PENWITH DISTRICT COUNCIL

Penwith Retail Study

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1. INTRODUCTION

Overview

1.1 This report has been prepared by GVA Grimley LLP in response to an instruction by Penwith District Council (PDC), dated May 2007, to prepare a Retail Study for the Penwith administrative area. This study will provide essential background to assist PDC in the production of a Local Development Framework and also the determination of individual planning applications.

1.2 National planning policy guidance requires that local planning authorities' policies and proposals in a LDF should be founded on a thorough, clear and up-to-date understanding of the needs of their area and the opportunities and constraints which operate within that area. PPS12 (2004) requires local planning authorities to prepare and maintain an up-to-date evidence base and this retail study will form an integral part of PDC's information library. It is intended that this study will meet these requirements by providing comprehensive survey material, in response to guidance within the ODPM publication '*Creating Local Development Frameworks*' (November 2004). This guidance requires local planning authorities to survey: town centre uses, the accessibility of centres, retail expenditure patterns and proposals in adjacent areas. These actions, which represent Stage 1 of the four stage Development Plan Document (DPD) production process outlined within PPS12, will enable the Council to prepare preferred options for retailing within Penwith District LDF (Stage 2 in the DPD preparation process).

Objectives of the Study

1.3 The objectives of this study are as follows:

- Provide an analysis of relevant policy guidance.
- Provide an overview of retail trends and their implications for the future scale and distribution of retailing in Penwith.
- Provide an analysis of the existing structure and hierarchy of the three main towns of Penzance/Newlyn, Hayle and St. Ives (including Carbis Bay) within Penwith and the sub region, including an assessment of current and future competition from other centres outside the District.
- Review the mix and diversity of existing retail and non retail uses, including out of centre retail provision and key food store provision in the towns identifying any gaps in provision or areas of deficiency.

- Assess current patterns of usage for food and non food shopping purposes in the towns, the extent to which residents are travelling elsewhere to meet their shopping needs, and the contribution of visitors to the local economy.
- Review provision for food and drink, leisure and entertainment facilities in the towns identifying any gaps in provision or areas of deficiency.
- Assess the vitality and viability of the town centres, having regard to the key health check indicators and advice in PPS6, focusing on the strengths, weaknesses, opportunities and threats facing each centre including an assessment of the accessibility of the centres.
- Identify the role and functions of the town centres, including review, appraisal and definition of primary and secondary shopping areas as appropriate.
- Review how the current offer of the towns may change in the future, examining any key proposals and commitments in Penwith and also strategies and proposals in other Districts, as appropriate, to take account of potential external influences.
- Provide a qualitative and quantitative assessment of the need for a new level of future additional capacity for retail (including food and non food) and non-retail (including food and drink, leisure and entertainment) facilities that can be accommodated within the various catchment areas.
- Provide an indication of broad locations for, and the form of, any required new retail/non retail facilities, including the phasing of development and timescale for provision over the period to 2026.
- Provide recommendations on strategy objectives for the town centres.
- Provide an analysis of policy options to demonstrate how different retail development scenarios will affect the future performance of the towns.
- Provide recommendations on objectives and spatial planning policies for inclusion in relevant development plan documents (including the Core Strategy and Area Action Plans) particularly relating to new development, the hierarchy of town centres and the sequential approach.
- Provide recommendations for future monitoring of the retail strategy.

1.4 In order to achieve the above aims, PDC requires a comprehensive analysis of retailing in Penwith that addresses both quantitative and qualitative issues. PDC requires that this study considers retail issues in a holistic manner, taking account of underlying patterns of sustainability, social inclusion and technological change. Accordingly, this study includes the following key components:

- Provision of a policy analysis, based on the contents of Planning Policy Statement 6: Planning for Town Centres (2005) plus policies at the regional and local level. At the local level, the Cornwall Structure Plan 2004 provides current strategic context for retailing in Penwith, supplemented by policies set out in the recently adopted Penwith Local Plan 2004. This study will facilitate a review of the robustness of shopping policies and proposals in the Plan, to inform the policy formulation in the LDF and other Council policy documents.

- Overview of the retail hierarchy in Penwith, focusing on a review of the vitality and viability of the three town centres (Penzance, Hayle and St Ives). The assessment examines the retail performance of each centre, plus demands for space by national multiple retailers and attitudes of town centre retailers and investors.
- An assessment of the future need for additional retail floorspace in Penwith District, based on up-to-date shopping patterns, population and expenditure data. The need assessment examines quantitative and qualitative aspects of need, providing a need assessment for each of the main towns in terms of food (convenience) and non-food (comparison) retail floorspace.
- Following the assessment of town centre health and future retail floorspace capacity, this study also provides a review of potential shopping development opportunities in each of the towns. This work will examine existing allocations/opportunities identified in the adopted Local Plan.
- Following the completion of each of the above tasks, a set of concise conclusions and a retail strategy for Penwith District is provided. This will focus on the retail hierarchy and the likely future role of each main centre, town centre improvements and retail development/investment/regeneration opportunities.

1.5 A key contributor to all of the above tasks has been empirical research in the form of a household telephone survey commissioned by PDC and GVA Grimley for this retail study (jointly with ING who are promoting the regeneration of Hayle Harbour). The survey interviewed 800 people across a wide geographic area, based on postcode sector areas, within Penwith District administrative area plus adjoining local authority areas. A plan of the survey area is contained at Appendix A of this report. The survey, the parameters of which are explained in greater detail in Sections 4 and 5 of this report, has established shopping habits of households for different types of food and non-food goods and has, in turn, contributed towards the detailed assessment of need for additional retail floorspace. The survey has also been structured to ascertain customer profiles, mode of travel to shopping destinations, plus a number of attitudinal questions determining what users think about the various town centres, and potential improvements to these centres. A full copy of the household survey tabulations is contained at Appendix B.

Structure of the Report

1.6 The remainder of this report is structured as follows:

- **Section 2** of this report provides a brief review of current national planning policy guidance, plus retail policies contained within Regional Planning Guidance for the South West (RPG10), the draft Regional Spatial Strategy for the South West and the Cornwall Structure Plan. This section also summarises the current local planning policy context outlined in the adopted Penwith Local Plan.
- **Section 3** of this report analyses national retail trends. This includes a look back at recent historic trends, plus examination of likely future trends at the national level.
- **Section 4** provides an assessment of the retail hierarchy within Penwith and the surrounding area, concentrating on the health of the main town centres in the District, monitoring the performance of relevant indicators as set out in national planning policy guidance. This section also provides an overview of out-of-centre retail provision within the District and retail provision in the sub-region.
- **Section 5** sets out an assessment of future need for additional retail and leisure floorspace provision in Penwith over the lifetime of the Local Development Framework (up to 2026). It examines both quantitative and qualitative considerations of retail need and expresses estimates of need for each of the key towns.
- Drawing upon the findings of preceding chapters, **Section 6** outlines the broad policy options for the Penwith Local Development Framework, examining future trends for floorspace capacity and an assessment of potential town centre development sites.
- **Section 7** provides a summary of the main findings of the study and provides an outline of the retail strategy for Penwith District.

1.7 All plans, statistical tables and other documents referred to in the text of this study are contained in appendices at the rear of this document.

2. POLICY OVERVIEW

Overview

2.1 This chapter outlines the salient planning policy context for retailing and town centres at the national, regional, strategic and local level. In particular, it outlines national planning policy in Planning Policy Statement 6: Planning for Town Centres (2005) and its approach to protecting and enhancing town centres, plus the assessment of the need for additional retail provision. At the regional level, we summarise the contents of Regional Planning Policy Guidance for the South West (RPG10) and the draft version of the South West Regional Spatial Strategy for the South West. The retailing and town centres policies in the Cornwall Structure Plan are also summarised, along with a review of the shopping and town centre policies within the employment chapter of the adopted Penwith Local Plan.

National Retail Planning Policy

2.2 In March 2005, the Government published Planning Policy Statement 6: Planning for Town Centres, which supersedes PPG6 originally published in 1996. Many of the policies in PPS6 reproduce, or are closely based on, existing policies in PPG6, as clarified by a series of Ministerial statements between 1999 and 2003. Having regard to the main purpose of this report, Section 2 of PPS6, dealing with the plan-led approach, is of most relevance. It notes that local planning authorities should actively promote growth and manage change in town centres, define a network and hierarchy of centres each performing their appropriate role to meet the needs of their catchments, and adopt a pro-active plan-led approach to planning for town centres.

2.3 In relation to the preparation of development plan documents, PPS6 advises LPAs to actively plan for growth and manage change by:

- Selecting appropriate existing centres to accommodate the identified need for growth by:
    1) Making better use of existing land and buildings, including, where appropriate, redevelopment;
    2) Where necessary, extending the centre.
- Managing the role and function of existing centres; and
- Planning for new centres of an appropriate scale in areas of significant growth or where there are deficiencies in the existing network of centres.

2.4 Paragraph 2.16 of PPS6 provides a useful checklist of tasks to be considered by a local planning authority when preparing the evidence base for its Development Plan Documents:

- assess the need for new floorspace for retail, leisure and other key town centre uses, taking account of both quantitative and qualitative factors;
- identify deficiencies or gaps in provision, assess the capacity of existing centres to accommodate new development, including the scope for extending the town centre, and identify centres where change needs to be managed;
- identify the centres within their area where development will be focused, as well as the need for any new centres in areas of local importance, and develop strategies for developing and strengthening centres within their area;
- define the extent of the primary shopping area and the town centre, for the centres in their area on their Proposals Map;
- identify and allocate sites following analysis of a suite of key considerations;
- review of existing allocations and reallocate sites which do not comply with this policy statement;
- develop spatial policies and proposals to promote and secure investment in deprived areas by strengthening and/or identifying opportunities for growth of existing centres, and to seek to improve access to local facilities; and
- set out criteria-based policies, in accordance with PPS6, for assessing and locating new development proposals, including development on sites not allocated in development plan documents.

2.5 The findings of this study aim to provide Penwith District Council with a considered response to a number of these tasks, and will enable further work to be undertaken by the Council in relation to its Core Strategy, Area Action Plans and site specific allocations. In order to complete the above tasks, paragraph 2.23 of PPS6 sets out a suite of key considerations for local authorities:

a) Assess the need for development
b) Secure the appropriate scale of development
c) Apply the sequential approach to site selection
d) Assess the impact of development on existing centres; and
e) Ensure that locations are accessible.

2.6 This study aims to provide a comprehensive response to part (a) and also comment on part (b) insofar as it relates to the role of individual centres and the potential of specific town centre sites. An analysis of area (c) is also dealt with in this report, including consideration of existing Local Plan allocations and their relationship to parts (a) and (b). Part (d) is also considered when considering the options for the retail strategy to be adopted in Penwith District and within each of the centres. PPS6 guidance on each of these issues is explained in more detail in the appropriate sections of this document.

2.7 In May 2007, the Government outlined a series of major planning reforms in a Planning White Paper. Part of the proposals within the White Paper outlined improvements to the effectiveness of town centre planning policies. Section 7 of the White Paper notes that

> *"it is essential that local authorities have robust, evidence-based plans and strategies that are up to date and which set out a clear and proactive vision for town centres, based on a sound understanding of both the need and demand for new facilities. Where development outside the town centre would not impact detrimentally on the town centre, and it is otherwise acceptable in planning terms, both plans and planning decisions should reflect this".*

2.8 The White Paper goes on to note that the current 'need test' has proved in some respects to be a blunt instrument and can have the unintended effect of restricting competition and limiting consumer choice. For example, it is possible under current policy for a new retail development on the edge of the town centre to be refused because there is an existing or proposed out-of-town development which meets the identified need even though the new retail development would bring wider benefits and help support the town centre.

2.9 The Government therefore intends to review the current approach in PPS6 to assessing the impact of proposals outside of town centres and will replace the need and impact tests with a new test which has a strong focus on the current town centre first policy and which promotes competition and improves consumer choice. This revision to PPS6 is due for consultation in Summer 2007, with changes to be finalised by Spring 2008.

Regional Planning Guidance for the South West (RPG10)

2.10 Guidance at the regional level, contained within RPG10 (adopted September 2001), pre dates the publication of PPS6. Nevertheless, RPG10 directs local planning authorities, in their development plans, to consider the following areas:

- Seek to locate uses which attract large numbers of people in the centres of the Principal Urban Areas (PUAs) and in the other designated centres for growth specified in the spatial strategy.
- Encourage town centre developments of an appropriate scale in the market towns and larger settlements elsewhere in the region in keeping with their size and function and which can help to reduce the need to travel and encourage journeys by modes other than the private car.
- Ensure the vitality and viability of existing centres is maintained, by assessing the need for new development and by applying the sequential test. For convenience provision, RPG10 advises that a distribution of provision should be maintained, that minimises the lengths and frequency of trips.

2.11 A review of RPG10, in the form of the Regional Spatial Strategy (RSS) is now well advanced. The draft RSS was published in June 2006 and consultations closed in August 2006. The Examination in Public commenced in April 2007 and has recently finished.

2.12 Between paragraphs 4.4.18 and 4.4.27 the draft RSS document outlines the spatial strategy for Cornwall. Much of this strategy concentrates on the future development of Truro, Falmouth and Penryn and Camborne, Pool and Redruth, although paragraph 4.4.23 notes that Penzance has sub-regional significance and future development will be guided by Development Policy B of the RSS. However, PDC has made representations to the Examination Panel to promote Penzance within Policy A (Strategically Significant Cities and Towns). Development Policy B notes that the scale and mix of developments should increase self containment of the places identified, develop their function as service centres especially in terms of employment and service accessibility, and secure targeted development which can address regeneration needs. Hayle and St. Ives are not specifically mentioned within the draft RSS document although PDC has made representations to the RSS Panel to promote Hayle within Development Policy B.

2.13 Policy TC1 of the draft RSS deals with city and town centres and encourages local authorities and other agencies to work together to ensure that the vitality and viability of the region's existing network of towns and city centres is maintained and enhanced. In doing so, it will be important to ensure that such centres are not adversely affected by inappropriate development elsewhere and that provision is made for a mix of uses within town centres, including retail, cultural facilities, offices, other employment and housing. Policy TC1 advises that, within settlements identified in the context of Development Policy B, the range of and quality of central area facilities will also be maintained and enhanced to meet future needs. In all settlements, measures should be introduced to improve accessibility by sustainable modes, and to enhance the public realm and quality of the town centre environment. In doing so, local authorities and other agencies must recognise the role of central area investment in supporting regeneration objectives. The scale of new investment in retail and other facilities within town centres should take full account of changing patterns of behaviour and future levels of population growth.

Cornwall Structure Plan

2.14 The Cornwall Structure Plan was adopted in 2004 and sets out the strategic context for the future development of the County. Policy 21 of the structure plan specifically relates to Penzance and notes that future development should support the maritime and tourist industries and complement the role of the town as a major service and retail centre off Penwith. Priorities for regeneration will be the harbour areas of Penzance and Newlyn where provision for the fishing industry will be supported. Development must respect the environmental qualities that provide a special setting for the town. Future development within Hayle and St. Ives is likely to be dealt with under Policy 25 of the Structure Plan which notes that future development should be in or well integrated with the built up areas and support the role and function of centres in meeting the needs of their own populations and surrounding areas to reduce the need to travel.

2.15 Policy 14 notes that priority will be given to the improvement and enhancement of town centres in providing shopping, office and leisure facilities to meet the needs and aspirations of the whole community. The same policy also notes that retail development should be in or adjoining town centres where it can help to sustain a centre's vitality and viability. Elsewhere, such development should be limited to circumstances where particular needs could not be reasonably expected to be met in or adjoining town centres, having taken account of existing provision available and further development opportunities. In the case of retailing, Policy 14 notes that it will be important to assess the capacity of the centre as a whole to meet future needs rather than its ability to accommodate a particular retailer or form of development. In addition, Policy 14 notes that:

- Development should not be harmful to the vitality and viability of existing centres.
- Locations should be in or well integrated with towns, where the impact on travel patterns would be unlikely to lead to increased car usage and where convenient access by public transport serving the catchment area is available.
- Consideration should be given to the potential role of retail and other commercial development in the physical and economic regeneration of urban area.

Adopted Penwith Local Plan

2.16 The Penwith Local Plan was adopted in 2004 and provides a detailed set of policies and proposals for the future development of Penwith District. Of most relevance to this study is Chapter 7 of the Adopted Local Plan which deals with the towns and villages within Penwith. Policy TV1 notes that the majority of development within Penwith will be focused on the towns of Penzance, Newlyn, St. Ives (including Carbis Bay) and Hayle. Policy TV16 of the Plan notes that major retail, office, entertainment, leisure or community developments should be located in the town centres of Penzance, St. Ives and Hayle, where the greatest benefit to the community can be provided in terms of:

- Accessibility without the use of the private car to a significant proportion of the population; and
- Contribution to the vitality and viability of town centres.

2.17 Policy TV16 makes it clear that proposals for edge of centre sites will only be permitted where the development cannot be accommodated within a town centre and development on out of centre sites will not be permitted unless all potential town centre and edge of centre locations have been demonstrated to be unsuitable. In examining these options, flexibility will be required about the format, design and scale of the development in relation to local circumstances.

2.18 Policy TV17 deals with major shopping proposals and notes that proposals for shopping facilities other than those acceptable through policy TV20 (see below) will not be permitted on an edge of centre or out of centre site unless:

- The sequential test in Policy TV16 has been met.
- There is a need for the development that cannot be met in the town centre.
- They would not be likely to lead to a significant reduction in the range of retailing in any town centre or adversely affect the vitality or viability of any town centre.

2.19 In addition, proposal TV17 also requires all proposals to:

- Be readily and conveniently accessible by alternative means of transport to the private car.
- To be compatible with surrounding land uses.
- Not materially affect the viability of village or neighbourhood shops.

2.20 Within Penzance and St. Ives Town Centres, Policy TV18 identifies prime shopping areas on the proposals map and notes that within these areas proposals for change of use or redevelopment could result in the loss of ground floor retail policies will not be permitted unless:

- The proposal will benefit or at least maintain the vitality, viability and retail attractiveness of the prime shopping area; or
- Retail use would remain the predominant use.

2.21 The supporting text to TV18 notes that maintaining retail uses within the prime shopping areas is best achieved by identifying the overall proportion of ground floor non retail to retail units that will be acceptable in each primary shopping area. The level at which this has been pitched is 80% retail to 20% non retail in Penzance and 75% retail to 25% non retail in St. Ives, which reflected the mix of uses including permissions granted but not implemented at the time of preparing the plan. Outside of the prime shopping areas policy TV19 notes that proposals for change of use or redevelopment which would provide for retail, offices and other non retail town centre uses, as defined in classes A1, A2, and A3 of the Town & Country Planning Use Classes Order 1987, will be permitted in town centres subject to the provisions of Policy TV18 provided that they would be compatible with the surrounding uses and have no adverse affect on the amenity of the area.

2.22 The remainder of Chapter 7 of the Adopted Local Plan provides detailed policies and guidance in relation to Penzance, St. Ives and Hayle Town Centres. In respect of Penzance, proposal TVA allocates the former gas holder and former Cornwall Farmers Limited site for mixed use redevelopment and Policy TV21 and Policy TV22 outline the future context for development proposals along Bread Street. In relation to the harbour area in Penzance, Policies TV23 and TV24 note that any proposals for development within the harbour car park will be required to maintain the open views from Wharf Road to the harbour and proposals for development in harbour side area must be related to the use of the harbour and must not inhibit or interfere with the efficient and safe operation of the wet and dry docks.

2.23 In relation to St. Ives, Policy TV25 notes that within the town centre the establishment of further hot food takeaway outlets would not be permitted where they would conflict with the preservation and enhancement of the character and appearance of the conservation area, the primary shopping function of the area or surrounding uses. In addition, Policy TV25 notes that where proposals for restaurants are acceptable in principle, planning permission will not be granted unless the sale of takeaway food is excluding through the use of conditions or planning obligations.

2.24 In relation to Hayle Town Centre and the harbour area policies TVD and TVE allocate large areas of land at South Quay, North Quay, East Quay and the foundry area for mixed use development. The content of these policies are discussed in more detail later in this report.

Other Initiatives

2.25 Beyond the suite of formal planning policy documents informing the future strategy for Penwith District, there are other initiatives which will have an influence on retail and town centre issues in the District:

- **The Hayle Area Plan 2005-2025**. This plan is the result of work undertaken by the Hayle Area Forum, known as 'Revitalise! Hayle Coast and Country', funded by the Market and Coastal Towns Initiative to undertake the research and consultations necessary to inform a community-led plan for the period up to 2025. The plan covers all aspects of community life in the Hayle area, employment and economic regeneration, environment, heritage and culture and social concerns. The projects outlined in the action plan are too numerous to list here, although a key project is to prepare a Development Plan and Retail Strategy for Hayle town centre.
- **A Local Area Agreement for Cornwall**. The LAA offers the opportunity to bring together the key stakeholders for all of Cornwall's main towns into a single partnership – the Town Centre Partnership (TCP). The TCP will oversee the implementation of the spatial and economic policies set out in the Regional Spatial Strategy and are intended to encourage the sustainable economic development of the town centres. Objectives include increasing participation of local businesses and stakeholders in the management of towns, restoring run-down town centres of historic interest, developing the town centres as employment centres, improving the appearance connectivity maintenance and usage of public spaces, improving access to services and improving perceptions and marketing of the towns. The three main towns in Penwith (Penzance, Hayle and St Ives) are covered by this initiative.

3. RETAIL AND LEISURE TRENDS

Introduction

3.1 To put our assessment of the quality of existing provision and the need for additional floorspace into context, it is relevant to consider the wider economic and social trends likely to influence retailing in Penwith District. A number of trends are likely to have a bearing on the future pattern of retail provision in Penwith, and the opportunities arising from development proposals. This section examines key national trends and drivers for change in the retail industry, although sub-national trends (or Penwith-specific trends) are not available and therefore the trends outlined below may not all be specific to Penwith. We outline the key national trends in retailing and service provision of relevance to Penwith drawing from a range of published data sources, including research by Verdict Analysis and Mintel[1].

Recent Trends

Income and Expenditure

3.2 The retail sector has seen significant changes over the last 25 years, which have fundamentally altered the way we shop. One of the main drivers behind change has been the growth in incomes and expenditure. Consumer retail expenditure per head over the last 25-30 years has grown at an average compound rate of about 3% per annum in real terms (Source: Experian Business Strategies, 2006), but most of this growth has been in comparison goods, with virtually no increase in convenience goods expenditure.

