and structures that are of heritage value to Falmouth, for protection under Policy DG11.	Ongoing	FTC/ Falmouth Civic Society, Community Groups		
PROJECT DP1 – Delivering Community Priorities	To ensure that any CIL Income is directed towards the projects identified in this NDP. Monitor proposals to ensure that the infrastructure needs and impacts of development, whether felt in the NDP area or outside, are addressed in S106 agreements.	Ongoing	FTC Planning Committee / FTC Planning Committee / CC Officers.		



# 13. Glossary

# What the jargon words mean

#### **Build to Rent**

Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses, but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.

## Community Plan (also known as Parish Plans)

Community plans are produced through collaboration between local residents and representatives of public, voluntary and private sector organisations and businesses. Community plans seek to influence and inform public bodies, organisations and other service providers about the priorities for people in the plan area.

#### **Cornwall Local Plan**

A plan setting out the spatial vision and strategic objectives of the planning framework for Cornwall. Our Neighbourhood Plan must conform to the strategic principles and polices of the Local Plan.

#### **Habitats Regulation Assessment**

This is a requirement for plans that are likely to lead to significant effects on European sites of nature conservation importance.

#### Heritage asset:

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

#### **Historic environment:**

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

#### Homeworking

This is defined as a householder and one or two other people working in a way which does not intrude on neighbouring properties adversely, for instance by increasing traffic, receiving large vehicles, generating noise of odours, or by working anti-social hours.

#### **Local Planning Authority**

A local planning authority is the local authority or council that is empowered by law to exercise statutory town planning functions for a particular area of the United Kingdom

#### **Localism Act**

The Localism Act 2011 includes five key measures that underpin the government's approach to decentralisation. • Community rights • Neighbourhood planning • Housing • General power of competence • Empowering cities and other local areas

#### **Memorandum of Understanding**

An agreement between local government agencies and local organisations to cooperate and collaborate in achieving improvements to the community.

## National Planning Policy Framework 2019 (NPPF)

The NPPF sets out the planning policies for England. This was a key part of the reforms to make the planning system less complex and more accessible, and to promote sustainable growth. The Framework sets out planning policies for England and how they are expected to be applied. It provides guidance for local planning authorities and decision-takers, both in drawing up plans and making decisions about planning applications.

#### Neighbourhood area

A neighbourhood area has to be formally designated for a neighbourhood plan or order to be produced

#### **Neighbourhood Plans**

New type of plans introduced by the Localism Act. They will be prepared by town/parish councils, and develop detailed planning policies for a town/parish (or part of them) in general conformity with the council's Local Plan

#### Place-making

This is the process of going beyond urban design to ensure that the physical, cultural, and social character that define a place and a community are considered in the planning, design and management of public spaces. The desired outcome are places which work well, attract users, are locally distinctive, and contribute to the sense of belonging to a community.

#### **Planning Advisory Service**

The Planning Advisory Service helps councils provide faster, fairer, more efficient and better quality planning services. See <a href="https://www.pas.gov.uk">www.pas.gov.uk</a>

#### **Qualifying Body**

This is a town or parish council authorised to act in relation to a neighbourhood area for the purposes of a neighbourhood development plan

#### Sense of Place

In planning and urban design this term is often used to describe the positive emotional response that a place may generate, because of features that make that place special in some way. These could be the scale and design of buildings, quiet spaces, grandeur, views, sounds, activity, people, tastes, even the smell of the place.

#### Setting of a heritage asset:

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

#### Significance (for heritage policy):

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

#### **Statutory Consultees**

Statutory consultees for the purposes of neighbourhood planning are defined within the Neighbourhood Planning (General) Regulations

#### **Stakeholder Group**

A stakeholder group is a committee of individuals made up of community representatives who will drive forward the neighbourhood planning project on behalf of the town or parish council.

#### **Strategic Environmental Assessment**

An assessment of certain plans and policies on the environment.

#### **Social Capital**

This refers to the networks that exist between people, voluntary organisations, clubs and societies who have common values and are able to work together to make things happen in their community; for example by caring for more vulnerable people, environmental action, arts and community events. A sustainable community has strong social capital.

## Sustainability Appraisal (including Environmental Appraisal)

An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development. (Environmental appraisal covers only environmental impacts)

#### **Statement of Community Involvement**

A document setting out how the public have been involved at every stage in the production of the Local Plan, Neighbourhood Plan, or major Planning application.

#### **Town and Country Planning Act 1990**

The Town and Country Planning Act 1990 is an act of the British Parliament regulating the development of land in England and Wales.

#### The Regs

The Neighbourhood Planning Regulations 2012 which set out the detailed rules for Neighbourhood Planning.

**Use Classes** – Planning land use classes defined under the General Development orders and various regulations.

The most common include:

A1 Shops

A2 Financial and professional services

A3 Restaurants and cafés

A4 Drinking establishments - Public houses, wine bars or other drinking establishments (but not night clubs).

A5 Hot food takeaways - For the sale of hot food for consumption off the premises.

Class B1 (Business): Use for all or any of the following purposes:

- (a) as an office other than a use within class A2 (financial and professional services),
- (b) for research and development of products or processes,
- (c) for any industrial process,

being a use which can be carried out in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.

Class B2 (General industrial): Use for the carrying on of an industrial process other than one falling within class B1 above.

Class B8 (Storage or distribution): Use for storage or as a distribution centre.

C1 Hotels

C2 Residential institutions

C2A Secure Residential Institution

C3 Dwelling houses

C4 Houses in multiple occupation

D1 Non-residential institutions

D2 Assembly and leisure

Sui Generis - Certain uses do not fall within any use class and are considered 'sui generis'.



# 14. Evidence Base

#### 14 Fyidence Base

The evidence base for the Falmouth Neighbourhood Development Plan is in the form of an on-line database. It is continuing to be added to and revised as the Plan goes through the process of being written, examined and approved.

The following links lead to the relevant pages on the Falmouth Neighbourhood Development Plan website:

**Community Feedback Workshop** 

**Environment and Open Spaces Working Group** 

**Strategy and Housing Working Group** 

**Economy Working Group** 

<u>Culture Strategy Paper</u>

Falmouth Harbour Commissioners Neighbourhood Plan Submission

Falmouth & Penryn Community Plan 2009

Cornwall Local Plan 2016

Cornwall Site Allocation Development Plan Document (DPD) 2016

National & Regional Policy

National Planning Policy Framework

National Planning Policy Guidance

Census Information

Other Background Documents

<u>Information on Houses in Multiple Occupation (HMOs) in Falmouth.</u>