3.3 Over the last 25-30 years comparison goods expenditure per head has shown growth of nearly 5% per annum in real terms, i.e. an overall increase of over 200% in real terms over the last 25 years. In contrast, convenience goods expenditure per head has increased at less than 1% per annum in real terms. Over the last 15-20 years even stronger growth has occurred, particularly in recent years. Such very strong expenditure growth trends are unlikely to continue, but reasonably strong growth in line with long term trends appears probable over the medium-long term.

3.4 Strong income and expenditure trends have also affected retailing in another important way – the rise in car ownership and mobility. Over the last 25 years the number of households owning one or more cars has increased from about 55% to about 75%. Equally significant, the number of households with two or more cars has nearly trebled from 11% to 30%. Households are now much more mobile than they used to be and therefore their choices for shopping centres to visit and the distances they can travel are much greater.

[1] *Verdict and Mintel are leading research specialists on the UK retail industry, providing independent research into all aspects and sectors of the retail industry*

Out-of-Town Retailing

3.5 In June 2006, Verdict published a review of recent trends in UK out of town retailing (UK Out of Town Retailing 2006, Verdict, June 2006), the key messages from which are outlined below:

- Over the past 10 years consumer spending at out of town stores has increased by 90%, substantially outperforming other locations. High Street spending increased by 43% while expenditure at neighbourhood stores rose by 30%.
- Physical expansion was the main driver of out of town spending growth but space growth has slowed markedly during the past five years due to increasing obstacles to gain planning permission for the development of new out of town schemes.
- Total out of town sales amounted to £85.8billion in 2005, the majority of which (£81billion) was spent in traditional out of centre stores although there has been a rapid period of growth of online sales made by out of town operators which now account for £4billion of sales.
- Nevertheless, over the past year out of town sales growth slowed significantly from 5.8% in 2004 to 3.8% in 2005. While a strong performance from grocers, most notably Tesco and Sainsbury, has sustained sales growth, weaknesses from many DIY and home retailers including B&Q, Homebase and MFI weighed heavily. The most recent annual growth rate of 3.8% is much lower than the much higher levels achieved in 1995 to 1997 where year on year growth reached 10%.
- Between 1995 and 2005, out of town store numbers increased by 57%, compared with an 8% fall in high street stores and a 19% fall in neighbourhood stores. Growth in out of town store numbers slowed down in 2005, with growth driven by the rapid out of town expansion by clothing and general merchandise retailers. Verdict estimate that in 2005 out of town store numbers increased by 2.3% to 8,337 outlets.
- While high street and neighbourhood locations have both experienced declines in floorspace between 1995 and 2005, out of town space has swelled by 65% over the same period to 178.6million sq ft. In 2005, however, space growth in out of centre locations slowed substantially. An increase of 2% was less than half the average (4.1%) achieved between 2000 and 2005. Few new major retail parks opened over the past year and many that did involved the redevelopment of existing space
- Despite losing 6.6 percentage points of their share of out of town sales over the past decade, grocers continue to dominate the market. In 2005 they accounted for just short of

two thirds of out of town sales. DIY is the second largest out of town sector, taking 10.7% of sales while electricals, in third place, represent 6.8% of the market. Clothing and footwear and general merchandise have been the fastest growing out of town sectors during the past 10 years. Out of town specialist Matalan has expanded rapidly since 1995, as has Next (the first traditional high street player to target out of town expansion on any great scale). Particularly over more recent years, the development of out of town shopping parks, offering smaller units more appropriate for a comparison shopping trip, had enticed a wide selection of clothing and general merchandise operators to trial out of town formats.

- Furniture and floor coverings operators account for the largest proportion of out of town stores at 24%. Furniture and floor coverings retailers were early out of town entrants, attracted by the low rents which suited their weak sale densities. However, along with the other mature out of town sectors (food and grocery, DIY and electricals) their share of stores has fallen over the past decade as clothing and footwear and general merchandise specialists have joined the market. Particularly over the last year, furniture and floor covering store numbers have declined steeply. Part of this fall has been due to the closure of Courts and Furnitureland. Together, the clothing and footwear and general merchandise sectors have more than quadrupled their out of town space over the past decade, between them now accounting for 18.3% of the out of town store space.

- In terms of store size, DIY retailers occupy the largest units (on average 47,800 sq ft). The bulky nature of DIY and gardening products combined with the crucial importance of range as a loyalty driver in the DIY sector have encouraged the likes of B&Q and Homebase to increase their average store size substantially (a 37% increase since 1995). In pursuit of additional non-food growth, grocers also continue to seek larger stores. In the past year, for example, Tesco have added 18 of its large format Extra stores through a combination of new build and conversions. Also, during 2005, Asda opened its largest UK store in Milton Keynes at 110,000 sq ft. Only clothing and footwear experienced a fall in average store size over the past 5 years. The average store size of clothing and footwear operators declined as new players entered the out of town market seeking smaller outlets than longstanding players such as Next and Matalan which favour larger formats.

Town Centre/High Street Retailing

3.6 A report published by Verdict in August 2006 (UK Town Centre Retailing 2006, Verdict) provides an up to date summary of recent trends in town centre retailing. The key messages from this report can be summarised as follows:

- In 2005, town centre retailers generated £122.3billion of retail sales, a rise of 43% over the last 10 years (1995 to 2005). Its rate of growth is significantly less than the 56% for retail overall, with out of town and online retail sectors gaining a share at town centres' expense.

- Limited physical expansion is the primary explanation for the modest sales growth within town centres. While there has been significant redevelopment of urban shopping infrastructure in recent years, many new facilities have replaced existing shops and there has been a net decline in space. Instead, town centre retailers have focused on improving existing store sales to lift sales densities and cover rising occupational costs to offset selling prior to deflation.

- Minimal growth and a fall in sales have accelerated the decline in town centres' share of total retail expenditure. Though this fell below 50% in 1997, its rate of decline has been gradual until 2005 when its share dropped by 0.9% to 46.3%. In the last 12 months, town centre retailers have ceded ground to non-store and out of town retailers.

- In 2005, the number of town centre shops fell by 1%, taking the total below 148,000 following a similar decline in 2004. The decline in shops has also been matched by a reduction in trading space, with a reduction of 0.2% in 2006 (the eighth time in the last 10 years that space in town centres has decreased). Indeed, despite the construction of numerous new shopping centres, total town centre shopping space have shrunk by 2.4% (or 7.6million sq ft) over the last 10 years.

- Despite a massive migration of grocers to out of town superstores, town centre grocers still take £1 in every £4 spent in the town centre. Indeed, with a shortage of sites for new stores on retail parks and recognising that many people prefer to buy food locally, grocers including Tesco, Sainsbury and Somerfield are focusing investment on enhancing their town centre coverage. After grocers, it is clothing and footwear specialists that have the highest share of town centre retail. Though some clothing retailers have established out of centre operations, almost £4 in every £5 spent in this sector is channelled through the town centre.

The Internet and Non-Store Trading

3.7 In recent years there has been a rapid increase in the use of the internet for online shopping. The Verdict publication 'E-Retail 2006' (January 2006) indicates that, in 2005, 14.6million people shopped online, a rise of 2.9million (25%) on 2004. In 2005, the online shopping market was worth £8.2billion, a 29% increase in spending over 2004 levels. The growth in the online retail market has been driven by an increasing shopping population and increases in spending per head have been at much lower levels, with the typical online shopper now spending £560 online per year (a 3.5% increase on 2004 levels). The typical online shopper now makes 13.2 purchases per year on average and the average transaction value in 2005 was £42.27.

3.8 The largest online retail sectors are the grocery and electricals markets which each account for around £2billion of spending per annum. Along with the music and video sector, the food and grocery market is the current highest growth area in online retailing with a 35% increase in spending between 2004 and 2005. Indeed, whilst a number of other retail sectors (such as clothing, DIY, footwear and furniture and floor coverings) have seen a slowdown in growth in online sales over recent years, food and grocery is one of the few sectors to see a significant increase.

Convenience Retailers

3.9 In December 2006, Verdict published its UK Grocery Retail 2007 Research Report (December 2006), which provided the following summary of the UK food and grocery markets:

- Food and grocery specialists have performed well in recent years, driven mainly by the strength of the leading grocers. Grocers, particularly Tesco and Asda, have opened substantial quantities of new space allocating increasingly large areas to non-food categories. This has helped them gain sales at the expense of specialist operators in the wider retailing arena.

- Also, over recent years, Tesco and Sainsbury have greatly increased their presence in neighbourhood locations through their Express and Local fascias respectively. While in many cases these stores have opened in the place of other grocery stores, their strong retail brands, wide product range and lower price reputations have enabled them to improve the sale densities achieved on these sites considerably.

- Grocers superstores (defined as being over 25,000 sq ft) continue to be the core drivers of growth in the food and grocery market. In recent years the likes of Tesco and Asda have aggressively sought to increase the selling space of their existing stores through extensions and the installation of mezzanine floors. This additional space is often being used to house increasing large ranges of clothing and footwear, homeware, electrical and music and video products.

- Between 1996 and 2006, Verdict estimate that superstore numbers have increased by around 30%, whilst other parts of the food and grocery market (off licences, food specialists, convenience stores and newsagents) have all experienced falls in store numbers. These trends in relation to store numbers are also matched by trends in food and grocery floorspace, with superstores increasing their selling space by over 40% since

1996 and other sectors of the food and grocery market experiencing falls of up to 20% in available space. Apart from sales in off licences over the past 5 years, sales in all parts of the food and grocery market have increased since 1996 with, unsurprisingly, the superstore sector being the best performer with sales increasing from £34billion in 1996 to over £60billion in 2006.

- Superstores have also benefited from the prolific growth in grocers' on line sales over the past 5 years as orders are typically fulfilled from superstore shelves.

- As noted above, all major types of food specialists have struggled in recent years under pressure from major grocery multiples with their large superstore format and smaller supermarkets and convenience stores. However, the performance of different types of food specialists has varied. Bakers have performed best among food specialists with growth of 30% in the past decade. Much of this performance has been down to bakers' ability to diversify into snacks and lunch products. Meanwhile, fishmongers have suffered the worst, particularly in the late 1990s, as many superstores introduced fish counters. Fishmongers also have a generally less widespread appeal than other food specialists. Greengrocers originally performed reasonably well against supermarkets due to the short life of fresh produce that means not all supplies for the week can be bought as part of a weekly shop. However, later development of fresh produce in convenience stores has hit sales of greengrocer specialists.

- Traditionally, food and groceries share of total retail spending has followed a declining trend as people divert a greater proportion of their spend to non-food categories such as electricals which has performed particularly well over the past few years. Whilst this trend has temporarily reversed in 2005 and 2006, core food and grocery typically takes a decreasing share of consumers' increasingly disposable incomes each year. This has been the main reason behind grocers' stronger focus on non-food growth over recent years. In particular, through their increasing estates of large former superstores, the leading grocers have made substantial progress in markets such as health and beauty, music and video. More recently as these core markets have matured, the likes of Tesco, Asda and to a lesser extent Sainsbury, have added further non-food categories to their mix including clothing and footwear, homewares and electricals. Most recently, Tesco and Asda have introduced limited DIY and furniture ranges, giving them exposure to some degree in virtually every retail sector.

The Future

Retailing

3.10 Within its publication 'UK Retail Futures 2011' (February 2007), Verdict provide a detailed analysis of UK retailing forecasts up to 2011. The key points from the publication can be summarised as follows:

- Following a December surge in spending in 2006, which helped lift annual retail expenditure growth to 2.9%, Verdict expect retail expenditure to increase by just 2.8% in 2007. A number of factors will conspire to weigh against retail beating the 2006 performance, the foremost of which would be higher interest rates. In the future, retail's share of total consumer spending is set to continue the decline which has characterised household spending patterns for much of the last decade. Consumers are increasingly directing spending into a raft of other categories, with leisure being the key beneficiary. In the past ten years, the rising propensity for overseas travel and increase in other entertainment has been at the expense of retail spending. To add to this, rising home ownership costs and household bills take a larger chunk of consumers' household spending. These developments have resulted in retail share of the total consumer expenditure falling by 3.4 percentage points over the last decade to 35% in 2006. Up to 2011, Verdict expect this proportion to decline further to 31.7%.

- Between 2001 and 2006, Verdict estimate that retail sales as a whole have increased by 17% and they predict that between 2006 and 2011, sales will grow at a slower level at 15%. Broken down into individual sectors, the highest performer is likely to be the online retail sector with a predicted growth between 2006 and 2011 of 87%.

- Though the underperformance of store-based retail will continue up to 2011, closer analysis of its three sub-sectors reveals some contrasting performances. Town centre, which accounts for 45.7% of retail sales, will perform weakly over the next five years. Verdict forecast it will increase sales by just 6% by 2011, despite a flood of new space in the form of town centre developments across many towns and cities.

- In contrast to town centres, out of town retail parks provide a convenient and relatively comfortable shopping experience for customers and this preference is set to continue. In addition to this, towns and cities that will receive a fillip from new shopping centre developments will only succeed, in Verdict's opinion, in capturing shoppers from other less developed centres, resulting in a negligible overall gain for the town centre sector from a holistic perspective. As a result, the town centre will see its share of retail sales decline by 3.7% to 42% by 2011.

- Despite the introduction of PPS6 in April 2005, all but halting the development of certain retail formats such as fashion parks in a bid to revitalise town centres, Verdict believe that this will do little to deter some retailers who are very keen on expanding into the out of centre arena. Besides grocers, the likes of Next and TK Maxx, with their family focused destination offers, are continually searching for new space and will be more flexible in the requirement for new locations.

- Verdict expect the neighbourhood shopping sector to register the slowest growth, boosting its sales by just 4.6% over the period up to 2011. While grocers will undoubtedly continue to strengthen their presence in the sector, they will continue to command just a small fraction of the overall market. In 2006, Tesco and Sainsburys combined neighbourhood market share amounting to just 7.3% and this is unlikely to increase significantly over the forecast period. A key focus of expansion for these players will be the out of town retail parks where their larger stores enable them to carry far more product ranges and generate much higher levels of footfall. Growth in the neighbourhood sector will be subdued by the decline of small independents (who command the largest share of this market) and these players will be unable to compete effectively against the multiples.

- Verdict predict that store numbers in the UK will continue to fall during the period 2006 to 2011, although at a slower pace than over the period 2001 to 2006. Verdict forecast total stores will decrease by 3.8% by 2011, compared with a 5.1% decrease in the period 2001 to 2006. The store decline will be most severe in the neighbourhood sector where Verdict expect a net closure of over 12,000 shops. These closures will result primarily from competitive pressures, with the economics of local retailers made more severe by the expansion of out of town superstores, new shopping construction in nearby towns and cities and the continuing increase in the popularity of online shopping.

- In the town centre, store numbers will decline until 2007 though this trend will be reversed in the latter years of the forecast period (up to 2011) to produce growth of 0.8% over the period 2006-2011. The growth in store numbers will result from the many large-scale shopping centre developments due to open over the next five years, allowing multiples to increase their store portfolios.

- One sector to grow store numbers rapidly will be out of centre retailing but even here the growth will not be as impressive as over the previous five years. Planning constraints, consolidation and estate rationalisation programmes of large mature players will cause store numbers to grow more slowly up to 2011. In this area, Verdict predict a 12% increase in out of town store numbers, compared with a 19% increase between 2001 and 2006 and a 28% increase between 1996 and 2001.

Technological Influences

3.11 Verdict expect major changes that will affect the supply chain (UK Retail Futures 2011, February 2007). RFID (radio frequency identification) is a microscopic electronic tag within each product that is set to replace the ageing bar code. This will enable retailers to identify individual articles rather than specific types of products and it does not require contact with a scanner as radio signals can be picked up within a range of about 20 feet. They can also be scanned very quickly and do not require individual scanning.

3.12 XML (Extensible Mark-up Language) will transmit information between computers and will affect the relationship between retailers and suppliers. This is an improvement over the currently used EDI (electronic data interchange) as computers running different software can communicate with each other. These new technologies will help reduce costs, enhance collaboration between retailers and suppliers, bring new products to the market quicker and improve efficiency.

4. ASSESSMENT OF TOWN CENTRES

Introduction

4.1 The purpose of this section is to provide an assessment of the current state of retailing within Penwith District and its relationship to surrounding areas, by providing a health check of the main town centres, plus an overview of out-of-centre provision. Section 4 of PPS6 advises that monitoring is essential to the effective planning and management of town centres and should be used to inform the review of site allocations and town centre policies. Given the need to submit an Annual Monitoring Report to the Secretary of State, PPS6 advises that the vitality and viability of centres should be kept under review.

4.2 Measurements of vitality and viability of town centre health is achieved through a basket of tried and tested indictors. The information gathered for town centres is useful not only to inform the review of allocations and policies, but is also useful for assessing the likely impact of retail development proposals. In line with the project brief issued by PDC, the health of the main centres in the District (Penzance, Newlyn, Hayle, St Ives and Carbis Bay) has been measured. The indictors which have been reviewed for each of the centres are:

- diversity of main town centre uses (by number type and amount of floorspace)
- the amount of retail, leisure and office floorspace in edge-of-centre and out-of-centre locations
- the potential capacity for growth or change of centres in network
- retailer representation and intentions to change representation
- shopping rents
- proportion of vacant street level property
- commercial yields on non-domestic property
- pedestrian flows
- accessibility
- customer and residents' views and behaviour
- state of the tow centre environment quality.

4.3 It should be noted that due to the size and function of some of the centres, it is not possible to gather information on a number of the indictors, particularly retail rents and commercial yields.

4.4 Our brief from PDC has not extended to cover some of the smaller centres within the District and health check assessments for other centres in Penwith should be conducted as part of a separate exercise (if required).

4.5 Information on the indictors of town centre health listed above has been gathered from a number of sources, including Penwith District Council, Experian Business Strategies, the Valuation Office, the Department of Communities and Local Government and the Focus Database. This information has been supplemented by surveys undertaken by GVA Grimley during May-August 2007.

4.6 In addition, the results of the Penwith Shopping Survey, conducted by NEMS Market Research in 2007, also offers an important contribution of the assessment of town centre health. Part of this survey has been designed to elicit qualitative aspects of retail provision, including:

- which centres are considered main shopping centres;
- perceived positive attributes of each town centre;
- perceived negative attributes of each town centre; and
- potential improvements which would encourage people to visit the town centres more often.

4.7 In addition, a review of retailer requirements for representation in the main centres has also been undertaken. This sought to identify retailer interest in the main Penwith town centres.

The Sub-Regional Retail Hierarchy

The Existing Position

4.8 Penwith District lies in the westernmost part of Cornwall and shares its eastern border with Kerrier District, beyond which is Carrick District and Restormel Borough. On all other sides Penwith is surrounded by coastline. Table A below shows the level of total and Class A1 retail floorspace in the main settlements in Penwith, when compared with retail floorspace within the major settlements in surrounding administrative areas. The table below also provides a VenueScore ranking for each centre for 2005 and 2006. The VenueScore database ranks individual based on a 'basket' of retailer representation and floorspace information, to enable a comparison to be drawn between the performance of different centres and over time.

4.9 Table A indicates that Penzance is the largest centre in Penwith in terms of retail floorspace, with two and a half times more Class A floorspace than St Ives. It also has a significantly higher VenueScore ranking that any other Penwith centre and is the second highest in the sub-region behind Truro (but above St Austell, Camborne and Newquay). There is no floorspace information available for Hayle and Carbis Bay, although within VenueScore they both achieve a similar ranking, which is well below the ranking for St Ives. Between 2005 and 2006, the VenueScore data indicates that the rankings for the Penwith settlements have fallen slightly, which is a trend matched by other Cornish towns apart from Truro (which has seen its ranking improve).

Table A: Sub-Regional Shopping Hierarchy

Tier/Centre	Class A1 Floorspace (sq m gross)	Total Class A Retail Floorspace	VenueScore Ranking 2005	VenueScore Ranking 2006
Penzance	43,790	55,520	319	364
St Ives	14,040	21,050	1438	1427
Carbis Bay	-	-	1960	2071
Hayle	-	-	-	1946
Truro	84,360	96,920	157	137
St Austell	37,970	45,190	425	523
Camborne	17,200	21,150	641	650
Redruth	18,910	22,410	1148	1229
Helston	12.640	16,170	761	820
Newquay	31,160	42,460	581	584

Source: DCLG & VenueScore

The Future: Retail Development Proposals in Surrounding Settlements

4.10 In recent years there has been a number of retail proposals in Penwith and these are outlined in greater detail in the subsequent parts of the study. However, outside of the District boundary, within neighbouring local authority areas, there are a number of significant retail developments proposals. These proposals, due to their size, have the potential to impact upon future shopping patterns within Penwith and are a salient factor for consideration later in this study, when various policy options are considered.

Truro

4.11 Truro is the largest retail centre in Cornwall and lies to the east of Penwith. In January 2007 the Truro and Threemilestone Area Action Plan was published by Carrick District Council. This preferred options report outlined the desire to improve the retail offer of Truro by making provision for up to 34,900 sq m net additional comparison goods floor space and 3,500 sq m net convenience goods retail space within the city centre by 2016. The main focus for additional comparison floor space will be the Pydar Street area. The Pydar Street scheme will include retail, commercial, leisure and residential units along with significant car parking provision and improved linkages within the city. In allocating the Pydar Street Scheme the District Council is proposing a dumbbell strategy of providing major retail attractions at opposite ends of the main retail access in Truro with Lemon Quay to the south and Pydar Street to the north. Elsewhere in the action plan the Council is supporting a specialist retail quarter within the City Centre which will focus on public realm improvements, further redevelopment schemes to provide small shop units and improvements to the pedestrian environment. In addition, linked to the specialist quarter, another key element of the action plan in terms of retail will be the developing role of markets in Truro.

Camborne Pool and Redruth

4.12 The other large centre of population in the sub-region comprises the Camborne Pool and Redruth Urban Area. The CPR area is a focus for regeneration activities, led by Kerrier District Council (KDC) and the CPR urban regeneration company (supported by English Partnership and the South West RDA). In recent years an 80,000 sq ft Tesco Extra superstore has opened within Pool, which has had an effect upon both the convenience and comparison shopping flows within the sub-region. The retail strategy prepared by GVA Grimley for Kerrier District Council envisages a need for up to 1,700 sq m of convenience goods floor space by 2016 and 6,400 sq m of comparison retail floor space by the same date.

4.13 Within its emerging Area Action Plan for CPR, KDC is promoting town centre sites in Camborne and Redruth for retail development and the AAP has also recognised the role and influence of Pool Shopping Park which contains a number of large retail units (such as the Tesco Extra mentioned above). Camborne is likely to be the focus for additional retail provision in CPR, although improvements are also planned for Redruth and both towns have a lower overall retail and leisure offering than Penzance and St Ives.

4.14 The Camborne Pool and Redruth urban area is the closest large conurbation to Penwith District and the regeneration plans being promoted by KDC and its public sector partners include proposals for town centre and retail development. Given the extent of shopping patterns in the local area (which are explained in more detail later in this report) it is likely the new and remodelled retail provision within CPR will have an effect on the financial performance of facilities within Penwith. The opposite is also true where new facilities are developed in Penwith, such has the harbour development in Hayle. It is important that town centres in both Districts maintain and enhance their role in the sub-region and are able to benefit from new retail and other town centre style development. However, to ensure that proposals in either District do not detrimentally effect existing town centres, we suggest that Kerrier and Penwith work closely to ensure all cross-boundary retail issues are discussed where necessary.

Falmouth & Penryn

4.15 Falmouth and Penryn lie to the south-east of Penwith District and are a key attractor for retail and leisure trips in the sub-region. The future of retail provision in Falmouth and Penryn is being guided by the Falmouth and Penryn Combined Development Framework and retail/town centre development proposals include: Church Street car park, Quarry car park and Grove Place/TA car parks in Falmouth and improvements to Commercial Street and Broad Street in Penryn.

St Austell

4.16 At present, St Austell town centre is subject to a large retail-led mixed regeneration scheme, which has been promoted by the South West RDA and Restormel Borough Council. The development, across 2 hectares, is being implemented by David McLean Developments and will provide a mixture of retail, residential, a new cinema, two new car parks and significant new public realm. In order to make way for the development, a former Tesco store and multi-storey car park have been demolished and, following the grant of planning permission, development is at the embryonic stage. The retail element of the scheme will comprise 14,000 sq m gross Class A1 floorspace (within a minimum of seven new retail units) and 1,715 sq m of Class A3 floorspace (within five units. The removal of the Tesco store and demolition of part of Old Vicarage Place has also led to a further redevelopment opportunity for the car park above Old Vicarage Place to provide a further 600 sq m of retail floorspace (a net gain of 300 sq m over existing provision) and 42-bed hotel.

Penzance Town Centre

Structure of the Town Centre

4.17 Penzance lies in the western part of Penwith District 10 miles from Lands End and is the most south westerly town not only of Cornwall but of Britain as a whole. It sits on the north west shore of the spectacular sweep of Mounts Bay. The town is particularly noted for its sub tropical trees and plants as well as fine 18th and 19th Century buildings, high quality streetscapes and spectacular views. Penzance is a port, rail and coach route terminus and also the major interchange for local rail, road and bus networks. Sea links with the Isles of Scilly operate from Penzance Harbour and air routes from the heliport and nearby Lands End Airport. The town is on the A30, the major spinal route through Cornwall linking to the M5 at Exeter. The harbour is the most westerly major port in the English Channel, the first reached from the Atlantic and the principle commercial port west of Falmouth.

4.18 These connections give Penzance a strategic importance that outweighs its remote location (approximately 300 miles from London) and in the wider regional context, small size. It is one of the larger towns in Cornwall with a population in the wider urban area (including Newlyn) of about 21,000. The dominant influence of Truro, however, means that Penzance occupies the second tier in the county's urban hierarchy.

4.19 Within Penwith and the wider area of west Cornwall, however, Penzance is the dominant centre, unrivalled by the neighbouring towns of St. Ives, Hayle, Newlyn and St Just. It presents a remarkably self contained character, with a much greater range of facilities and services that might be expected for its size. It is the main local shopping and service centre for the wide area with multiple supermarkets specialist and local shops and a wide range of commercial and business services. There is limited light manufacturing and industrial capacity mostly based at Long Rock to the east of the town and serving local needs. Penwith District Council, Penzance Town Council, Government offices, Penwith College and West Cornwall Hospital are all based in Penzance.

4.20 The adopted Local Plan identifies a Town Centre Area and a Primary Shopping Area within Penzance. The Town Centre Area encompasses Chapel Street, Alverton Street, Bread Street, Jennings Street, Market Place, Causewayhead, Market Jew Street, New Street and Albert Street.

The Primary Shopping Area covers the southern part of Causewayhead, Market Jew Street, Market Place and the Wharfside Shopping Centre.

4.21 Also within the adopted Local Plan, a number of areas in and around the defined town centre are allocated for development:

- The area around Jennings Street has been allocated for potential improvements, to allow better links between the harbour and Market Jew Street;
- The area around Bread Street is recognised as an area where the further introduction of retail and service uses can be achieved, alongside ensuring that servicing arrangements to properties along Market Jew Street are maintained; and
- The site of the former gas holder and adjacent former Cornwall Farmers premises are allocated under Policy TV-A for redevelopment to provide land uses within Classes A1, A2, A3, B1, B2, B8, C1, C3, D1 and D2, including at least 30 dwellings.

Diversity of Uses

4.22 Information on the diversity of uses within the town centre boundary has been obtained from Experian Goad and updated by GVA Grimley. A copy of the updated Goad Plan is contained at Appendix E. This information from Experian Goad indicates composition of the centre is as follows:

Table B: Retail Composition of Penzance town centre, 2006-2007

Sector	2006		2007		Selected Cornwall	UK
	No.	%	No.	%	Average %	Average %
Convenience	36	10.6	37	10.9	9.3	9.1
Comparison	188	55.3	188	55.5	52.9	45.8
Service	86	25.3	91	26.8	29.0	33.0
Vacant	28	8.2	21	6.2	8.0	11.7
Miscellaneous	2	0.6	2	0.6	0.8	1.3
Total	**340**	**100**	**339**	**100**	**100**	**100**

Source: Experian GOAD and GVA Grimley. Figures may not add due to rounding

4.23 The above analysis indicates that convenience uses within Penzance town centre have remained relatively static over the past year and the total proportion of convenience units within the town centre is higher than the UK average and also an average of convenience uses within selected Cornwall town centres (Penzance, St Ives, Bodmin, Camborne, Redruth, Truro, Newquay and St Austell). A similar pattern has occurred for comparison uses, which have remained static and are above both the national and Cornish average.

4.24 Over the past year, service uses in the centre have increased from 25% to 27% of all units in the centre, although this proportion remains below national (33%) and Cornish averages (29%).

Retailer Representation

4.25 Within Penzance town centre, there is the highest concentration of multiple retailers in the whole of Penwith District. At present, comparison multiple retailers include Argos, New Look, WHSmith, Boots, Peacocks, Woolworths and Dorothy Perkins. The majority of these multiples are located along Market Jew Street. Multiple convenience retailers include Iceland, Co-op and Holland & Barratt, whilst a wide range of high street banks and building societies are also represented.

4.26 Information from Experian GOAD indicates that there are 91 multiples (defined as business with more than one premises in the UK) in Penzance town centre across all land use sectors surveyed. We set out below a summary of those multiples in Penzance, which are compared against data for St Ives and also a selected average of other Cornwall towns (Penzance, St Ives, Bodmin, Camborne, Redruth, Truro, Newquay and St Austell). The data indicates that Penzance has a higher proportion of multiple outlets in the convenience and comparison sectors than other Cornish towns, but a much lower level of service uses.

Table C: Multiple Outlet Data Comparison

Sector	Penzance		St Ives		Selected Cornwall Average
	No	%	No	%	%
Convenience	14	15.4	9	28.1	13.4
Comparison	56	61.6	15	46.9	57.7
Service	20	22.0	7	21.9	27.6
Other	1	1.3	1	3.1	1.3
Total	**91**	**100**	**32**	**100**	**100**

Source: Experian GOAD. Figures may not add due to rounding.

4.27 In addition, we have also undertaken a comparison of independent outlets in Penzance compared with St Ives and the same 'basket' of Cornish towns outlined above. This data is contained in Table D below and indicates that, like the multiple outlet comparison, Penzance has a higher proportion of independent convenience and comparison retailers than the average of other Cornish towns, although a lower proportion of independent comparison retailers than St Ives. The proportion of independent service outlets in Penzance is commensurate with St Ives, although slightly lower than the Cornwall average.

Table D: Independent Outlet Data Comparison.

Sector	Penzance		St Ives		Selected Cornwall Average
	No	%	No	%	%
Convenience	22	8.8	11	8.4	7.6
Comparison	132	53.0	75	57.2	50.9
Service	66	26.5	35	26.7	29.5
Other	29	11.65	10	7.6	12.0
Total	**249**	**100**	**121**	**100**	**100**

Source: Experian GOAD. Figures may not add due to rounding.

4.28 Outside of the defined town centre in Penzance there are a number of large format retail stores. Within the convenience sector, there is a Morrisons store to the east of the centre, extending to 2,657sq m net and selling a wide range of convenience products, catering for main/bulk-food shopping trips. Nearby, there is also a large 2,266sq m net Tesco store, which is comparable in terms of its retail offer. Both stores are served by large surface car parks. Elsewhere, there are Lidl and Co-op stores in Wherrytown, which extend to 743sq m net and 488sq m net respectively. Within the comparison retail sector, there are B&Q, Currys and Halfords units to the east of the town centre close to the Heliport, along with a collection of small local independent comparison traders which are disbursed through the urban area of Penzance.

4.29 In relation to the financial characteristics of retail property in Penzance, we have obtained data in relation to commercial yields on retail property. As a measure of retail viability, commercial yields on retail floorspace are also a valuable indicator, but one that needs to be used with care. The level of yield on its own is of less value than in comparison with other yields at different points in time and in different locations. Yields measured consistently over time can give an indication of the direction in which a particular town centre is moving. This trend can be compared with national levels of yield and with those towns of similar size and type, or with neighbouring and competing towns. In short, the lower the yield the better the performance of a centre. A comparative analysis of this type, conducted on a regular basis, can give an indication of how the viability of retailing in a town centre is changing. Table E below outlines the yield for Penzance between 2001 and 2006, compared with the trends within surrounding towns and other medium and large centres in Cornwall.

Table E: Commercial Yields on Retail Property, 2001-2006

Centre	Apr 2001	Oct 2001	Apr 2002	Oct 2002	Apr 2003	Jan 2004	Sept 2004	Jan 2005	Sept 2005	Jan 2006	Sept 2006
Truro	6	6	6	6	6	6	6	5.5	5.5	5	4.5
Penzance	**9**	**9**	**9**	**9**	**8.5**	**8**	**8**	**7.5**	**7**	**6.5**	**6**
Falmouth	8	8	8	8	8	8	8	7.5	7	6.5	6
Newquay	8.5	8	8	8	8	8	8	7.5	7	6.5	6
Camborne	9	9	9.25	9.25	9	9	9	8.5	8	7.5	7
St Austell	8.25	8.25	8.25	8.5	8.5	8.5	8.5	8.5	8.5	8	7.5
Bodmin	9	9	9	9	8.5	8.5	8.5	8	8	7.5	7
Redruth	9.5	9	9	9	9	9	9	8.5	8.5	8	7.5
Liskeard	10	10	>10	>10	>10	>10	>10	9.5	9	8.5	8

Source: Valuation Office statistics

4.30 Table E above indicates that there has been a falling (i.e. improving) yield in Penzance over recent years. This trend has also occurred within other town centres in elsewhere in Cornwall over the same period, although since 2001 Penzance has managed to outperform centres such as Camborne and Bodmin and achieve a comparable yield to Falmouth and Newquay, and second only to Truro in the whole of Cornwall.

4.31 Rental information for Zone A retail space in Penzance has also been obtained and indicates that rental levels were at £60/sq m in 2006. This level is less than half the rental levels achieved in Truro city centre, although Penzance has outperformed St Austell and Newquay in recent years.

Table F: Zone A Rental Levels, 1997-2006 (£/sq m)

Centre	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Penzance	38	38	45	48	48	50	50	55	55	60
St Austell	42	42	42	42	42	45	45	45	45	50
Truro	95	100	120	130	130	130	130	130	135	135
Newquay	30	30	40	45	45	45	45	50	55	55

Source: Focus

4.32 Apart from existing retailers and other business in Penzance, we have also consulted the Focus database in order to ascertain whether there are any requirements from retailers and other businesses for representation in Penzance. Known requirements from retailers not already represented in Penzance (or wishing to move to other locations in the centre) are listed below.

Table G: Retailer Requirements for Penzance (August 2007)

Operator	Sector	Location	Size of Requirement (sq ft)
Barnardo (understood to be opening in Penzance soon)	comparison	Town centre	400 – 3,000
Bathstore.com	comparison	Town centre or out-of-centre	2,500 – 5,000
Brantano	comparison	Out-of-centre	7,000 – 10,000
Debenhams	comparison	Town centre	12,000 – 22,500
Dr China	service	Town centre	350 – 1,400
Farmfoods	convenience	Town centre or out-of-centre	5,000 – 8,000
Gamestation	comparison	Town centre	1,300 – 1,800
Magnet	comparison	Out-of-centre	10,000 – 16,000
Pasty Presto	convenience	Town centre	300 – 2,500
Pets at Home	comparison	Out-of-centre	4,000 – 12,000
Pizza Hut	service	Out-of-centre	3,189 – 4,000
Poundland	comparison	Town centre	3,000 – 10,000
Presto	service	Town centre	300 - 500
Quba Sails	comparison	Town centre	400 – 1,000
Shoe Zone	comparison	Town centre	1,000 – 2,500
Shoe Fayre	comparison	Town centre	1,000 – 2,000
Timpson Shoe Repair	comparison	Town centre	100 – 500
TJ Hughes	comparison	Town centre	20,000 – 40,000
TK Maxx	comparison	Town centre or out-of-centre	15,000 – 40,000
Trepass	comparison	Town centre	1,000 – 2,000
The Works	comparison	Town centre or out-of-centre	1,500 – 2,500
YMCA	comparison	Town centre	750 – 1,500
Total			**90,089 – 188,700 sq ft gross**

Source: Focus Database, August 2007

4.33 The above schedule indicates that between 90,089 sq ft and 188,700 sq ft gross (8,370 sq m-17,531 sq m) of additional floorspace is required in Penzance. The majority of this space (up to 172,300 sq ft) is within the comparison goods sector. Up to 91,200 sq ft of the total requirements are specifically focused on the town centre, with a further 55,500 sq ft requiring either town centre or out-of-centre space. There are also 42,000 sq ft of requirements who specifically require out-of-centre space.

4.34 Table H below sets out the trend for retailer requirements in Penzance over recent years, compared against other local Cornish centres. The table indicates that Penzance, like other large Cornwall towns, has experienced a significant increase in the level of requirements in recent years. The level of increase in requirements has mirrored the trend in St Austell and, in terms of the number of known requirements, Penzance outperforms Camborne and Bodmin, and is comparable to Newquay. Unsurprisingly, the highest levels of requirements can be found in Truro.

Table H: Retailer Requirements, 1997-2006

Year	Penzance	St Austell	Bodmin	Newquay	Truro	Camborne
2006	31	29	12	33	54	8
2005	28	25	17	28	52	7
2004	21	17	15	32	59	8
2003	19	14	10	25	46	5
2002	12	17	7	24	50	5
2001	11	10	2	16	44	2
2000	8	10	5	13	42	7
1999	17	7	2	7	34	4
1998	5	3	3	5	35	2
1997	9	9	2	3	29	3

Source: Focus

Proportion of Vacant Street Level Property

4.35 In 2006, there were 28 vacant units in Penzance town centre. Our re-survey of the town centre this year indicates that vacant units have fallen considerably to 21 units, or 6% of total units within the centre. This proportion is well below the national average of 11% and also below the Cornish average of 8%, indicating that Penzance is a popular location for retailers, service providers and other businesses to locate. Indeed, over the past year vacancies in Penzance have moved away from the Cornish average and the centre appears to be out-performing other local large centres in terms of vacancies.

4.36 A survey of the centre indicates that there are no obvious concentrations of vacant units and there are very few vacancies in the primary shopping areas. There are more vacancies in the secondary areas in the town centre, particularly in the western areas and along Bread Street and New Street.

Pedestrian Flows

4.37 In order to measure the attractiveness of Penzance town centre, GVA Grimley undertook surveys of pedestrian flows at different points in the centre during August 2007. Recording and the analysis of pedestrian flows within a town centre is an important component of a health check assessment advised by PPS6. In particular, a flow count survey can record the numbers and movement of people on the streets, in different parts of a town centre at different times a day who are available for businesses to attract into shops restaurants and other facilities. A summary of the pedestrian flow data for Penzance, along with the other major towns in Penwith, is contained at Appendix C to this report.

4.38 Within Penzance surveys were undertaken on a Thursday and a Friday at the eastern and western ends of Market Jew Street, Alverton Street and Causewayhead. The data at Appendix C indicates that the western parts of Market Jew Street are by far the most popular location within Penzance town centre, with pedestrian flows twice as high as flows experienced along Causewayhead.

Accessibility

4.39 Given its size, accessibility to Penzance town centre is considered to be good. By private car, a number of routes lead into the town centre and parking is available at the following locations:

- Causewayhead – 55 spaces
- Clarence Street – 105 spaces
- St Erbyns – 178 spaces
- Greenmarket – 47 spaces
- Harbour - 800 spaces
- Penalverne – 103 spaces

4.40 The main railway station in Penzance is located a short walk to the east of the core retail area and provides local and national services connecting the town to London, Truro, Plymouth, Exeter, Bristol and beyond.

4.41 In relation to bus provision, the main bus station is located close to the eastern edge of the primary shopping area and accommodates high frequency bus services which connect Penzance to the local villages surrounding the town plus, further afield, Bodmin, Camborne, Falmouth, Helston, Lands End, Newquay, Redruth, St Ives, Hayle and Truro.

Customer Views and Behaviour

4.42 Questions 15-18 of the Penwith household survey (Appendix B) asked respondents a series of qualitative questions about Penzance town centre. Question 15 found that 40% of respondents in the survey area considered Penzance to be their main centre. Broken down into individual zones, Penzance is the main centre for 97% of Zone 1 residents, 40% in Zone 2 (St Ives), 28% in Zone 3 (Hayle), 62% in Zone 4 (Marazion) and 93% in Zone 6 (Lands End).

4.43 The survey has found that the key positive aspects about Penzance town centre are its convenience/proximity to home, selection of multiple and independent shops and coastal location. Dislikes include traffic congestion, unattractive environment and perceived difficulty in parking.

Suggested improvements by survey respondents include the need to attract larger retailers, plus improvements to the choice of multiple and independent shops.

4.44 Shopping patterns associated with Penzance are summarised in the next section of this report.

State of Town Centre Environmental Quality

4.45 Having regard to the state of the built environment within Penzance town centre, the most useful source of information is a historic characterisation report prepared by Cornwall County Council in September 2003. This report divides the central parts of Penzance into nine different areas, five of which lie within (wholly or in part) the defined town centre area within the Local Plan. We set out below a summary of the characteristics of these areas, along with the recommendations of Cornwall County Council regarding the future regeneration of these areas:

- **Market Core** - This area encompasses the eastern parts of Alverton Street and connections with Market Jew Street and Queen Street. It is a busy historic commercial and market focus and the meeting and crossing point of the town's main streets. The area is made up of several linked strongly enclosed places with a diverse collection of substantial historic commercial and public buildings. The characterisation report indicates the need to maintain the historic fabric within this area, along with enhancing the permeability and public realm and the need to reassert the role of this area as the central hub for the town centre.
- **Market Jew Street** – Market Jew Street is a late mediaeval expansion from the market core which is now Penzance's main shopping area, close to the main car park and bus and railway stations. It has striking townscape qualities dominated by the façade of Market House at the head of this rising street. The characterisation report notes that despite the lively atmosphere and high quality of overall townscape, much of this street has been poorly rebuilt in the later 20th Century and can be under-used and empty outside normal shopping times. It also suffers from traffic congestion which has major effects on the movement of pedestrians on its narrow pavements. As a result, the characterisation report identifies the need to reinstate character and quality along Market Jew Street, plus increasing evening and Sunday activity and resolution to the current vehicle pedestrian conflict.
- **Chapel Street** – This area lies in the southern part of the defined town centre area and exhibits extraordinarily fine historic streetscape with an assemblage of historic buildings of very high distinction and charm. Chapel Street was formerly one of the main axes of the mediaeval town and now presents one of the quieter areas within the town centre underpinned by a range of predominantly quality uses (including specialist retailers and antique shops).
- **Causewayhead** – This is a lively pedestrianised shopping street with some of the best surviving historic shop fronts in Penzance. There is a diverse range of building styles and heights but the street overall offers a strong sense of enclosure. The characterisation report identifies the need to increase the use of ancillary buildings and spaces within this area,

enhance the public realm, improve access and productivity, plus maintain the historic fabric along Causewayhead.

- **The Back Streets** – Surrounding the Chapel Street and Market Jew Street areas, the characterisation report has identified a number of secondary street surrounding the historic core which are mostly narrow and strongly enclosed, with buildings reflecting mixed residential commercial and small industrial uses. Parts of these areas are under-used and in need of repair and the characterisation report identifies the need to improve pedestrian links and activity, promote appropriate conversion and development and increase the occupation of under-used buildings.

Conclusions

4.46 Overall, we consider that Penzance has a healthy town centre which provides a wide range of shops and services for the local population in the town and also attracts regular visitors from across the District. The financial aspects of the town centre's performance appear to be at consistently good levels, whilst demand from retailers and service operators is at one of the highest levels in Cornwall. Penzance does have a lower than average proportion of food and drink outlets and there is some support from the local population for these uses to increase. Vacancies in the centre are also low and have fallen considerably over the past year. Therefore, we are able to confirm that Penzance is maintaining its role as the dominant centre in Penwith and is comfortably at the higher end of the second-tier of larger centres in Cornwall.

Hayle Town Centre

Structure of the Town Centre

4.47 Hayle is located on the north coast of Cornwall. The town and harbour have grown around the Hayle Estuary situated at the south of St Ives Bay, with the long linear urban area of modern Hayle concentrated around the earlier settlements of Foundry, Penpol, Copperhouse and Phillack. The main A30 trunk road skirts the southern margins of the town and the main London to Penzance railway line also runs through Hayle, with a branch line from nearby St Erth to St Ives. Since the early years of the 20th Century, Hayle has experienced considerable industrial decline with an associated legacy of derelict sites and ailing port facilities. The town now suffers from serious economic and social deprivation and is a priority for strategic spatial investment. The future of the harbour area will be the key driver for the regeneration of Hayle.

4.48 Within Hayle, the adopted Local Plan defines two Town Centre Areas: along the eastern side of Penpol Terrace in the Hayle Foundry area (opposite the harbour area) and along Fore Street, Market Square and Copper Terrace in the Copperhouse area. The Local Plan does not identify any primary shopping areas in Hayle. Within Hayle, there is one significant allocation retail-related allocation in the Local Plan, within the harbour area. Policy TV-D of the Local Plan allocates the South Quay / Foundry Yard, North Quay and East Quay areas for a mixture of uses including Classes A1, A2, A3, B1, B2, B8, C1, C3, D1 and D2. Part of this area, known as Foundry Farm, has already been developed. In terms of any proposed retail uses within this area, the Local Plan requires new provision to be integrated with the existing Foundry part of the defined Town Centre Areas. A further discussion on the retail and leisure development potential of the Hayle harbour area can be found later in this report. In addition to the main harbour allocation, the adopted Local Plan allocates an area of land to the south for a heritage centre, craft workshops and ancillary retail outlets some of which have been developed.

Diversity of Uses

4.49 Information on the diversity of uses within the defined Town Centre Areas in Hayle has been obtained from Penwith District Council and updated by GVA Grimley. This information indicates composition of the centre is as follows:

Table I: Retail Composition of defined Town Centre Areas in Hayle, 2007

Sector	2007		Selected Cornwall Average %	UK Average %
	No. of Units	%		
Convenience	12	12.6	9.3	9.1
Comparison	38	40.0	52.9	45.8
Service	36	37.9	29.0	33.0
Vacant	7	7.4	8.0	11.7
Miscellaneous	2	2.1	0.8	1.3
Total	**95**	**100**	**100**	**100**

Source: Penwith District Council and GVA Grimley. Figures may not add due to rounding

4.50 The above analysis indicates that there is a reasonably wide range of retail and service facilities in Hayle, although the total number of units is under one third of the total number in Penzance town centre. Convenience retail uses currently comprise around 12% of all units within the centre, which is higher than the national and Cornish averages. 40% of all units within the defined Town Centre Areas in Hayle are devoted to comparison retailers, which is below both the Cornwall and UK averages. Almost 40% of units within Hayle are occupied by service uses, which is above the national and Cornish averages.

Retailer Representation

4.51 The vast majority of retailers and other businesses in both parts of the defined Town Centre Areas in Hayle are local and independent operators. Multiple retailers and service providers that do exist include Spar, Lloyds Bank, Alliance Pharmacy, Forbouys Newsagent and Moss Pharmacy. There is also a Co-op store within the Copperhouse defined town centre, which extends to 995sq m net and sells a moderate range of fresh, frozen and pre-packaged convenience products. The store is observed to be a popular shopping destination and is served by a large surface level car park.

4.52 Outside of the town centre, there is a Lidl store, extending to 871sq m net, located on Carwin Rise. Like the Lidl store in Penzance, the Lidl in Hayle sells a moderate range of deeply discounted convenience products and permission exists to extend this store. In addition, on the edge of the urban area of Hayle, the West Cornwall Retail Park has recently been developed, adjacent to the A30 on a site which has a long history of retail planning permission. The retail park contains Boots, Next and Marks & Spencer units, with the M&S incorporating a 465sq m foodhall. Because this study was undertaken at a time when the Boots and Next were already open and the M&S store had just commenced trading, it is not possible to provide a definitive picture of the impact (either positive or negative) which this development has had on Hayle and other towns in Penwith. Nevertheless, despite no survey information to provide clear guidance, it is our view that the West Cornwall Retail Park will increase the number of people shopping in Hayle, due to the nature and identity of retailers present, although we are not able to predict what impact it has had on the defined centres in Hayle.

4.53 The Focus database does not indicate that there are any known retailer requirements for Hayle, although this should not be taken as a firm indication that there is no commercial interest in Hayle.

Proportion of Vacant Street Level Property

4.54 Vacancies in the defined Town Centre Areas in Hayle comprise 7% of all units, which is well below the national average and slightly below the average for selected Cornish town centres. The majority of vacancies can be found within the Fore Street / Market Square area, suggesting that the Copperhouse area may well be more attractive to retailer and other operators.

Pedestrian Flows

4.55 As part of our surveys of pedestrian flow, separate data for the Foundry and Copperhouse areas of Hayle was obtained through surveys in August 2007 and is summarised at Appendix C. The data at Appendix C indicates that both areas were found to exhibit reasonably high levels of pedestrian flow, although the Copperhouse area was found across Thursday and Friday’s surveys to have higher levels of footfall.

Accessibility

4.56 A number of bus services run through both defined shopping centres in Hayle and provide relatively high frequency services which link these areas to Penzance, St Ives, Camborne, Redruth and Truro. The main railway station in Hayle is also within easy walking distance of the Foundry defined shopping area, although not all trains using this line stop at Hayle.

4.57 Both on and off street parking is available within the Foundry and Copperhouse areas, including the Co-op car park and Foundry Square. There are 57 long stay spaces in Foundry and 89 long stay spaces in Copperhouse.

4.58 A key element of the wider regeneration efforts being led by the public sector in Hayle is the waterside walkway scheme. The walkway seeks to provide a pedestrian link along the south side of Copperhouse Pool and will form a circular route to strengthen links between different parts of the town (including the harbour development).

Customer Views and Behaviour

4.59 Shopping patterns relating to Hayle area dealt with in the next section of this report and we set out below a summary of local residents' attitudes towards Hayle town centre:

- Just 7% of survey respondents in the study area suggested that Hayle was their main centre. The majority (56%) of these respondents came from Zone 3 (the zone in which Hayle lies), although 20% of respondents from the St Ives/Carbis Bay area stated that Hayle was their main centre.
- Key issues given by survey respondents regarding Hayle were its coastal location, range of multiple and independent shopping facilities and parking arrangements. The range of multiple and independent shopping facilities, plus ease of parking, were highlighted as both positive and negative factors, although a higher proportion of respondents suggested these were negative factors.
- A range of potential improvements to Hayle were given by survey respondents, including the introduction of a larger supermarket, improved choice of multiple shops and development of new shopping facilities and more parking spaces.

State of Town Centre Environmental Quality

4.60 In recent years, Hayle has benefited from improvements to its townscape through grant-aided investment, including the Hayle Townscape Initiative. Cornwall County Council have also prepared an historic characterisation report for Hayle with the central parts of the town split into four character areas which are summarised below:

- **Copperhouse** – Copperhouse is the commercial heart of Hayle and retains a market house of 1839 and a good collection of 19th Century shop fronts. Historically an intensely industrial area, this use has reduced over time but an industrial character is retained in the surviving elements including the canal and dock, the continued warehouse/manufacturing use of the former industrial site and in the strong grid pattern of industrial housing on the land rising to the south of Copperhouse Pool. The historic characterisation report identifies the need to enhance and better define the key urban spaces within Copperhouse along with the enhancement of the special character of the area through public realm improvements.
- **Foundry** – Foundry Square forms the most impressive urban set piece of the town. The scale and detailing of the surrounding architecture displays a grandeur and distinctly urban character not matched to the same extent elsewhere in Hayle. Foundry forms a secondary commercial focus in the town, particularly important for banks, post office, cafés and local shops. The important remains of the foundry complex represent the best surviving industrial group in the town and one of the best in Cornwall. The international importance of Harvey's Foundry makes the survival and ongoing regeneration of the complex all the more important in the context of Cornwall's world heritage status. However, the foundry complex has been derelict and under-used for a long period of time and the Foundry Square area is dominated by traffic.

There are also a number of inappropriate buildings that detract from the quality of the townscape and public realm treatment of this area is often low quality.

- **The Harbour** – The harbour has in the past been the economic powerhouse of the town. The estuary was the reason the industrial companies established here and therefore the reason the town developed here. The estuary and the three channels that flow into it at this point have been extensively manipulated and modified with the extensive engineering that has gone on to create the current arrangement of quays and wharfs, canal channels, sluicing ponds and causeway roads. The harbour complex is a remarkable piece of engineering and this area is the focus for the regeneration of Hayle.
- **Penpol** – This area forms a middle ground between the two historic settlements of Copperhouse and Foundry. An 18th Century focus around Merchant Curnow's Quay is located at the west end of Hayle Terrace. Mid-19th Century terraces built for the professional classes were developed here to take advantage of the picturesque views over the harbour.

Conclusions

4.61 Historically, Hayle has experienced decline associated with its industrial and maritime sectors. As a result, this has led to low levels of growth within the retail and commercial sector in the two defined centres of the town and Hayle occupies third position some way behind St Ives and Penzance in the District's retail hierarchy. Retail and service uses within Hayle are dominated by local independent operators, although there are a handful of multiples including a modest Co-op store in the Copperhouse area which caters for top-up food shopping and some main-food requirements. The retail and service provision within Hayle is very linear in layout which can act as a barrier/constraint to the attractiveness of the two defined centres. Vacancies in Hayle are considered to be low and are below the national average. In recent years, a retail park has been developed on the edge of the town and this has introduced three national retailers into the town. At the time of writing this report, it is probably too early to predict whether the retail park will have a positive benefit on the defined centres (through linked trips) although it is likely to boost the level of expenditure which will be directed to Hayle overall. Overall, we have not highlighted any significant weaknesses with the health of Hayle, although it is clear that the centres in the town are under-performing compared to other nearby centres.

St Ives Town Centre

Structure of the Town Centre

4.62 St Ives is one of the premier holiday destinations in Cornwall and is nationally and internationally recognised for its artistic traditions and community, including a succession of well known artists who over the last century have lived, worked and exhibited in the town. This aspect of the town has been significantly reinforced by the opening of the Tate St Ives Gallery in 1993. Situated on the north coast of the far west of Cornwall, it plays a significant role as Penwith District's second largest town with a population of 11,000 in 2001 and has a significant attraction to the District.

4.63 The town provides a range of basic services to its population and surrounding area, but tourism is the mainstay of the economy. Although there are no definitive figures for the number of visitors to St Ives, the Cornwall Visitor Survey in 2002/2003 showed that 30% of visitors to the county plan to visit the town, making it the most popular destination for visitors to the county alongside the recently developed Eden Project. The popularity of St Ives has led to an estimated 160 shops and galleries in the main retail area and the importance of tourism to the town is reflected by the number of outlets catering for the leisure market and many retail outlets claim to make 60-70% of their annual turnover between July and September. The night time economy is also an important sector within the town and there are approximately 65 restaurants, pubs and cafés in St Ives.

4.64 The Local Plan proposals map identifies a large Town Centre Area within St Ives which extends around St Ives Bay from Chapel Street and Tregenna Hill in the south to Porthmeor Beach to the north. The major concentration of retail and other commercial uses are within the central and southern parts of this area, with the northern parts characterized by a higher incidence of residential uses and the Tate St Ives Gallery. The adopted Local Plan proposals map also identifies a primary shopping area, which covers High Street, Tregenna Place and Fore Street.

Diversity of Uses

4.65 Information on the diversity of uses within the town centre boundary has been obtained from Experian Goad and updated by GVA Grimley. A copy of the updated Goad Plan is contained at Appendix F. This information from Experian Goad indicates composition of the centre is as follows:

Table J: Retail Composition of St Ives town centre, 2006-2007

Sector	2006		2007		Selected Cornwall	UK
	No.	%	No.	%	Average %	Average %
Convenience	20	12.3	20	12.3	9.3	9.1
Comparison	90	55.2	88	54.0	52.9	45.8
Service	42	25.8	43	26.4	29.0	33.0
Vacant	10	6.1	11	6.7	8.0	11.7
Miscellaneous	1	0.6	1	0.6	0.8	1.3
Total	**163**	**100**	**163**	**100**	**100**	**100**

Source: Experian GOAD and GVA Grimley. Figures may not add due to rounding

4.66 The above analysis indicates that convenience uses within St Ives have remained static over the past year and comprise 12% of all units in the town centre. This is substantially above the national average proportion for such units of 9%. Comparison units in St Ives town centre have fallen slightly over the past year and comprise 54% of all units. However, this percentage is still substantially over the national average and also over the Cornish town centre average. There has been a small increase in the total number of service uses in the centre over the past year and services now occupy 26% of all units and may be a product of the restrictive policies pursued by PDC in recent years. This is below the national and Cornish averages for service uses in town centres, however the seasonality of some of the town centre uses in St Ives will impact on these figures.

4.67 Within tables C and D earlier in this section, a comparison between multiple and independent outlets in Penzance and St Ives, compared to a selected Cornwall average, was conducted. This analysis indicates that St Ives has a much higher number of multiple convenience retailers than Penzance and other Cornwall towns, but a lower level of multiple comparison outlets. The proportion of multiple service outlets, plus independent convenience and services outlets, in St Ives are comparable to Penzance.

Retailer Representation

4.68 In line with its lower number of total retail and service units than Penzance, the number of multiple operators is also lower in St Ives although they occupy a similar proportion of total units. The multiple comparison retail outlets that are present include Woolworths, Threshers, Boots, Edinburgh Woollen Mill, Fat Face, plus a number of the high street banks and building societies. In terms of convenience retailing, multiple provision in the town centre is small scale, comprising a range of butchers, newsagents, greengrocers and bakeries, plus two small Co-op stores, all of which are clearly orientated towards the top-up food shopping sector. Convenience retail provision in the St Ives area is dominated by the Tesco store in Carbis Bay and the characteristics of this store are summarized later in this section.

4.69 Apart from existing retailers and service providers in St Ives, we have consulted the Focus database and the table below lists the known requirements for additional floorspace in St Ives. The table indicates that there are 15 requirements totalling between 2,536 sq m and 6,963 sq m gross floorspace. It should be noted that one of larger requirements for St Ives is from Fopp record shops, which has recently gone into administration and therefore may not be genuine requirement going forwards. All requirements have stated a preference for town centre locations, apart from two which are flexible between town centre and out-of-centre.

Table K: Retailer Requirements for St Ives (August 2007)

Operator	Sector	Location	Size of Requirement (sq ft)
Ask	service	Town centre or out-of-centre	2,500 – 5,000
Bon Marche	comparison	Town centre	2,500 – 3,500
British Heart Foundation	comparison	Town centre	600 – 1,200
Clic Sargent	comparison	Town centre	600
Country Casuals	comparison	Town centre	800 – 1,200
Dominos Pizza	service	Town centre	1,000 – 1,200
Fopp Records	comparison	Town centre	2,000 – 10,000
Intek Communications	comparison	Town centre	250 – 1,000
JD Wetherspoon	service	Town centre or out-of-centre	4,000 – 10,000
Julian Graves	convenience	Town centre	500 – 2,000
Morris Pasties	convenience	Town centre	300 – 750
Original Factory Shop	comparison	Town centre	5,000 – 20,000
Pizza Express	service	Town centre	1,750 – 5,000
Superdrug	comparison	Town centre	3,000 – 8,500
Zizzi	service	Town centre	2,500 – 5,000
Total			**27,300 sq ft – 74,950 sq ft gross**

Source: Focus Database, August 2007

Proportion of Vacant Street Level Property

4.70 Our survey of the retail composition of the town centre indicates that 6.7% of all units within the centre are currently vacant, which is a small rise from 6.1% in 2006. Vacancies are spread throughout the centre and we have no particular concentrations of vacant properties, although they do tend to occur at the periphery of the centre. In terms of size, vacancies tend to be smaller than the average size of unit in St Ives town centre and may not be attractive to retailers and service providers wishing to locate in the town.

Pedestrian Flows

4.71 Our survey of pedestrian flows in August 2007 collected footfall data at four separate locations within St Ives town centre: Market Place, Fore Street, High Street and Tregenna Hill. The data summarised at Appendix C to this report indicates that Market Place within the town centre has the highest recorded levels of pedestrian footfall, only slightly below the levels of footfall experienced within the western part of Market Jew Street in Penzance. Whilst lower than the busiest parts of Penzance, the levels of pedestrian footfall within St Ives are considered to be very high given the narrow and tight street pattern of the town which provides for a congested atmosphere particularly during the Summer holiday months. Our survey also recorded very high footfall levels along Fore Street and High Street and even the more secondary area of Tregenna Hill was able to outperform comparable areas within Penzance. Given that these surveys were undertaken within the Summer months, the flows recorded at Appendix C are likely to represent the peak footfall levels in St Ives and, in our opinion, may well vary more widely throughout the year than footfall in, say, Penzance due to St Ives' reliance on the tourist industry.

Accessibility

4.72 Car parking in St Ives is available at the following locations, which during the peak holiday months can become very congested:

- Barnoon – 214 spaces
- Porthmeor – 36 spaces
- Station car park – 198 spaces
- Sloop car park – 36 spaces
- Island car park – 151 spaces
- Trenwith – 985 spaces
- Park Avenue – 76 spaces
- Porthgwidden – 103 spaces
- Wheal Dream – 22 spaces
- Westcotts Quay – 7 spaces
- Smeaton's Pier – 30 spaces

4.73 The railway station in St Ives is located a short walk to the south of the town centre and provides half-hourly services which link the town to St Erth to the south, when changes can be made to the main line between Penzance and areas to the east.

4.74 A regular bus service visits St Ives (via Carbis Bay), which links the town to Hayle, Camborne, Redruth, Penzance and Truro. Due to the narrow street pattern, the service stops close to the railway station. There are also other bus services which link St Ives and Carbis Bay to the various holiday parks and camps in the local area.

Customer Views and Behaviour

4.75 Only 1% of survey respondents, stated that St Ives/Carbis Bay was their main centre, the majority of which reside in the local area (Zone 2). The key positive attributes stated by survey respondents about St Ives/Carbis Bay were its coastal location, selection of independent shops, friendly environment and proximity to home. Dislikes about St Ives/Carbis Bay include difficultly parking, poor pedestrian environment, crowded town centre and traffic congestion. Potential improvements to the centre stated by survey respondents were: improved range of multiple and independent shops, more short and long stay parking spaces and improvements to pedestrian safety.

State of Town Centre Environmental Quality

4.76 An historic characterisation for St Ives has been prepared by Cornwall County Council and published in September 2005. The characterisation report splits the central and coastal parts of St Ives into six character areas, two of which are relevant to this review of the health of the town centre:

- **Mediaeval Commercial Core: Church, Market Place and Fore Street** – Historically, this is the town's primary urban area with church, market place and main commercial street. Its urban pre-eminence weakens with the 19th Century rise of the rest of the commercial town (see below) and the late 20th Century tourism magnet of the harbour. There is a distinct difference in character between the northern and southern ends of Fore Street with the southern end sharing more of the character of the 19th Century civic urban rebuilding of High Street and Tregenna Place and Hill and the northern end retaining more of the earlier built fabric and smaller scale of the 17th Century.

- **Late 19th Century Commercial Core** – The predominant character of this area derives from its development as the civic, institutional and commercial centre of the town during the late 19th Century. Architecture here reflects this redevelopment with many formally designed urban buildings and polite architecture sited here. However, the area also retains some sense of the smaller scale of originally residential vernacular buildings of the late 18th and early 19th Century periods. Traffic levels in this area have a negative impact on the pedestrian experience and the area also contains a number of inappropriate main modern buildings that detract from the quality of the streetscape.

Conclusions

4.77 St Ives is one of the most popular destinations for visitors to Cornwall and this status is reflected in the level and range of retail, service and commercial uses which are present in the town centre and the level of pedestrian footfall. The number of units and total level of retail and commercial floorspace is well above the level which would be expected for a town of this size, which is mostly due to the contribution to the local economy of tourism expenditure. Vacancies within the centre are consistently low (and comparable to levels experienced in Penzance) and there is a significant demand from retail and service operators which does not appear to be capable of being met within the current structure of the town centre. Overall, we can conclude that St Ives is a very healthy centre, which has increased its financial performance and attractiveness through an increasing appeal to the tourism industry.

Newlyn

4.78 Newlyn is located immediately to the south of Penzance and forms an extension to the Penzance urban area. The adopted Local Plan does not define a Town Centre Area within Newlyn and the majority of retail and other commercial uses are located along New Road, the Coombe, Fore Street and the Strand.

4.79 Newlyn is recognised as a key fishing port in England and Wales and the local area is heavily dependent on the fishing industry which currently sustains over 50% of the employment in Newlyn in the form of fishing crew, fish processing and merchants. As a result of this importance, a Newlyn Regeneration Strategy has been prepared which outlines a package of measures to regenerate Newlyn for the benefit of local residents and businesses. As part of this strategy there is a proposal to create a mixed use harbour development which will secure Newlyn as a best practice commercial fishing facility whilst building on its maritime heritage to create a vibrant tourism and leisure venue. These improvements are likely to have a direct effect on the function and content of town centre facilities.

4.80 Data from Penwith District Council indicates that the following composition of retail and service uses in Newlyn can be found:

Table L: Retail Composition of Newlyn, 2007

Sector	2007	
	No. of Units	%
Convenience	13	30.2
Comparison	16	37.2
Service	12	27.9
Vacant	1	2.3
Miscellaneous	1	2.3
Total	**43**	**100**

Source: Penwith District Council. Figures may not add due to rounding

4.81 The above information indicates that there is a good spread of convenience, comparison and services in Newlyn, with comparison being the largest sector. There is only one apparent vacancy in Newlyn, indicating that there is a good demand for commercial premises in Newlyn and/or where vacancies do arise they are converted to other non-retail uses. The majority of retail and service uses in the centre are local independent retailers, apart from a Co-op and Barclays Bank units. The Co-op extends to 200sq m net and sells a limited range of pre-packaged and fresh groceries, catering for the top-up food shopping sector. Car parking in Newlyn is provided at Porthrepta Road, plus Duke Street (25 spaces) and St Peters Hill (50 spaces).

4.82 Overall, Newlyn offers a limited selection of retail provision which serves the day to day needs of the local population and the employees of local businesses and, as a result, serves a complementary role to nearby Penzance.

Carbis Bay

4.83 Carbis Bay forms part of the wider St Ives urban area and lies to the south of St Ives town centre. Carbis Bay is essentially residential in nature and has very few retail uses, although it does posses the largest single retail unit in the local (St Ives) area: a Tesco supermarket located just off St Ives Road. The store extends to 1,578sq m net and sells a wide range of pre-packaged, fresh, refrigerated and frozen grocery goods, plus newspapers and magazines and beers/wines/spirits. The store is served by a large surface level car park. Apart from the Tesco store, data from Penwith District Council indicates that there are a small number of other use in the local area, including a bridal store, public houses, post office, estate agents, hair salons, a Barclays Bank, a Costcutter convenience stores, Laundrette, pharmacy and a small number of restaurants. There is a large PDC operated car park at Porthrepta, which is divorced from the centre. From observation, these stores serve some of the day-to-day needs of the local Carbis Bay/St Ives population.

5. ASSESSMENT OF NEED FOR ADDITIONAL RETAIL AND LEISURE FLOORSPACE IN PENWITH DISTRICT

Introduction – Retail Uses

5.1 A key element of the evidence base for the Penwith Local Development Framework prepared by PDC is the assessment of need and capacity for additional retail and leisure development in Penwith District. PPS6 (2005) notes that need assessments for a development plan document period should be carried out as part of the plan preparation and review process, and updated regularly. Local need assessments carried out by local planning authorities should take account of the strategy for the region's centres set out in the Regional Spatial Strategy, as well as the catchment areas of each of their centres outside their boundaries which extend into their area, rather than merely focusing on centres within the authority's administrative boundaries. It is also considered that the assessment of need will play an important role in determining the appropriate scale of development in particular centres and also when reviewing all existing allocations for retail development.

5.2 In the analysis which follows, quantitative and qualitative factors are considered in turn, both if which form the basis of more detailed assessment of need, and securing the appropriate scale of development in particular centres, through the life of the Penwith LDF.

Quantitative Need – Retail Uses

Introduction

5.3 In this section we establish the current performance of town centre and out-of-centre retail provision in Penwith, as the basis for a forecast of the need for further retail floorspace to the period 2021, with an overview to 2026. The quantitative analysis statistical tables accompanying this assessment are attached at Appendix D.

5.4 We have used a conventional, widely accepted step by step methodology which draws upon the results of Penwith Shopping Survey of existing shopping patterns to model the existing flow of expenditure for each retail destination. In the analysis which follows we have used the following step by step approach:

- Step 1: Definition of an appropriate geographical area of analysis for the quantitative assessment, hereafter know as the Study Area.
- Step 2: Calculate the current (2007) population and expenditure available within the Study Area and forecast future population and expenditure growth over a specific period. In this instance, we have used the period up to 2021, with an overview to 2026.

- Step 3: Calculate the levels of convenience with comparative expenditure flowing to stores and centres within the Study Area, using a market share analysis, based on the results of the Penwith Shopping Survey undertaken by NEMS market research.
- Step 4: In order to assess the quantitative need for additional retail floorspace, we have used a market share approach. This involves the assumption that retail floorspace within towns in Penwith District and the other town centres will achieve a particular market share of available retail expenditure within the study area as a whole. This assessment is able to model changing forms of retail provision, including possible increases within or decreases in trade or follow the implementation of committed retail schemes.

5.5 In the analysis which follows, the following assumptions and data sources have been used:

- All monetary values have been indexed to 2005 prices.
- Having regard to best practice, the assessment has been carried out on a goods basis, rather than a business basis. This method of assessment matches guidance contained within PPS6.
- Data on current shopping patterns has been derived from the Penwith Shopping Survey 2007 (contained at Appendix B).
- The Study Area for the assessment has been set to match the Penwith Household Survey Area. However, an allowance has also been made for net inflow of expenditure into the Study Area, which is described in more detail later in this section. Population for the Study Area has been derived from Experian Business Strategies data, which is based on the results of the 2001 Census and projected forward using data provided by the Office of National Statistics (ONS) and Penwith District Council.
- Per capita retail expenditure for convenience and comparison goods has been derived from a series of retail planning reports provided by EBS and projected forward using information within the EBS publication Retail Planner Briefing Note 4.0 (October 2006). Information from these documents provides expenditure based on local circumstances with local socio-economic characteristics. Account has also been taken of special forms of trading within the survey area and expenditure estimates. The special forms of trading sector includes sales from mail order companies, sales from the internet, market stalls and sales direct from the producer and manufacturer and out allowance for this type of shopping takes account of likely increases in this sector over the lifetime of the assessment. The proportion of expenditure attributed to special forms of trading outlined in the notes to Table 2 (Appendix D).
- When assessing the current trading performance of existing convenience retail facilities, reference has been made to data from Verdict Research and Retail Rankings 2007 edition, with the effect of utilising company performance data for the financial year 2005/2006, this being the latest available year. Estimates of company performance take into account non-store sales, where applicable.

- The quantitative assessment examines retail capacity over the period 2007 to 2021 including interim projections at 2012 and 2016.
- All of the statistical tables referred to in the quantitative assessment are contained at Appendix D.

Study Area Definition, Population and Expenditure Estimates

5.6 In order to provide detailed factual information on shopping patterns in and around Penwith District, we have commissioned a new household interview survey covering 800 households. GVA Grimley designed the survey questionnaire in consultation with Penwith District Council officers and NEMS Market Research (who undertook interviewing and data processing). The survey was jointly commissioned with ING Real Estate, who are promoting a large mixed use redevelopment scheme at Hayle Harbour and also require the results of the household survey in order to inform its own development proposals.

5.7 The area for the household survey has been set to cover Penwith District and parts of surrounding Kerrier District to ensure that all potential regular users of retail facilities in the Penwith towns are included within the survey. The survey area has been based on postal sectors and has been designed to ensure conformity with other household surveys conducted to inform retail studies in Kerrier. The survey area is shown on the plan attached at Appendix A and has been organised to allow each of the main Penwith settlements to be contained within an individual zone.

5.8 The survey results identify shopping patterns for households for both convenience and comparison goods. Where necessary, the survey results have been re-based to remove inappropriate responses, such as internet or mail order shopping. For convenience goods, the household survey includes questions on main food and top-up shopping. The results of the two types of food expenditure were then merged through the application of a weight which reflects the estimated proportion of expenditure accounted for each type.

5.9 The survey also includes seven questions on specific comparison goods types which coincide with Experian Business Strategies definitions of comparison goods expenditure. Comparison shopping patterns are split up in to the following sub-categories:

- Clothing, footwear and other fashion goods.
- Furniture, floor coverings and textiles.
- DIY and hardware products.
- Domestic appliances
- Smaller electrical products.
- Personal and luxury goods.
- Recreational goods.

5.10 As noted within the previous section, the Study Area has been broken down into 8 constituent zones, based on postcode sector areas. Population projections for these 8 zones are contained at Appendix D, Table 1.

5.11 Population data has been obtained from Experian Business Strategies at the postcode sector level and has been projected forward on the basis of the following information and assumptions:

- Zones 1-4 & 6 of the study area broadly fall within the Penwith District administrative boundary. Data from the latest ONS 2004 sub-national population projections indicates an increase of 437 persons per annum in Penwith District up to 2021 and, therefore, we have applied this projected growth rate for Zones 1-4 & 6. For Zones 5, 7 & 8 we have relied upon population projections from EBS.
- Once the District-wide population growth rate has been set (for Zones 1-4 & 6), we have then considered how the growth should be apportioned between Zones 1-4 & 6. Using past and future house building projections from PDC we have split the global growth rate between individual settlements.
- Information on the District-wide growth rate and apportionment of this rate between individual settlements is clearly set out in the notes to Table 1 at Appendix D. Should housing growth patterns change in the future then this analysis can be easily amended.

5.12 In Table 2, the per capita expenditure figures obtained from EBS are broken down into convenience and various sub categories of comparison goods. For each goods category account has been taken of special forms of trading (internet, catalogue and mail order shopping) and future growth and expenditure (per annum), both of which are derived from the latest guidance published by EBS in October 2006. Individual rates for future projections and special forms of trading are contained in the notes to Table 2. It should be noted that the expenditure projections provided by EBS are for the period up to 2015. However, in the absence of further long term projection data, we have also applied these projections to the period 2015 to 2021 and therefore expenditure and turnover projections post 2015 should be treated with a degree of caution. Indeed, it would be appropriate, in any event, to review these expenditure figures of part of a wider review of the retail study at regular period and we recommend reviews after every five years.

5.13 The project brief issued by PDC also asks for this study to provide an overview between 2021 and 2026. Given the uncertainty over both expenditure and population forecasts in the medium to longer term, a separate commentary is provided at the end of this section on this issue.

5.14 By combining the population of per capita expenditure rates, Tables 3a to 3g set out the total retail expenditure within the study area by goods type. Table 3a estimates that convenience retail expenditure within the study area is expected to grow by £19m over the period of 2007 to 2012. Between 2007 and 2021, convenience expenditure within the study area will grow by £56m. In relation to total comparison goods expenditure in the study area, Tables 3b to 3g indicate a current level of £456m at 2007, which will rise to £570million by 2012 and £863million by 2021.

Existing Flows of Retail Expenditure

5.15 The next stage of the quantitative assessment is to estimate current flows of retail expenditure within and surrounding Penwith District. Separate flows for convenience and comparison retail expenditure are provided and seven sub-categories of comparison goods expenditure have also been examined (to match the questions used within the Penwith Shopping Survey).

5.16 Tables 4 and 5 at Appendix D set out the correct market share and turnover of convenience goods retail facilities in each of the settlements, indicating the level of expenditure which is drawn from each of the 8 survey zones to the different towns. When analysing convenience shopping habits, the household survey has obtained patterns of main food and top-up food shopping and applied these to available convenience goods expenditure within each zone. In order to gain the most accurate estimate of expenditure flows, the proportion of total convenience goods expenditure flow to main and top-up food shopping destinations has been weighted for each zone according to the results from Question 5 of the Penwith Household survey.

5.17 Table 5 indicates the amount of convenience goods expenditure that facilities in each of the town centres currently attract per annum, and splits this between the individual stores. The analysis at Table 5 indicates the amount of turnover which is derived from both main food and top-up shopping trips. Table 5 also provides a comparison of the financial performance of the town centre stores in contrast to the out-of-centre supermarkets.

5.18 Table 5 provides the following information regarding the flows of convenience goods expenditure in and around the main settlements in Penwith District *(NB: The figures given below are turnover levels derived from the study area and further allowance may need to be made in order to estimate the total turnover of individual centres):*

- Table 5 indicates that Penzance attracts some £61m of convenience goods expenditure from the study area, over half of which derives from Zone 1 (the zone in which Penzance sits). Significant levels of expenditure are also drawn from the Land's End (Zone 6), Marazion (Zone 4) and Hayle (Zone 3) areas. The best performing stores in Penzance are the Morrisons and Tesco stores with annual study derived turnovers of £19.9 and £22.2m respectively. Elsewhere, the Co-op stores in the town centre have a turnover of £5.8m, whilst the Co-op in Wherrytown has a turnover of £1.6m. The Iceland store in the town centre has a study area derived turnover of £1.9m, with other stores in the centre having a collective turnover of £5m. £2.8m of expenditure is also flowing to convenience facilities in Newlyn.

- Table 5 indicates that convenience facilities in Hayle collectively attract £13.2m of convenience goods expenditure from the study area. Table 5 indicates two Co-op stores, although these references are likely to refer to the single Co-op store in the Copperhouse area, suggesting an overall annual turnover of £8.6m. In addition, a further £2.6m is flowing to the out-of-centre Lidl store and a further £1.9m to other convenience facilities in the town.

- For St Ives and Carbis Bay, Table indicates a total convenience goods turnover of £8.6m. The majority of this expenditure (£5.3m) is flowing to the Tesco store in Carbis Bay, although a comparison between this turnover and its benchmark turnover set out in Table 14 of £19m suggests that this store is significantly undertrading. Having regard to our own observations of the attractiveness and trading performance of this store, we consider that the survey results may be under-estimating the actual turnover of this store.

5.19 The above summary and detailed information in Table 5 at Appendix D provides a very useful summary of how individual stores and centres are trading. However, in our experience, the turnover of smaller, more top-up orientated, shopping facilities can in some instances be underestimated by household survey information because of the manner in which this type of food shopping is undertaken (including the number of different destinations used).

5.20 In relation to comparison goods shopping habits, Tables 6 – 12 at Appendix D set out the market penetration rates of existing facilities in the different towns by individual types of comparison goods. Each of these tables then converts the market penetration rates into levels of expenditure flowing to each town centre. Using the results of the Penwith household survey, flows of expenditure within the clothes and shoes, furniture and carpets, electrical, DIY, personal, luxury and recreational goods categories have been examined. We have examined individual types of comparison goods in order to ensure that particular nuances of shopping patterns in and around the individual towns are fully incorporated into the quantitative assessment. For example, the different towns within the District are likely to possess differing roles depending on a number of factors, including: their size, geographical position in relation to other settlement, their influence from tourism and their current size of retail offer.

5.21 By amalgamating flows of expenditure for individual types of comparison goods given in Tables 6 - 12 at Appendix D, Table 13 provides a study area derived comparison goods expenditure for each town in Penwith, including (where applicable) the split between town centre and out-of-centre turnover and the amount of expenditure attracted from individual zones. The study area derived turnover data contained within Tables 6-13 at Appendix D can be summarised as follows:

- Penzance town centre has an annual study area derived turnover of £90.5m, with a further £44m flowing to out-of-centre locations in Penzance. Just over one third of the town centre turnover and half of the out-of-centre turnover is derived from the local Penzance area (Zone 1). Other significant flows of expenditure to retail facilities in Penzance derive from Zones 2 (St Ives), 3 (Hayle), 4 (Marazion) and Zone 6 (Land's End). Out-of-centre retail facilities in Penzance also attract relatively significant levels of expenditure from Helston, Camborne and Redruth. The total turnover of the town centre can be broken down into the following sources:

23% from clothes and shoes, 10% from furniture and carpets, 3% from DIY goods, 17% from electrical products, 25% from personal and luxury goods and 21% from recreational goods. The vast majority of turnover at Penzance's out-of-centre facilities derives from DIY and electrical goods shopping. Assuming that a further £7.4m of comparison goods expenditure flows into Penzance from outside of the study area, Table 15a estimates that Penzance has a current comparison goods average sales density of £6,375/sq m, which we consider to be a healthy level of financial performance for the town and reflective of its status and popularity in the sub-region.

- The analysis at Table 13 indicates that Hayle town centre has a turnover of £4.4m, with a further £1m flowing to out-of-centre stores in the town. The majority of this turnover is drawn from Zone 3 (the zone in which Hayle sits), with smaller amounts of expenditure drawn from Zones 2, 4 and 5. The best performing sectors in Hayle town centre are clothes and shoes, personal and luxury goods and recreational goods, with out-of-centre stores (e.g. Boots and Next) drawing clothing and personal/luxury goods expenditure. Table 15b indicates that this level of turnover, plus an allowance for expenditure inflow, provides a comparison sales density for Hayle £2,200/sq m, which is a moderate level for a town of this size. This sales density may well rise in the future, when the West Cornwall Retail Park reaches a settled trading pattern.

- Table 13 indicates that St Ives and Carbis Bay has an annual study area derived turnover of £3.4m. The majority of this turnover derives from the local area (Zone 2), although further smaller levels of turnover are drawn from the Camborne, Hayle and Land's End areas. Half of this level of turnover spent on personal and luxury goods, with equal (and smaller) amounts of expenditure spent on clothes and shoes, furniture and carpets, DIY goods and recreational goods. Very little expenditure on electrical goods is directed to stores in St Ives/Carbis Bay. For a settlement of this size, the level of turnover attracted from the study area to St Ives/Carbis Bay is considered to be low, although St Ives/Carbis Bay clearly attracts significant levels of expenditure inflow from outside of the study area. Table 15d provides an estimate of this expenditure inflow and suggests that St Ives/Carbis Bay has a total turnover of £7.3m, equivalent to an average comparison sales density of £1,446/sq m. We also consider that this figure may provide an under-estimate of the true financial performance of the St Ives/Carbis Bay area, which will be difficult to accurately predict given the high levels of tourists visiting the town throughout the year. In our view, the turnover level provided within our analysis may well be an under-estimate and further work may be required if a more detailed analysis of St Ives' turnover is required in the future.

Assessment of Baseline Quantitative Need

5.22 Following the establishment of current convenience and comparison store turnovers within each settlement, our quantitative assessment can move forward to the assessment of future retail floorspace capacity. The capacity analysis is presented at Table 16 and 17 at Appendix D and the data contained therein is derived from the previous tables, in particular total available expenditure (Table 3), resident study area derived expenditure for existing convenience and comparison facilities in each of the towns (Tables 5 and 13) and benchmark turnover of existing convenience facilities (Table 14).

5.23 Capacity arises from the difference between expenditure 'flowing' to a centre from within and beyond a catchment area (the total turnover or turnover potential), minus benchmark turnovers calculated (in the case of convenience retail) on the basis of retail company averages.

5.24 Benchmark turnovers are the turnovers which individual facilities could be expected to achieve if they conform to their respective national average company performance. The benchmark turnover levels in Table 14 for individual large convenience operators have been derived from a combination of data and research within Retail Rankings (2007 Edition, published by Mintel) and research data published by Verdict on grocery operators. Where individual benchmark performance levels are not known (e.g. local independent convenience operators) we have applied an average benchmark sales density which is, in our opinion, broadly reflective of retail facilities of this size and type. It should be made clear from the outset that where individual store performances are not known, benchmark levels are our own assumptions. Nevertheless, taking this situation into account, a comparison between Tables 5 and 14 provides an indication of whether individual stores may be either overtrading or undertrading and the current financial performance of centres as a whole.

5.25 In relation to expenditure inflow, we have made an assessment for each centre based on a number of factors: the size of the centre and its retail composition, its likely position and attractiveness in the sub-regional tourism market, plus the contents of a survey undertaken by South West Tourism in relation to expenditure by tourist in Penwith District. The South West Tourism data indicates that in 2003 all tourists spent around £36.8m on shopping in Penwith District. We have translated this base figure into a 2007 based estimate and sub-divided it into convenience and comparison retail expenditure. We then make assumptions about where this expenditure will be flowing, based on the factors outlined above. The expenditure inflow estimate for each centre is clearly shown on the accompanying quantitative need tables.

5.26 A convenience goods quantitative need assessment for each of the main centres are shown at Tables 16a – 16c and the comparison goods assessments are contained at Tables 17a – 17c. A common format is adopted and shows the following information:

- The total level of available retail expenditure within the study area;
- The level of expenditure which each centre attracts from the study area;
- The market share of each centre within the study area
- The level of expenditure inflow attracted by each centre;
- The total turnover of convenience or comparison facilities in each centre, which is a combination of resident's spending derived from the study area plus trade inflow from beyond.

- The benchmark turnover of existing retail facilities in each settlement; and
- A residual expenditure estimate which is the different between the total turnover flowing to retail facilities in a particular settlement between 2007-2021 and the benchmark turnover of those facilities.

5.27 The market share of existing facilities at 2007 within a particular settlement is calculated by comparing the total expenditure levels in Table 3 with convenience turnover levels given in Table 5 or comparison turnover levels in Table 13. It is the proportion of residents' spending attracted from the study area relative to total available expenditure. In other words, it is an aggregate figure derived from zonal market penetration rates. Moving forwards to 2012-2021, we have in the first instance assumed that the market share for convenience and comparison goods shopping in each key settlement remains constant unless there is retail commitment (e.g. extant planning permission or development under construction) which has the potential to affect shopping patterns in individual centres in Penwith. At present, there are two retail commitments which have been taken into account in this baseline assessment of quantitative need: the Marks & Spencer unit at West Cornwall Retail Park (which was not open at the time of survey) and an extension to the existing Lidl store in Hayle. From data obtained from PDC, it is understood that 465 sq m of the M&S unit will be devoted to convenience goods sales and 1,115 sq m will be occupied by comparison goods products. Using sales densities of £9,870/sq m for convenience goods and £7,234/sq m for comparison goods, we estimate a turnover of £12.7m for this unit. Given the scale and type of retailing proposed by the M&S unit, and the likely effect that it will have on shopping patterns in and around Penwith District, we have taken the decision to amend the market shares (for both convenience and comparison shopping) for each of the three Penwith towns to reflect the likely change in shopping flows. For the Lidl extension, we have assumed that the 536 sq m net increase in the store's sales area will include 429 sq m of convenience goods, with a turnover of £1.2m, although no amendments have been made to the market share of Hayle as a result of this scheme.

5.28 However, whilst some changes have been made to the market shares for each of the main Penwith settlements, it should be noted that this baseline quantitative analysis is only the starting point for the assessment of quantitative need for additional retail floorspace in Penwith and further changes to the market share of convenience and/or comparison shopping in a particular town may be warranted as a result of the policy options analysis contained within the next section of this report.

5.29 Towards the bottom of each quantitative need analysis table a residual expenditure figure is provided. Where the residual figure is a positive number, this indicates that a quantitative need potentially exists for additional retail floorspace. Conversely, a deficit (minus figure) indicates that there is a potential oversupply of existing retail floorspace. Where a surplus level of expenditure exists, Tables 16a – 16c convert the residential expenditure level into a floorspace equivalent. In order to accomplish this task an average sales density is used. For convenience goods shopping, a sales density of £10,000/sq m at 2007 is used (projected forwards over the period 2007-2021 assuming annual increases in floorspace efficiency in line with existing retail floorspace). For comparison goods, a density of £5,000/sq m is used (and again project forward over the period 2007-2021 assuming increases in floorspace efficiency). Both of these sales densities are averages and retail performances of individual operators can vary, particularly for convenience goods operators. For example Asda and Tesco and other larger grocery operators have sales densities in excess of £10,000 per square metre. In contrast, smaller discount operators such as Lidl and Aldi have sales densities below £5,000 per square metre. In addition, extensions to existing retail facilities also have individual specific sales density requirements which may, in certain circumstances, be below the normal sales density for a particular operator. Therefore, the sales density figure for new retail floorspace should only be used as a guide and reference should also be made to the residual expenditure figures when the District Council are faced with individual planning application proposals.

Quantitative Need Assessment of the Individual Towns

5.30 On the basis of the above standard (constant market share) methodology, we set out below the results of the quantitative assessment for each centre:

- **Penzance**

  Table 16A indicates that the current market share of convenience retailing in Penzance within the total study area is 24%. Moving forwards to 2012, we have adjusted this market share to take account of the effect that the recently developed West Cornwall Retail Park in Hayle will have on shopping patterns within the districts (23.1%). On the basis of this slightly amended market share for convenience retailing in Penzance, Table 16A indicates that up to 2012 there will not be any residual surplus convenience goods expenditure to support new convenience floorspace in the town. After 2012, small levels of surplus capacity exist by 2016 (£1.3million) and £4.8million of capacity by 2021. Using an indicative convenience goods sales density, the analysis at Table 16A indicates that there will be capacity for around 443 sq m net by 2021. Table 17A indicates that around 30% of all comparison goods expenditure within the study area currently flows to Penzance and we have made a minor downwards adjustment on this market share (at 2012) to allow for the impact of the recently developed West Cornwall Retail Park in Hayle. On this basis, Table 17A indicates that there will be £22.4million of surplus expenditure by 2021, rising to £48million by 2016 and £91million by 2021. Using an indicative comparison goods sales density for this surplus expenditure, Table 17A indicates a potential capacity of 4,153 sq m by 2012, 8,439 sq m by 2016 and 14,739 sq m net by 2021.

- **St Ives**

  Table 16C indicates that at present convenience retailing in St Ives attracts 3.3% of all convenience goods expenditure generated by the study area. By 2012 an adjustment has been made to allow for the impact of the recently developed Marks & Spencer Simply Food unit in Hayle. Table 16C indicates that on the basis of a constant market share over the LDF period there appears to be, in quantitative terms, a significant oversupply of convenience goods floorspace in St Ives, equating to around £15million. Table 17C deals with comparison goods capacity within St Ives over the period 2007 to 2021 but indicates that on the basis of a continuation of the current market share of 0.7% there is likely to be capacity for an additional 161 sq m net by 2012, rising to 373 sq m by 2016 and 685 sq m by 2021.

- **Hayle**

  Table 16B indicates that 5.2% of all convenience goods expenditure generated by the survey area flows to convenience facilities in Hayle. Given that the Marks & Spencer Simply Food retail unit at West Cornwall Retail Park was not trading at the time of the household survey, Table 16B makes a manual adjustment to the market share of convenience shopping in Hayle from 5.2% in 2007 up to 6.6% in 2012 to allow for the trading impact of this facility. On the basis of this revised market share, Table 16B indicates that there will be £7million of surplus expenditure within Hayle by 2012, rising to £8million in 2016 and £9.3million by 2021. We have applied an indicative sales density to this surplus expenditure, which predicts an indicative floorspace capacity of 679sq m by 2012, 762 sq m net by 2016 and 864 sq m net by 2021. In relation to comparison goods shopping in Hayle, Table 17B, like our convenience analysis, makes an adjustment to the market share of comparison shopping facilities within Hayle to allow for the introduction of the Marks & Spencer store at West Cornwall Retail Park which was not trading at the time of survey. We have increased the market share of 1.2% gained from the household survey up to 2% by 2012 to allow for the impact that the West Cornwall Retail Park will have on shopping patterns within the survey area. On the basis of this higher market share we predict that there will be capacity for 105 sq m of additional convenience goods floorspace by 2012, rising to 556 sq m by 2016 and 1,219 sq m by 2021.

5.31 The project brief issued by PDC also asks that the assessment of need for additional retail floorspace in Penwith provided an overview for the period up to 2026. It is our view that an extension of the detailed assessment of retail floorspace capacity beyond 2021 is not appropriate given the growing margins of error in relation to population and expenditure forecasts beyond 2016 and, therefore, even the projections between 2016-2021 can also only be indicative. As advised by PPS6, it is important for local authorities to update need assessments towards the latter part of the LDF period to ensure accurate and robust projections with which to make informed development control and policy choices. Nevertheless, assuming the constant market share scenarios outlined in this section continue in the future, the table below summarises the level of additional floorspace capacity generated between 2021-2026 (beyond the levels indicated for 2007-2021).

Table M: Indicative Further Floorspace Capacity Growth 2021-2026

Centre	Convenience Floorspace Capacity Growth	Comparison Floorspace Capacity Growth
Penzance	+300sq m net	+5,000sq m net
St Ives	-	+300sq m net
Hayle	+100sq m net	+600sq m net

Notes: Based on analysis within constant market share scenario at Appendix D

Qualitative Need – Retail Uses: Identification of Areas of Deficiency

5.32 In terms of the overall assessment of need, the consideration of qualitative factors remains an important contributory element, although the weight attached to this indicator is (in principal) less than quantitative factors. Nevertheless, whilst an assessment of the growth in retail expenditure in the study area can show the levels of expenditure available to support additional retail floorspace in Penwith District, the case for additional provision also relates to providing a good distribution of locations, to improve accessibility for the whole community, and consumer choice is enhanced by making provision for a range of shopping facilities, which allow genuine choice to meet the needs of the entire community. Accordingly, in the assessment that follows, we have considered the following range of indicators:

- Our own qualitative assessment of the range of retail facilities within Penwith District, examining the distribution of locations and access to the whole community;
- Existing shopping patterns of local residents for convenience and comparison goods; and
- The views of local residents in relation to current and future retail provision.

Penzance/Newlyn

5.33 Penzance is the largest retail centre in Penwith and the household survey indicates that it is able to retain high levels of main and top-up food shopping expenditure. The survey indicates that all main food shopping trips generated by local residents in Zone 1 (the zone in which Penzance lies) are retained in Penzance, whilst the town is also able to attract half of main food trips from the Marazion zone (Zone 4) and 87% of main food trips from the Lands End area (Zone 6). The retention levels are unsurprising given the level of convenience retail provision in Penzance, which is dominated by two large out-of-centre stores: Morrisons and Tesco. These stores are complemented by a wide range of smaller independent/niche retailers. The quantitative analysis of convenience shopping patterns indicates that convenience facilities in Penzance are not collectively over-trading and neither are the two large out-of-centre destinations.

5.34 In terms of comparison goods shopping, around three-quarters of locally generated expenditure is retained in Zone 1, which is, in our opinion, a good level of retention for a town of the size of

Penzance. Both town centre and out-of-centre facilities in Penzance are also able to attract significant levels of comparison goods expenditure from across the whole of Penwith District and also beyond the administrative area (from Kerrier District). The household survey results suggest that there is no obvious deficiency in any of the comparison goods sub-categories, with high levels of retention across all sectors. Despite the high levels of retention and good financial performance, there remains an opportunity to improve the quality and range of comparison goods facilities in Penzance and there appears to be public support from the household survey for improved provision of both national multiple and independent retailers. This is also supported by the level of known retail and service operator requirements for Penzance.

St Ives (including Carbis Bay)

5.35 Convenience retail provision in the St Ives / Carbis Bay area has been improved in recent years with the introduction of a new out-of-centre Tesco store. This store provides a different sort of convenience retail offer to that currently available with the centre of St Ives and is able to provide a main food shopping destination for the local population. However, the household survey results indicate that only 37% of main food shopping trips and 51% of top-up food shopping trips (generated by residents of Zone 2) are retained in the local area. As we have already noted, the household may have under-estimated the level of food shopping trips flowing to St Ives/Carbis Bay and it would appear that the majority of the current estimated under trading is due to the attractiveness of the Tesco store. Therefore, we do not consider there to be an overriding qualitative need for additional convenience retail provision in St Ives/Carbis Bay.

5.36 In terms of comparison retail provision in St Ives/Carbis Bay, the results of the household survey suggest a retention rate of less than 10%. Significant leakage of locally generated comparison goods expenditure appears to be split between other destinations in Penwith District and outside of the District boundary. For a town of its size, there is a reasonably high level of comparison retail floorspace in St Ives, although the type of floorspace is clearly orientate towards the tourism market and there appears to be, in our opinion, a shortage of facilities to serve the needs of the local population, hence the large degree of leaked shopping trips. The household survey reveals that shopping on personal and luxury goods is the only sector of comparison goods which St Ives/Carbis Bay is able to attract expenditure and the remainder of comparison goods sub-categories do not contribute to the financial performance of the town. Given the role and status of St Ives, it is also clear that there are a number of retail and service operators who wish to locate in the town.

Hayle

5.37 In relation to convenience goods shopping, the household survey indicates that Hayle is only able to retain one quarter of main food shopping trips from the local area (Zone 3) and around half of top-up food shopping trips. This indicates that there are significant levels of food shopping trip leakage from the local Hayle area and the household survey indicates that these trips flow to Camborne Pool and Redruth and Penzance. This level of leakage appears to be consistent with the level and type of provision which is currently available in Hayle, which at the moment is limited to medium-sized Co-op and Lidl stores. These stores appear to cater for top-up food shopping trips and a small proportion of main food trips, although they are clearly not attractive to the majority of the local population. There is a commitment to extend the Lidl store and part of the Marks & Spencer unit at the West Cornwall Retail Park, both of which are likely to increase the market share of convenience shopping in Hayle, although we do consider that a significant increase in main food shopping trips will be achieved as part of these schemes. On the basis of the survey results and our assessment of existing provision, we consider that there is a qualitative case for improving convenience provision. This is reinforced by the quantitative analysis which suggests that stores in Hayle are currently overtrading and there is noticeable support for improved convenience provision from the results of the household survey.

5.38 Comparison retail provision in Hayle is, like convenience provision, unable to retain a significant amount of trips. The household survey suggests that, at present, existing facilities are only able to retain around 10% of locally generated trips from Zone 3, although this market penetration rate may increase in the future when the Marks & Spencer unit at West Cornwall Retail Park establishes a settled trading pattern and the other (relatively new) Boots and Next units reach a settled trading pattern. Apart from the national multiple retailers present at the out-of-centre Retail Park, Hayle has a relatively low level and range of comparison retail provision. Leakage of comparison goods shopping trips appears to be heading eastwards into Kerrier and Carrick Districts, with Camborne Pool and Redruth attracting bulky comparison shopping trips from Hayle and Truro attracting non-bulky shopping trips. The household survey indicates that there is a public desire to improve the level of shopping facilities in Hayle. Overall, we consider that, on the basis of the survey results, our own assessment of existing provision and the views of local residents, we consider that there is a qualitative need to improve comparison goods retail provision in Hayle, although aspirations to increase retention should be realistic due to the size of Hayle and the continued attractiveness of retail facilities in surrounding settlements.

5.39 The results of the quantitative and qualitative assessments are now taken forward and fed into the policy options analysis.

The Need for Additional Leisure Uses in Penwith District

Current Leisure Usage Patterns

5.40 In order to determine the attractiveness of leisure facilities in Penwith District and the potential need for additional leisure provision over the lifespan of the Penwith LDF, we set out below a review of current leisure usage patterns. These patterns have been obtained from the Penwith household survey which has been specifically commissioned to inform this study and can be found at Appendix B.

5.41 Having regard to the household survey data at Appendix B, the following leisure usage patterns are relevant:

- Across the survey area as a whole, an average of 40% of respondents visit the cinema. Within the survey zones contained within Penwith District, higher than average visitation rates occur in Penzance, whilst St Ives is in line with the overall average and Marazion, Lands End and Hayle are below the average. The majority of survey respondents from Penzance, Marazion, Lands End and Hayle visited the cinema in Penzance, whilst there was a split between St Ives and Penzance for St Ives/Carbis Bay residents. Overall, there is very little leakage of cinema visits from Penwith residents outside of the District, although some residents in the eastern part of the District visit Truro and Redruth for the cinema.

- 30% of survey respondents noted that they visited the theatre. Within those zones covered by Penwith District, there is a split between visits to Penzance, Plymouth, the Minack theatre in Portcurno and Truro. Across the survey area as a whole, Truro is the most popular sub-regional destination, followed by Plymouth and then Penzance in third place.

- Question 22 asked survey respondents where they visited pubs and bars, with the 47% of all survey respondents noted that they regularly visited such facilities. The response to question 22 found that 85% of Penzance residents remained within the town, 47% of St Ives residents remained in the St Ives / Carbis Bay area and 24% visiting Hayle, with 28% of Hayle residents (Zone 3) remained within Hayle. Within the rural areas to the east of Penzance, there is a split in visitation rates between Penzance, Porthleven, St Ives and other small rural settlements. To the west of Penzance within the Lands End survey zone, Penzance attracts one third of visits to pubs and bars. Question 23 indicates that similar visitation patterns also occur for restaurant usage.

- Visitation rates to nightclubs varied across the survey area. Residents of Penzance remained within Penzance (Zone 1), residents of St Ives, Carbis Bay and Hayle split their visits between Penzance, Camborne and Truro.

- Question 25 of the household survey ascertained patterns of usage for health and fitness facilities, from the 31% of all survey respondents who stated that they used such facilities. In broad terms, residents of Zones 1, 4 and 6 look towards Penzance for health and fitness provision, whilst residents of Zones 2 & 3 look towards St Ives, although Helston is also popular for residents of Hayle and to the east of Penzance.

- Only 14% of survey respondents stated that they went ten pin bowling. Within Penwith District, Hayle is the most popular destination, although significant leakage occurs to Camborne and Truro.

Assessment of Need

5.42 Apart from cinema screen provision (which is considered at the end of this section), there is no standard methodology for assessing quantitative aspects of leisure land use provision and in our experience, more reliance is placed upon qualitative facilities. Having regard to the leisure usage survey outlined above, plus our own review of existing facilities, we make the following observations regarding leisure provision in Penwith:

- The results of the household survey indicate that specific attitudes towards leisure provision do not feature as strongly as views regarding retail provision and general aspects of town centre health. The survey questions regarding likes and dislikes did not highlight any particular issues and the only suggested improvements regarding leisure uses were in relation to the need for an improved range of places to eat and improved music/theatre provision, both of which were directed to Penzance.
- Regarding usage of pubs/bars, the household survey indicates a wide distribution of trips, with some of the smaller towns and villages attracting visits from the population of the District. Some leakage to surrounding Districts does occur, although this does not appear to be significant and suggests that the population of District is content to visit local facilities.
- A similar situation also occurs in relation to restaurant visits within the study area. We have also examined the analysis of retail composition in the three centres and have found that the proportion of food and drink outlets in Penzance is below both the national and Cornish averages, whilst the proportion of food and drink outlets in St Ives is significantly higher than the national average for such uses.
- The household survey indicates that there is a good retention of visits to health and fitness facilities in Penzance and St Ives. However, reasonably significant levels of leakage to Helston, Camborne, Redruth and Falmouth also occur, indicating that there may be a potential to improve/expand facilities in the District to limit this leakage.

5.43 In terms of overall leisure expenditure, Table 1 at Appendix G outlines the amount of money which residents of Penwith District (assumed in this instance to comprise Zones 1-4 & 6 of the study area) spend per capita each year on leisure activities. This data has been obtained from EBS (the same source as the data on retail expenditure in Penwith and the surrounding area) and indicates that each person in Penwith spends on average £1,557 per annum on leisure activities. This is below the national average for this type of expenditure of £1,759 per capita. Table 1 at Appendix G multiples this level of per capita expenditure with the resident population of Zones 1-4 & 6 to predict that residents of Penwith District collectively spend around £111m on leisure activities. EBS predict that leisure will grow by 2% on average in the future, indicating that leisure expenditure by Penwith residents will grow by £51m up to 2021 (a 46% rise). Broken down into its individual sub-categories, 60% of this total level of per capita expenditure (£927) is spent on restaurants, cafes and other food & drink establishments and this level will increase by 35% (or £321 per capita between 2007-2021).

5.44 Having regard to quantitative considerations, we provide at Tables 2-4 at Appendix G an assessment of potential cinema seat capacity in Penwith District over the period 2007-2021. the methodology for this assessment is as follows:

- Calculation of average admissions per person per annum within the study area, based on national data provided by Dodona Research in the publication ‘Cinemagoing 15’;

- Calculation of cinema attendance within the study area, by multiplying the number of cinema visits per person by the resident population of the study area and then applying this total to the market share of Penwith cinema screens (obtained from the household survey) to provide a total number of cinema visits retained within Penwith; and
- Dividing the number of cinema visits retained within Penwith by the South West of England average attendance per cinema seat, based on data from Dodona Research. The result of this calculation provides an indicative 'cinema seat potential' for Penwith which is then compared against the existing number of cinema seats to understand whether there is a surplus or deficit in terms of cinema facilities in the District.

5.45 The results of this assessment indicate that 95% of Penzance residents remain within the District for cinema visits, 82% of St Ives residents remain within the District, 57% of Hayle residents remain within the District, 58% of Marazion zone residents remain within the District and 100% of Lands End zone residents remain within the District. This is considered to be a reasonably good, although leakage to surrounding Districts does occur within the eastern parts of Penwith.

5.46 These current market shares of cinema facilities in Penwith are then translated in Table 3 into visitation rates. Taking into account visitation to the cinemas in St Ives and Penzance across the whole of the survey area, Table 3 indicates that there is currently 0.17million visits to Penwith cinema screens. Assuming a constant market share over the period up to 2021, this visitation rate will rise to 0.2million in 2012 and 0.23million in 2021.

5.47 Table 4 at Appendix G translates these visitation rates into cinema seat capacity (using the methodology described above) and indicates that, assuming the pattern of cinema visits remains the same over the period 2007-2021, the supply and demand for cinema facilities is currently in broad equilibrium, although there will be a need for additional cinema seats to be provided as the LDF period progresses: 177 extra seats needed by 2012, 306 extra seats needed by 2016 and 334 extra seats needed by 2021. By the end of the LDF this additional cinema seat capacity is comparable to the size of the existing Merlin cinema in Penzance

5.48 It should also be noted that the market penetration of cinemas in Penwith has the potential to rise, particularly in those areas in the eastern parts of the District, where a greater proportion of the local population can be persuaded to remain in Penwith. Whilst the vast majority of residents of the Lands End, Penzance and St Ives zones remain within Penwith for cinema visits, residents of Hayle and the Marazion zones do undertake longer journeys to cinema facilities in other administrative areas. Therefore, we have tested the potential for 80% of residents of these zones (rather than the current 57%-58%) to remain within Penwith and this scenario would lead to the need for additional 269 seats by 2012, 412 seats by 2016 and 445 seats by 2021. This level of additional cinema seat capacity by 2021 is equivalent to a new cinema of the size of the Merlin in St Ives. It should be noted that there is a vacant cinema building in Hayle (St George's Hall) although this building has been vacant for a significant period of time and we consider is unlikely to be able to accommodate the (business model) requirements of a modern cinema operator. Given the distribution of current cinema facilities, there may be an opportunity to provide a cinema facility in Hayle in order to retain further cinemagoing visits in Penwith.

5.49 As noted above, within the overall level of expenditure on leisure activities, over 60% is spent in restaurants, bars, cafes and these uses play an important part in the overall contribution to town centre health and attractiveness. As already noted, there is a clear demand for additional space from a range of operators across Penwith District and this demand will compete for shop premises with other town centre uses. It is our opinion that future town centre development should provide additional space for these uses as well as Class A1 retail. At present, around 10% of all units within Penzance town centre is devoted to food and drink uses, although nationally the proportion is around 14%. The amount of floorspace devoted to food and drink uses in Penzance town centre is also below the national average (7% compared with 9%). A similar situation occurs in Hayle, where food and drink uses occupy only 8% of all units in the defined centres, which is 40% below the national average. In contrast, the proportion of food and drink units in St Ives is comparable to the national average and the floorspace devoted to such uses is 60% higher than the national rate.

5.50 Therefore, based on the above data it would appear that Penzance and Hayle both have a deficiency in food and drink provision and there is a clear argument for increasing provision in these centres. In terms of a quantitative assessment of future provision there is not a standard methodology, although retail and town centre studies undertaken for other local planning authorities (e.g. Bath & North East Somerset, Torfaen County Borough) have assumed that new Class A3/A4/A5 provision within town centres should reflect either the national average for this type of provision or existing occupancy rates. Therefore, using the baseline comparison floorspace capacity estimates outlined earlier in this section, an allowance for between 590sq m and 890sq m of gross A3/A4/A5 provision by 2012 (assuming a 70% net:gross floorspace ratio) should be provided in Penzance. For Hayle, use of the baseline comparison capacity forecasts for A3/A4/A5 provision would produce very low floorspace figures and therefore reference should be made to the revised market share recommendations for Hayle later in this report.

5.51 Moreover, this is only one potential method of calculating future provision of food and drink land uses and other factors, such as deficiencies in existing provision and the need to provide adequate facilities for local residents and tourists, should also be taken into account when deciding on the level of existing provision.

6. BROAD POLICY OPTIONS FOR RETAILING IN PENWITH

Introduction

6.1 In order that Penwith District Council can progress the production of its suite of Development Plan Documents, it is important that this study uses the survey findings, as contained in preceding chapters of this report, to develop broad policy options for retailing in the Penwith area. This will allow the Council to develop a front-loaded LDF and will encourage a meaningful response from the local community and key stakeholders on a genuine choice of options for retail uses. Accordingly, this section considers the outputs from the town centre health, quantitative and qualitative analyses, to help define the potential options for retail development and the contents of the Core Strategy. In turn, it will assist the Council in: agreeing an area-specific vision, defining key objectives for the LDF and defining a spatial strategy which is consistent with other policy documents.

6.2 At this point, it is worth reiterating the main features of national, regional and strategic policy which will guide the contents of PDC's LDF strategy. At the national level, the key objective is to plan for the growth and development of existing centres, plus promoting and enhancing existing centres, by focusing development in these locations. At the regional and strategic level, many of these objectives are reproduced, although RPG10/draft RSS and the Structure Plan add the following objectives:

- Locate retail uses which attract large numbers of people in the strategic urban centres.
- Encourage town centre developments of an appropriate scale in the market towns and larger settlements in keeping with their size, function and role in the settlement hierarchy.
- Ensure the vitality and viability of existing centres is maintained, including a distribution of convenience provision which minimises the length and frequency of trips.

6.4 In light of the foregoing, the remainder of this section is split into two distinct sections to recognise the different Development Plan Documents which will form part of PDC's LDF. The first analyses the potential suitability of development sites within a number of the key settlements for retail development. The second, deals with different potential approaches to additional retail development in Penwith over the lifetime of the LDF, taking into account the preceding need and site assessment analyses. Each is discussed in turn below.

Review of Potential Shopping / Leisure Development Opportunities

6.5 In terms of the locational aspects of retail provision, PPS6 advises that a sequential approach should be applied in selecting sites for allocation within the centres where identified need is to be met. All options in the centre (including, where necessary, the extension of the centre) should be thoroughly assessed before less central sites are considered for development. Having regard to the sequential approach to site selection, PPS6 asks that locations for new development are considered in the following order:

- first, locations in existing centres, which will become available in the development plan document period and are of an appropriate scale in relation to the role and function of the centre;
- second, edge-of-centre locations, with preference given to sites that are well connected to the centre; and then
- third, out-of-centre sites, with preference given to sites which are or will be well served by a choice of means of transport and which are close to the centre and have a high likelihood of forming links with the centre.

6.6 Therefore, when considering the locational aspects of new retail provision in Penwith, this study has taken into account latest Government guidance when identifying a range of sites and locations to assess. Following discussions with PDC, it has been agreed that the focus of the locational assessment should be on a number of locations within the key settlements in the District, in order that every effort is made by PDC to support the aims and objectives of national policy. As a result, the sites set out below have been identified for the locational assessment. It should be noted however that this list is not necessarily a reflection of the full range of possible suitable sites since GVA Grimley may be unaware of other potential opportunities. In particular, other sites may emerge through preparation of the LDF. The sites considered are:

1. Marsh Lane North, Hayle
2. Rugby Club and Playing Fields, Marsh Lane, Hayle
3. Loggans Moor, Hayle
4. Madison Terrace – Beatrice Terrace, Hayle
5. Copper Terrace, Hayle
6. Jewsons, South Quay, Hayle
7. Bookers Warehouse, Foundry, Hayle
8. Hayle Harbour
9. Atlantic Motors, Hayle
10. Former Daniels store, Hayle
11. Former Gasholder site, Penzance
12. Co-op, Wherrytown, Penzance
13. Bread Street, Penzance

6.7 Embedded within the rationale for choosing each of these options is PPS6 guidance. Paragraph 2.16 advises local planning authorities, when preparing plans at the local level, to:

- Identify deficiencies in existing provision, assess the capacity of existing centres to accommodate new development, including, where appropriate, the scope for extending the primary shopping area and/or town centre.
- Identify the centres where development will be focused.
- Identify and allocate sites in accordance with the sequential approach to site selection (see below).
- Review all existing allocations and reallocate sites which do not comply with this policy statement.

6.8 PPS6 advises that an appropriate range of sites should be identified to accommodate the identified need which are capable of accommodating a range of business models. Sites should be identified that are, or are likely to become, available for development during the development plan document period and which will allow for the accommodation of the identified need. PPS6 also asks for flexibility from local authorities when identifying sites, including being sensitive to the needs of developers, in terms of scale, format, car parking provision and disaggregation.

6.9 This locational analysis also takes into account the prospect of site assembly and responds to the guidance set out in paragraph 2.52 of PPS6. The guidance notes that local planning authorities should allocate sufficient sites to meet the identified need for at least the first five years from the adoption of their development plan documents, although for large town centre schemes a longer period may be appropriate to allow for site assembly. An apparent lack of sites of the right size and in the right location should not be construed as an obstacle to site allocation and development to meet this need. Local planning authorities should consider the scope for effective site assembly using their compulsory purchase powers, to ensure that suitable sites within or on the edge of centres are brought forward for development, including sites that are under utilised, such as car parks and single-storey buildings, which could be redeveloped for multi-storey, mixed-use development.

6.10 In order that the comparative overall suitability of each option can be assessed, our locational assessment has tested each location against a range of criteria which are applicable to both the ‘principle’ of each site being identified for retail uses and a number of detailed criteria which will guide how each site is (re)developed. These criteria include access, neighbouring uses, ability to meet identified need, commercial attractiveness, development costs, visual impact and ease of displacing existing uses. Furthermore, when concluding on the acceptability of each location for retail uses, we have tested each location against PPS6 guidance on the application of the sequential approach to site selection. Whilst this guidance appears in the ‘development control’ section of PPS6, it is nevertheless useful for the consideration of individual locations. In the development control section, PPS6 advocates the consideration of three key tests for the assessment of sites:

- Suitable for the proposed development;

- Viable for the proposed use; and
- Available within a reasonable period of time.

6.11 In terms of suitability, the alternative sites considered in this assessment must be of a size which can accommodate part or all of the types of uses identified in the need assessment earlier in this report. When assessing suitability, account has been taken of the requirements of national planning policy guidance which requires both developers, retailers and local planning authorities to be flexible about the format, design and scale of the development proposed, the amount of car parking, and the ability to disaggregate individual parts of the proposed retail floorspace. Nevertheless, it should be understood that flexibility on the design and format of a scheme can only be considered within the confines of the identified need. In selecting sites for retail development, PPS6 also advises that account should be taken of factors relating to physical regeneration, employment, economic growth and social inclusion and weight given to locations that best serve the needs of deprived areas.

6.12 In terms of viability of alternative sites to accommodate retail uses, it is an essential prerequisite that any potential developer/retailer must be satisfied (in principle) that they can, *inter alia*, provide (and operate) retail uses which can successfully operate from the site in relation to the number of car parking spaces, the suitability of the servicing access in relation to surrounding land uses and accommodating a suitable store layout in the actual retail unit. Importantly, in this respect, the costs of acquisitions should be such that the development would be economically viable. Other constraints are also likely to weigh in the consideration of viability, for example design requirements (construction materials, finished appearance, external form and appearance).

6.13 In relation to the assessment of availability, the land required for the development should be available within a reasonable period of time. The assessment of availability should also consider the details of site ownership and any problems that may arise from land assembly.

6.14 The assessment of each option against each of the above criteria is contained on the proforma sheets overleaf.

SITE 1: MARSH LANE NORTH, HAYLE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	Located on the eastern edge of the Hayle urban area
Site area / size	3.16ha
Existing land-uses	Vacant undeveloped site.
Adjoining land-uses	To the west of this site is the recently developed West Cornwall Retail Park.
B. PLANNING POLICY ISSUES	
Planning Policy Status	Not allocated for any specific use within the adopted Local Plan, although proposals map indicates that site is liable to flood. This is also a County Wildlife site
C. ACCESSIBILITY	
Accessibility by private car	Very good, given close proximity to A30.
Accessibility by public transport	At present, site is not close to public transport facilities. There is a footbridge over the A30 to main part of town.
D. CONSTRAINTS TO DEVELOPMENT	
Access	Unlikely to constrain development, although given proximity to A30 Highways Agency will need to be consulted regarding development proposals.
Parking	Site is large enough to potentially provide on site parking provision to support development.
Impacts on neighbouring properties / land	Neighbouring uses are generally commercial in nature and retail/leisure uses on this site are unlikely to have a detrimental impact.
Visual Impact	Site is in a prominent location on the edge of Hayle and high quality design will be required.
Servicing	Site is large enough to accommodate servicing arrangements, subject to design considerations.
Difficulties with displacing existing uses	n/a
Environmental impacts	Site is liable to flood, so consultation will be required with the Environment Agency. This site is also a County Wildlife site.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Site is in an out-of-centre location, which is not a preferred location for retail and/or leisure development. Any proposals would need to satisfy the sequential approach to site selection and other PPS6 policy tests.
Development Costs	Subject to measures required to alleviate flooding, no abnormal development costs are envisaged.
Timescale	Site could be developed in the short to medium term.
Commercial Attractiveness	Likely to be attractive to a range of uses, including retail.
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	Site is capable of accommodating a significant amount of retail and leisure development and, therefore, could meet a significant amount of the identified need in Hayle.
Trade Draw	Given its out-of-centre location, retail development, depending on the scale and type provided, has the potential to have a detrimental impact on Hayle and other town centres in the local area.

CONCLUSIONS

Overall Conclusions:

This is a large undeveloped site on the edge of Hayle, close to the recently developed West Cornwall Retail Park. Its out of centre location indicates that it is not a preferred location for retail development and any retail proposals will need to demonstrate that it meets a need which cannot be met in a location(s) within or on the edge of existing town centres. Should a need be demonstrated for further out-of-centre floorspace in Hayle in the future, then there may be benefits in locating additional provision adjacent to the West Cornwall Retail Park.

SITE 2: RUGBY CLUB AND PLAYING FIELDS, MARSH LANE, HAYLE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	Located on the eastern edge of the Hayle urban area, separated from the town by the A30.
Site area / size	4ha
Existing land-uses	Existing rugby club and open space, including a collection of buildings associated with the existing uses.
Adjoining land-uses	To the north of this site is the recently developed West Cornwall Retail Park.
B. PLANNING POLICY ISSUES	
Planning Policy Status	Site is not allocated for any specific use within the adopted Local Plan.
C. ACCESSIBILITY	
Accessibility by private car	Very good, given close proximity to A30.
Accessibility by public transport	At present, site is not close to public transport facilities. There is also a footbridge over the A30 to the main part of the town.
D. CONSTRAINTS TO DEVELOPMENT	
Access	Access is likely to be taken from Marsh Lane and would require upgrading in order to accommodate commercial development on this site.
Parking	Site is large enough to enable on-site parking to be provided.
Impacts on neighbouring properties / land	No significant impacts envisaged.
Visual Impact	Site is in a very prominent location, close to A30 on the edge of Hayle. High quality design approach would be required on this important gateway site.
Servicing	No onerous constraints envisaged.
Difficulties with displacing existing uses	Existing uses provide an important facility for Hayle and relocation would be required, and considered acceptable, if redevelopment of this site can occur.
Environmental impacts	Reference should be made to the PDC open spaces audit and play space strategy.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Site is in an out-of-centre location, which is not a preferred location for retail and/or leisure development. Any proposals would need to satisfy the sequential approach to site selection and other PPS6 policy tests.
Development Costs	Costs associated with the relocation of rugby club and provision of new open space (to compensate for loss on this site) may well increase overall cost of redeveloping this site.
Timescale	Medium to long term scheme.
Commercial Attractiveness	Given the location and prominence of this site, redevelopment is likely to be commercially attractive (depending on costs of relocating existing uses).
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	Site is capable of accommodating a significant amount of retail and leisure development and, therefore, could meet a significant amount of the identified need in Hayle.
Trade Draw	Given its out-of-centre location, retail development, depending on the scale and type provided, has the potential to have a detrimental impact on Hayle and other town centres in the local area.

CONCLUSIONS

Overall Conclusions:

This is a large site on the edge of Hayle, close to the recently developed West Cornwall Retail Park. Its out of centre location indicates that it is not a preferred location for retail development and any retail proposals will need to demonstrate that it meets a need which cannot be met in a location(s) within or on the edge of existing town centres. In addition to these issues, further policy issues relating to the redevelopment of existing sporting and open space facilities will need to be overcome.

SITE 3: LOGGANS MOOR, HAYLE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	Located on the north-eastern edge of the Hayle urban area, separated from the town by the A30.
Site area / size	4.8ha
Existing land-uses	Undeveloped open space
Adjoining land-uses	Lidl foodstore and Loggans Mill to the west. Residential properties to the north, A30 to the south beyond which are a collection of commercial and retail uses. Open space to the east.
B. PLANNING POLICY ISSUES	
Planning Policy Status	Site is not allocated for any specific land use within the adopted Local Plan, although proposals map indicates that this site is liable to flooding.
C. ACCESSIBILITY	
Accessibility by private car	Site is very close to the A30, indicating potentially very good accessibility via private car, although there is currently no direct access onto the A30 (current access is via Loggans Road). Any direct access onto the A30 would require the consent of the Highways Agency.
Accessibility by public transport	Site is not currently very close to public transport routes and improvements would be required if commercial uses are proposed in this location.
D. CONSTRAINTS TO DEVELOPMENT	
Access	Access to this site is likely to be taken from Loggans Road (B3301), which leads from Carwin Rise. Retail and/or leisure proposals on this site will need to demonstrate that these routes are capable of accommodating traffic associated such uses.
Parking	Site is large enough to accommodate on-site parking associated with retail/leisure uses.
Impacts on neighbouring properties / land	Key relationship will be with residential properties to the north.
Visual Impact	Site is in a very prominent location, close to A30 on the edge of Hayle. High quality design approach would be required on this important gateway site.
Servicing	No onerous constraints envisaged.
Difficulties with displacing existing uses	n/a
Environmental impacts	Ecology and other environmental surveys of site should be undertaken
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Site is in an out-of-centre location, which is not a preferred location for retail and/or leisure development. Any proposals would need to satisfy the sequential approach to site selection and other PPS6 policy tests.
Development Costs	No onerous costs envisaged.
Timescale	Depending on access arrangements, site could be developed in the short to medium term
Commercial Attractiveness	Given the location and prominence of this site, redevelopment is likely to be commercially attractive.
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	Site is capable of accommodating a significant amount of retail and leisure development and, therefore, could meet a significant amount of the identified need in Hayle.
Trade Draw	Given its out-of-centre location, retail development, depending on the scale and type provided, has the potential to have a detrimental impact on Hayle and other town centres in the local area.

CONCLUSIONS

Overall Conclusions:

This is a large site on the edge of Hayle, close to the recently developed West Cornwall Retail Park. Its out of centre location indicates that it is not a preferred location for retail development and any retail proposals will need to demonstrate that it meets a need which cannot be met in a location(s) within or on the edge of the existing town centres.

SITE 4: MADISON TERRACE – BEATRICE TERRACE, HAYLE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	An area of land within the urban area of Hayle, located to the east of the defined Town Centre Area along Copper Terrace.
Site area / size	Sites extend to 1.34ha
Existing land-uses	Industrial uses.
Adjoining land-uses	Surrounded on all sides by residential uses, plus some commercial/retail uses on Madison Terrace and Beatrice Terrace.
B. PLANNING POLICY ISSUES	
Planning Policy Status	Allocated in the adopted Local Plan for residential development (including proportion of affordable housing), with an indicative combined capacity of 70 units. Site lies to the east of the defined Town Centre Area in Copperhouse, Hayle, but has previously been considered to be in an out-of-centre location. In recent years a proposal for retail development on this site has been dismissed at appeal.
C. ACCESSIBILITY	
Accessibility by private car	Site is close to the main route through the centre of Hayle (Madison Terrace/Beatrice Terrace), although the highway layout between the site and this key route is poor and will inevitably cause access constraints for the private car.
Accessibility by public transport	Site is reasonably close to public transport routes which run through the centre of Hayle.
D. CONSTRAINTS TO DEVELOPMENT	
Access	Access to this site is currently poor, via Pond Walk and Caroline Close. Will need to be improved as part of any redevelopment proposals. No intervisibility between the site and nearby retail area to encourage linked trips.
Parking	Site is large enough to accommodate on-site parking, although the amount of parking which can be provided will clearly be linked to access considerations.
Impacts on neighbouring properties / land	Site is surrounded on all sides by residential uses and retail/leisure/commercial development in this location may well have an impact on residential amenity unless design/layout is considered properly.
Visual Impact	Site is not visible from wider surrounding area, although visual impact from surrounding residential properties will be an important consideration. Site is also within Conservation Area.
Servicing	Given poor existing highway layout in surrounding area, servicing may be problematic and will require careful consideration.
Difficulties with displacing existing uses	Redevelopment will only occur when existing user vacates the site – as envisaged in adopted Local Plan allocation.
Environmental impacts	Contamination from former industrial uses will need to be considered within any redevelopment scheme, including industrial archaeology.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Site is in an out-of-centre location and previous proposals for retail development has been dismissed. The preference for alternative uses on this site should remain with residential uses, as per the adopted Local Plan allocation.
Development Costs	Unlikely to be abnormal.
Timescale	Medium term redevelopment opportunity
Commercial Attractiveness	Site does not have good visibility from the surrounding road network, which may constrain commercial attractiveness.
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	The size of the site indicates that it is likely (in principle) to be able to accommodate significant parts of the identified convenience and comparison floorspace quantitative need. However, in reality given the preference for residential uses, this site is unlikely to accommodate any part of the identified need.
Trade Draw	It has previously been concluded that retail uses on this site are likely to have a detrimental impact upon the defined shopping areas in Hayle

CONCLUSIONS

Overall Conclusions:

This site is in an out-of-centre location and has previously been subject to extensive consideration for retail uses. The conclusions of an Inspector in 2003 suggested that there was no need for retail uses on this site and retail floorspace also failed the tests of impact and the sequential approach to site selection. Given the poor linkages between this site and the defined shopping area in Copperhouse, we conclude that this site is not a preferred location for retail uses and there are potentially better opportunities for retail development in Hayle. In addition, the adopted Local Plan has identified this site for residential uses and this should be the preferred redevelopment route for this site.

SITE 5: COPPER TERRACE, HAYLE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	An area of land within the urban area of Hayle, located to the east of the defined Town Centre Area along Copper Terrace.
Site area / size	Sites extend to 0.7ha
Existing land-uses	Former industrial premises, part of which is currently used as a shop.
Adjoining land-uses	Surrounded on all sides by residential uses, with some commercial uses to the north and west.
B. PLANNING POLICY ISSUES	
Planning Policy Status	Allocated in the adopted Local Plan for residential development (including a proportion of affordable housing), with an indicative combined capacity of 35 units.
C. ACCESSIBILITY	
Accessibility by private car	Site is close to Copper Terrace, which is the main route through the centre of Hayle. Linkages between Copper Terrace and the site are poor and need to be improved.
Accessibility by public transport	Close to public transport services.
D. CONSTRAINTS TO DEVELOPMENT	
Access	Access arrangements to the site are historic and would need to be improved as part of any redevelopment scheme. Access arrangements may limit the type of uses which can be provided.
Parking	Site is large enough to accommodate some on-site parking, although access constraints may influence parking provision.
Impacts on neighbouring properties / land	Impacts on surrounding residential properties are likely to be a key consideration.
Visual Impact	Appearance of the site from the surrounding residential uses and view of part of the site from Copper Terrace will be important considerations (including location within Conservation Area). Redevelopment offers the opportunity to improve the appearance of this site and its contribution to Copperhouse
Servicing	Servicing will be constrained by current highway layout.
Difficulties with displacing existing uses	Site is mostly vacant, with some small scale uses requiring relocation
Environmental impacts	Contamination from former industrial uses will need to be considered within any redevelopment scheme.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Residential development is the preferred use for this site, as per the allocation in the adopted Local Plan. Retail uses on this site would be considered as an edge-of-centre location.
Development Costs	Unlikely to be abnormal, depending on contamination issues.
Timescale	Short to medium term opportunity.
Commercial Attractiveness	Site is unlikely to be attractive to large scale retail operators and other retailers, given lack of main road frontage.
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	Given the preference for residential uses on this site, this site unlikely to accommodate any part of the identified need.
Trade Draw	Retail uses on this site would need to be considered in terms of their ability to link into the existing town centre shopping areas and provide a positive impact on the overall health of the centre.

CONCLUSIONS

Overall Conclusions:

The preferred redevelopment route for this site is for residential uses, as per the adopted Local Plan, and redevelopment for retail uses would be contrary to the Plan. Layout and location of the site does not lend itself well to retail uses, due to poor linkages and lack of main road frontage. Retail uses in this location would be edge of centre. We consider that residential uses remain the most appropriate redevelopment use for this site, although some small scale retail and commercial uses fronting on to Copper Terrace may be appropriate.

SITE 6: JEWSONS, SOUTH QUAY, HAYLE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	Located within the harbour area of Hayle, to the west of existing shops along Penpol Terrace
Site area / size	1.3ha
Existing land-uses	Existing operational builders yard, including a collection of warehouse buildings and open storage and circulation areas.
Adjoining land-uses	Site is surrounded to the north, west and east by the Hayle Harbour area. To the south, on the opposite side of Carnsew Road is a railway line and a vacant area of land allocated for redevelopment (see Site No.7)
B. PLANNING POLICY ISSUES	
Planning Policy Status	Allocated within the adopted Local Plan under Policy TV-D as part of the wider Hayle Harbour mixed use allocation to include the development of Class A1, A2, A3, B1, B2, B8, C1, C3, D1 and D2 uses.
C. ACCESSIBILITY	
Accessibility by private car	Very good accessibility by private car, given the location of the site adjacent to the main route into Hayle from the west.
Accessibility by public transport	Site does not currently have good public transport access, requiring a walk to the east into the Foundry Square area.
D. CONSTRAINTS TO DEVELOPMENT	
Access	No onerous constraints envisaged.
Parking	Site is capable of providing on site parking associated with any redevelopment proposals.
Impacts on neighbouring properties / land	No significant impacts on neighbouring properties envisaged, although ideally redevelopment should be planned to co-ordinate with the adjacent harbour area being promoted by ING.
Visual Impact	This is a prominent gateway site on the entrance to Hayle and redevelopment offers the opportunity to improve the appearance of this area.
Servicing	No onerous constraints envisaged.
Difficulties with displacing existing uses	Redevelopment will depend on the willingness of the present occupier to relocate.
Environmental impacts	Site is close to the harbour area and Carnsew Pool and any redevelopment scheme will need to ensure that flooding and marine environmental considerations are fully taken into account.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	The existing Local Plan allocation identifies that a range of land uses can be provided on this site, although retail uses within the wider Hayle Harbour area will need to ensure that they are closely integrated with the nearby town centre area. In the context of the whole harbour area, this site, therefore, may not the preferred location for retail uses.
Development Costs	Unlikely to be abnormal, depending on environmental considerations.
Timescale	Medium term opportunity.
Commercial Attractiveness	Likely to be attractive for retail and a range of other land uses.
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	Size of site indicates that it is likely to, in principle, accommodate part of the identified need for food and non-food floorspace in Hayle, subject to the tests of impact and the sequential approach to site selection.
Trade Draw	Site is separated from the town centre area and has the potential to impact upon the health of this area, depending on the type of uses provided and the linkages provided between the two locations.

CONCLUSIONS

Overall Conclusions:

This site is in different ownership to the wider Hayle Harbour regeneration area and we understand that it is not part of the forthcoming masterplan for the harbour. It does however form part of the wider harbour allocation where Class A1, A2, A3, B1, B2, B8, C1, C3, D1 and D2 uses are proposed. This site is not the closest part of the harbour area to the existing defined shopping area and, on this basis, may not be a preferred location for Class A uses within the wider harbour development. It is our view that the redevelopment characteristics of this site should reflect the wider harbour regeneration proposals being promoted by ING (the owners of the harbour) to ensure a comprehensive solution to this very important part of Hayle. Therefore, the potential for retail uses on this site should take into account (and not impact upon) the wider regeneration proposals, thus demonstrating a need and compliance with the sequential approach to site selection.

SITE 7: BOOKERS WAREHOUSE, FOUNDRY, HAYLE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	Located within the Foundry area of Hayle, close to the harbour.
Site area / size	0.25ha
Existing land-uses	A large warehouse currently used for by cash and carry business.
Adjoining land-uses	Unit is surrounded by a large open parking, storage and circulation area, along with a railway line, residential and commercial uses. There is a vacant area of land to the north of this site, on the opposite side of the railway line.
B. PLANNING POLICY ISSUES	
Planning Policy Status	This site is allocated, as part of a wider designation, for a heritage centre, craft workshops and ancillary retail outlets under Policy TV-E of the adopted Local Plan.
C. ACCESSIBILITY	
Accessibility by private car	Access by private car to this site is shared with a number of other uses and improvements may be required as part of any redevelopment scheme.
Accessibility by public transport	Site is in reasonably close proximity to rail and bus services visiting the Foundry area of Hayle.
D. CONSTRAINTS TO DEVELOPMENT	
Access	There are some current constraints to access to this site, including its town centre location with the associated traffic congestion
Parking	Site is capable of providing some on-site parking, although given its size it is likely to be reasonably limited.
Impacts on neighbouring properties / land	Site is close to other commercial and residential uses and careful design of redevelopment scheme will be required.
Visual Impact	No onerous constraints envisaged, although position within Conservation Area will require careful design approach
Servicing	Access to the site will influence servicing arrangements
Difficulties with displacing existing uses	Redevelopment will depend on the ability/willingness of the existing occupier to relocate and the availability of alternative sites for existing uses.
Environmental impacts	No onerous impacts envisaged
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	As noted in the existing allocation for this site, a range of land uses can be provided including ancillary retail outlets.
Development Costs	Costs are unlikely to be abnormal
Timescale	Short to medium term opportunity, depending on the ability to relocate existing occupier
Commercial Attractiveness	Site is likely to be attractive as a mixed use development opportunity
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	The ancillary retail uses which can be provided on this site are likely to meet part of the identified need for Hayle.
Trade Draw	Assuming that good linkages between the site and the defined shopping area can be established, small scale retail uses have the potential to provide a positive impact on Hayle.

CONCLUSIONS

Overall Conclusions:

This is an important site in the heart of the Foundry area of Hayle and redevelopment has been long awaited. We agree with the existing adopted Local Plan allocation that small scale retail uses can be provided in this location, which can complement a mixture of other uses to be provided. The site is a short walk from the defined shopping area to the east, although linkages will need to be improved to ensure that retail and other commercial uses provide a positive impact on the health of the centre.

SITE 8: HAYLE HARBOUR

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	A large area of land, forming the South Quay / Foundry Yard, North Quay and East Quay areas of Hayle Harbour.
Site area / size	Approximately 15ha
Existing land-uses	Various disused buildings and vacant land spread across a wide area.
Adjoining land-uses	Open space to the north, the main part of Hayle town to the east and south and the estuary to the west.
B. PLANNING POLICY ISSUES	
Planning Policy Status	Allocated within the adopted Local Plan under Policy TV-D as a mixed use allocation to include the development of Class A1, A2, A3, B1, B2, B8, C1, C3, D1 and D2 uses.
C. ACCESSIBILITY	
Accessibility by private car	Parts of the site lie close to the main vehicular route running through the centre of the town, although due to the size of the site access varies dramatically and is in need for wholesale improvement.
Accessibility by public transport	
D. CONSTRAINTS TO DEVELOPMENT	
Access	The previous maritime use of this area will provide some constraints to access, although comprehensive redevelopment is likely to overcome existing problems.
Parking	Site is large enough to accommodate significant levels of on-site parking for the mixture of uses planned.
Impacts on neighbouring properties / land	Due to the size, scale and location of this area, impacts on surrounding areas will need to be carefully considered.
Visual Impact	This is a high profile site, visible from a number of different parts of Hayle and redevelopment will be central to improving the visual appearance of this area.
Servicing	No onerous constraints envisaged.
Difficulties with displacing existing uses	Individual uses which remain in this area will need to be relocated/re-accommodated as the phased redevelopment of the Harbour area proceeds.
Environmental impacts	Redevelopment will need to respect the maritime environment and environmental impacts of any redevelopment scheme will need to be studied closely, including flooding.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Within the mixture of uses outlined in the adopted Local Plan allocation for this area, we consider that retail uses are appropriate.
Development Costs	The costs of redeveloping this area are likely to be significant.
Timescale	Given the scale of proposed redevelopment, this is likely to be a long term project delivered in phases (possibly over 10 years).
Commercial Attractiveness	Given the length of time which redevelopment proposals at the harbour have taken to come to fruition, the commercial attractiveness is not clear-cut. However, the current on-going proposals by ING indicate that redevelopment is attractive.
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	The harbour has the potential to meet a significant amount of the identified need for Hayle.
Trade Draw	As noted in the existing Local Plan, it will be important for retail uses to be closely integrated with the town centre in terms of location, orientation and pedestrian movement. If these objectives can be achieved, then retail uses within the harbour area has the potential to provide a positive impact on the town centre.

CONCLUSIONS

Overall Conclusions:

This is one of the most important redevelopment sites in the whole of Penwith District and is key to the regeneration of Hayle. The existing Local Plan allocation provides an appropriate context for the mixture of uses which can be provided in the harbour area and we agree that there is clear potential to provide some retail uses as part of a wider mix. However, it is vital that the scale and type of retail uses are appropriate to the Hayle context and they are located in close proximity to the existing defined shopping area on Penpol Terrace and Foundry Square. This will ensure that the best possible opportunity is taken for the additional retail floorspace to provide a positive impact on the health and attractiveness of the defined shopping area in Hayle, through linked trips and spin-off benefits.

SITE 9: ATLANTIC MOTORS, COPPERHOUSE, HAYLE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	Located to the west of the core retail and commercial area in Copperhouse
Site area / size	0.25ha
Existing land-uses	Car showroom and sales
Adjoining land-uses	Waterfront to the north, Fore Street to the south and east and further commercial uses to the west.
B. PLANNING POLICY ISSUES	
Planning Policy Status	Outside of the defined town centre boundary. Proposals map shows that site is liable to flood.
C. ACCESSIBILITY	
Accessibility by private car	Very good accessibility, given proximity to Fore Street.
Accessibility by public transport	
D. CONSTRAINTS TO DEVELOPMENT	
Access	No obvious constraints to development.
Parking	Opportunity for redevelopment scheme to provide some on-site parking.
Impacts on neighbouring properties / land	No significant impacts on neighbouring uses envisaged. Consideration should be given to relationship with waterside walkway.
Visual Impact	Prominent waterside site requiring good standard of design.
Servicing	No obvious constraints to redevelopment, although on-street servicing should not take place where it impedes the flow of traffic through the centre.
Difficulties with displacing existing uses	Redevelopment will be dependent on the aspirations of the existing occupier/landowner.
Environmental impacts	Relationship to waterfront should be considered.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Site is outside of defined centre and retail uses will need to demonstrate that they cannot be located inside the town centre boundary. Other uses, such as residential and commercial may be appropriate.
Development Costs	No abnormal costs envisaged.
Timescale	Medium term opportunity, depending on intentions of existing owner/occupier.
Commercial Attractiveness	Likely to be attractive for a range of land uses.
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	Subject to the sequential approach to site selection, this site could accommodate part of the identified need.
Trade Draw	Potential for positive impact on Copperhouse centre, assuming that good pedestrian linkages between the site and the centre are provided.

CONCLUSIONS

Overall Conclusions:

This is an edge of centre site which is currently occupied by a car sales use. We consider that, subject to the sequential approach to site selection, there is a potential for this site to extend the western edge of Copperhouse centre. However, in order for this site to act as an extension to the centre, we would recommend that pedestrian links between the site and the centre are improved because, at present, this site feels isolated from the centre itself.

SITE 10: FORMER DANIELS STORE, COPPERHOUSE, HAYLE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	Located within Copperhouse centre
Site area / size	Approx 0.17ha
Existing land-uses	Vacant former supermarket
Adjoining land-uses	Retail and commercial uses. Waterfront location.
B. PLANNING POLICY ISSUES	
Planning Policy Status	Within defined town centre and within Conservation Area.
C. ACCESSIBILITY	
Accessibility by private car Accessibility by public transport	Very good, given close proximity to Fore Street, which is the main route running through the centre of Hayle.
D. CONSTRAINTS TO DEVELOPMENT	
Access	Access will be via Fore Street.
Parking	Some on-site parking could be accommodated, although this is likely to be restricted.
Impacts on neighbouring properties / land	Redevelopment will have an impact on the ability to provide linkages with waterfront and riverside walkway.
Visual Impact	Prominent site; required high standard of design. Within Conservation Area.
Servicing	Retail uses on the ground floor of any redevelopment scheme will require servicing (probably off-road).
Difficulties with displacing existing uses	Site is currently vacant.
Environmental impacts	Relationship to waterfront should be considered.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Redevelopment should provide for retail and town centre style uses on the ground floor, although there is opportunity for residential and other commercial uses on the upper floors.
Development Costs	No onerous costs envisaged.
Timescale	Short term opportunity.
Commercial Attractiveness	Likely to be high
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	Site is capable of accommodating part of the identified need for Hayle (both comparison and convenience uses would be acceptable).
Trade Draw	Provision of new retail uses on this site are likely to have a positive benefit on Copperhouse town centre.

CONCLUSIONS

Overall Conclusions:

This is a vacant site with considerable potential to improve the Market Square area of Copperhouse. There is an opportunity for redevelopment of this site to provide a new Market Square area and provide linkages between Fore Street and the waterfront (including the waterside walkway). We recommend that any redevelopment scheme including retail uses on the ground floor in order to maintain and enhance the health of Copperhouse centre, although there is an opportunity for residential and other commercial uses on the upper floors.

SITE 11: FORMER GAS HOLDER SITE, PENZANCE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	This site is located in the heart of Penzance town centre, between the primary shopping area and the harbour
Site area / size	0.24
Existing land-uses	Vacant former gas holder site and former Cornwall Farmers premises. There is a difference in levels between the lower gas holder area and upper Cornwall Farmers site.
Adjoining land-uses	Prime Shopping Area located to the west and north, Wharf Road to the west and properties fronting on to Jennings Street to the south
B. PLANNING POLICY ISSUES	
Planning Policy Status	Allocated in the adopted Local Plan under Policy TV-A for a mixture of uses including A1, A2, A3, B1, B2, B8, C1, C3, D1 and D2. Policy also requires appropriate servicing provision for properties fronting Market Jew Street and pedestrian links to Jennings Street and Wharf Road.
C. ACCESSIBILITY	
Accessibility by private car	The best access to this site is available from Wharf Road, which is a heavily trafficked route running through the town centre. Access is also available from Jennings Street to the Cornwall Farmers site
Accessibility by public transport	Good. Site is a short walk from the main bus and railway stations in Penzance town centre
D. CONSTRAINTS TO DEVELOPMENT	
Access	Given its location in the heart of Penzance town centre, access by private car will inevitably be constrained. Given the split level nature of the site, two accesses are currently required
Parking	Due to the size of the site and access constraints, on-site parking for retail customers is unlikely to be acceptable.
Impacts on neighbouring properties / land	The key relationship for this site will be with properties fronting Market Jew Street and Jennings Street. In particular, properties on Market Jew Street require rear servicing (in order to avoid conflict with pedestrians within the prime shopping area).
Visual Impact	This site is most prominent from Wharf Road and it will be important for development schemes to provide a high standard design in-keeping with this waterfront location.
Servicing	Given the constrained nature of this site, servicing will require careful consideration.
Difficulties with displacing existing uses	Site is currently vacant.
Environmental impacts	Potential for contamination of site.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	As set out in the Local Plan allocation, a range of land uses are potentially acceptable in this location. It is our opinion that retail uses should be one of the key uses to be provided.
Development Costs	The significant change in levels across this site may increase overall costs of development.
Timescale	Short to medium term opportunity
Commercial Attractiveness	This site is one of the few development sites within Penzance and has the potential to provide a range of land uses. On this basis, this site is likely to be attractive. However, at present, site does not link well with existing shopping areas and attractiveness will be increased if it can be amalgamated with surrounding sites.
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	This site has the potential to meet part of the identified need for additional floorspace within Penzance.
Trade Draw	Retail floorspace in this location has the potential to provide a positive impact on the health of Penzance town centre.

CONCLUSIONS

Overall Conclusions:

The former gas holder and Cornwall Farmers site in Penzance town centre is one of the few current opportunities to provide additional retail floorspace (as part of a mixed use scheme). This site is located close to the prime shopping area and has the potential to provide an extended retail core adjacent to Market Jew Street. However, a key constraint to this site at present is the poor linkages, which will constrain the commercial attractiveness of this site to retailers (due to perceived lack of footfall) and linkages with existing retail areas. In this instance, the appropriate solution would be to expand the allocated site to include properties along Market Jew Street and propose the removal of some of the these properties to enable a redevelopment scheme similar to the Wharfside Shopping Centre to come forwards.

SITE 12: CO-OP, WHERRYTOWN, PENZANCE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	Located in the Wherrytown area of Penzance, to the south west of the town centre.
Site area / size	0.35ha
Existing land-uses	Site is currently occupied by a Co-op Pioneer foodstore and petrol filling station, including open air parking and further parking within the existing building.
Adjoining land-uses	Rugby club to the north, timber yard to the east, Lidl foodstore and associated parking to the west and the seafront (on the opposite side of Western Promenade Road) to the south.
B. PLANNING POLICY ISSUES	
Planning Policy Status	Site is outside of Penzance town centre and outside of the Conservation Area. Site has no land use specific allocation in the Local Plan proposals map, although the map does indicate that this site is within an area which is liable to flood.
C. ACCESSIBILITY	
Accessibility by private car	Very good accessibility by private car, from Western Promenade Road, which links Penzance to Newlyn.
Accessibility by public transport	Bus services run along Western Promenade Road, which link Penzance to Newlyn and settlements to Lands End.
D. CONSTRAINTS TO DEVELOPMENT	
Access	Site has an existing access from Western Promenade Road, which sets an important benchmark. Some revisions may be required if petrol filling station use is removed from site.
Parking	Site is large enough to accommodate some on-site parking, as per existing situation.
Impacts on neighbouring properties / land	No significant impacts envisaged.
Visual Impact	Site currently has a poor visual appearance and redevelopment has the potential to improve the appearance of the prominent seafront site.
Servicing	No significant impacts envisaged.
Difficulties with displacing existing uses	Redevelopment will only occur when existing occupier/landowner wishes to relocate or occupy a new retail unit on this site.
Environmental impacts	Redevelopment proposals will need to consider flooding risk in this area.
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Site is outside of the defined town centre in Penzance and lies in an out-of-centre location. Therefore, site is not in a preferred location for retail development. However, the site is in an existing retail use and this will set an important benchmark for the local planning authority when considering redevelopment proposals on this site.
Development Costs	Unlikely to be abnormal.
Timescale	Medium term opportunity
Commercial Attractiveness	Depending on the current owner's aspirations regarding land value and aspirations of the existing occupier, this site is likely to be attractive for retail use.
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	Given that existing retail floorspace is already provided on this site, only additional provision has the potential to meet the identified need in Penzance. However, given its location, additional provision will be subject to the sequential approach and impact tests.
Trade Draw	Additional and more intensive retail uses in this location have the potential (depending the type of retail provided) to have a negative impact on the town centre.

CONCLUSIONS

Overall Conclusions:

This is an existing small scale retail use outside of Penzance town centre. The scope of the existing lawful use will set an important benchmark/fallback position for the future potential of this site, although any further retail floorspace in this location (including a proposals to completed redevelop the site for retail uses) will need to demonstrate that it cannot be provided within or on the edge of the town centre. There is an opportunity to improve the visual appearance of this site, which lies in a prominent position on the seafront in Wherrytown. Overall, this is not a preferred location for retail development and the tests of need, sequential approach and impact will need to be met.

SITE 13: BREAD STREET, PENZANCE

ASSESSMENT CRITERIA	COMMENTS
A. SITE DESCRIPTION	
Location	The Bread Street area lies in the heart of Penzance town centre
Site area / size	n/a
Existing land-uses	A mixture of retail, commercial and residential uses, accommodated within buildings of various ages and styles.
Adjoining land-uses	Bread Street lies to the north of Market Jew Street and to the east of Causewayhead, which is part of the core retail area in Penzance town centre. To the north are residential uses.
B. PLANNING POLICY ISSUES	
Planning Policy Status	A significant part of Bread Street is allocated in the adopted Local Plan under Policy TV-22. This policy notes that proposals for development in the Bread Street area will be required to safeguard and, where practicable, improve the present rear servicing arrangements to premises in Market Jew Street.
C. ACCESSIBILITY	
Accessibility by private car	Given its location in the heart of Penzance town centre, access to Bread Street by private vehicles is constrained.
Accessibility by public transport	There are no bus stops along Bread Street, although public transport services elsewhere in the town centre are nearby.
D. CONSTRAINTS TO DEVELOPMENT	
Access	Existing vehicular access is available for all properties in this area and this should continue in the future. Pedestrian access to this area has the potential for improvement
Parking	There is very little opportunity for significant levels of parking within this area.
Impacts on neighbouring properties / land	In line with the existing adopted Local Plan policy, one of the key issues in the future development of this area is the need to maintain and enhance servicing arrangements for properties fronting on to Market Jew Street.
Visual Impact	At present, Bread Street is hidden from many visitors to Penzance town centre and there is an opportunity to improve the appearance and accessibility of this area.
Servicing	Apart from the need to maintain and enhance the servicing arrangements for Market Jew Street, there is a need to ensure that development along Bread Street received adequate servicing in the future.
Difficulties with displacing existing uses	n/a
Environmental impacts	n/a
E. DEVELOPMENT CHARACTERISTICS & IMPLEMENTATION	
Land Uses	Given its location within Penzance town centre, a range of land uses could potentially be provided along Bread Street. We would recommend that retail and other commercial uses along the ground floor are encouraged, in order to expand the retail offer of the town centre as a whole.
Development Costs	No abnormal costs envisaged, along individual properties may require specific attention.
Timescale	Short to medium term opportunities, depending on individual properties/sites/areas.
Commercial Attractiveness	Recent investment along Bread Street indicates that this area is commercially attractive for occupiers and as an investment opportunity
F. ADDITIONAL CONSIDERATIONS	
Ability to Meet Identified Need	This area is unlikely to provide the opportunity for significant levels of additional retail floorspace and additional provision in this area is likely to be in the form of small retail units.
Trade Draw	Further investment in this area is likely to provide a positive impact on the health, attractiveness and range of opportunities in Penzance town centre.

CONCLUSIONS

Overall Conclusions:

This has already been identified as a key area for improvement in Penzance town centre and Bread Street offers the opportunity to create further retail and commercial units which can add to the overall offer of the town centre. This area is likely to remain subservient to the adjacent Market Jew Street, particularly in terms of the need for servicing provision, but has the potential to provision an enhanced pedestrian route through the centre.

6.15 The opportunities offered by these sites are now taken forward into an assessment of the broad policy options for retailing in Penwith District.

Different Approaches to Retail Development in Penwith District: The Options

Introduction

6.16 In light of the contents of PPS6, the results of the needs assessments and the locational analysis must be the starting point for the options analysis. These analyses contain a detailed and up-to-date assessment of current locally-generated expenditure and shopping patterns for a range of goods, plus an assessment of the development potential of individual locations in each town centre. Both of those pieces of work will help guide the future potential of retailing in Penwith. The strategic options presented here for detailed discussion all have (in varying degrees) embedded within them the framework provided by the need and locational analyses. Accordingly, at the most simple level, two broad strategic options exist:

- The 'constant market share' approach. This scenario uses the results of the needs and locational assessments and assumes that existing shopping patterns, revised to take into account already committed developments, will continue at the same level over the lifetime of the LDF. Within this option the aim is to maintain current market share and identification of sites for additional retail development (as identified earlier in this section) will only be identified when prompted by the constant market share quantitative analysis in Section 5 of this report.
- The 'revised market share' approach. This approach recognises that individual settlements may face pressures, from various directions, to increase retail provision. Some of these pressures may have been identified in the qualitative and town centre health check analyses. The 'revised market share' approach responds by exploring the likelihood and/or acceptability for retail provision in Penwith to retain a lower or higher level of retail expenditure in the future and the implications that this will have on the Core Strategy in PDC's LDF.

6.17 Applying these two options across the Penwith area as a whole raises concerns about the dangers of applying a 'one size fits all' approach. As can be seen from the contents of Sections 4 and 5, there are significant differences between individual settlements, which are also borne out by the research findings. Therefore, different characteristics must be reflected in any options analysis and strategy development. There are also differences between different types of shopping in the same settlement and the options analysis must take account of this. Therefore, the options analysis examines a number of the key settlements in turn and, as a result, will lead to individual options being recommended for each centre and different types of retailing within that centre. In particular, the options analysis considers convenience and comparison retailing in each chosen settlement separately.

6.19 Accordingly, the options analysis should be seen as a 'menu' from which to choose, depending on the specific area of interest. This approach accords with guidance contained within the ODPM publication 'Creating Local Development Frameworks', which asks that all options stress uniqueness of different areas, provide a comprehensive approach and proposed deliverable options.

6.20 Clearly, the two policy options assessed here for each settlement are not intended to be an exhaustive list of all strategy options. Within the 'revised market share' approach, many individual sub-scenarios, based on different levels of potential market penetration, may exist. However, these can only be fully explored once further detailed analysis is undertaken on potential development locations/sites. In any event, the publication 'Creating Local Development Frameworks' asks local planning authorities to invite alternative proposals during consultation, and this is likely that consultation with stakeholders will be the most appropriate opportunity to explore additional options.

6.21 Nevertheless, PPS12 requests that options must be presented clearly and explained in sufficient detail for the type of development plan document envisaged, to enable meaningful community involvement. Therefore, in the analysis which follows, both options for each settlement are assessed against the suite of policy objectives which were summarised at the start of this section and in Section 2 of this report. The result of this analysis, which is contained overleaf, will enable a preferred option for each type of retail provision within each settlement to be recommended. The analysis of each centre is structured on a settlement-by-settlement basis with the 'constant market share' and 'revised market share' options for each type of retail goods provision considered side-by-side.

The Future of Retailing in Penzance – Consideration of Alternative Options

This analysis considers the alternative options for retail development strategy in Penzance. Two alternative strategies are considered. The first is a 'constant market share' approach, which bases the retail strategy, and the need to make further land use allocations, on the continuation of existing market penetration rates. The basis for the 'constant market share' approach is contained in the quantitative analysis in Section 5. The second approach examines the potential and/or desirability of a 'revised market share' approach in Penzance. It seeks to explore the implications of an amended market penetration rate, influenced by both internal and external factors to Penzance and Penwith District, for retailing in Penzance. The potential floorspace capacity implications of each approach are set out below.

Floorspace Capacity Requirements for the Two Options:

'Constant market share' Approach	'Revised Market Share' Approach
Assuming a constant market share for convenience retailing in Penzance, the constant market share approach predicts that there will not be any residual convenience retail capacity until around 2016, although this will be minimal at 122sq m net, rising to 443sq m net by 2021. In relation to comparison goods retail capacity, a constant market share over the period 2007-2021 will provide the potential for 4,153sq m net by 2012, 8,439sq m by 2016 and 14,739sq m by 2021.	We have considered the potential to revise the market share of convenience retailing in Penzance, although given that almost 100% of local expenditure is already retained, this will require greater levels of expenditure being drawn from further afield. Conversely, having regard to the policy options for Hayle (see separate sheet) it is more likely that Penzance's market share could be revised downwards in the future. Assuming a realistic share of clawback, then there will not be any surplus convenience capacity in Penzance until after 2016. At present, some 75% of local expenditure (Zone 1) is retained by Penzance. If an increase to 90% retention is planned for, then indicative floorspace levels rise to 7,300sq m net by 2012, 12,000sq m by 2016 and 19,000sq m by 2021. However, like convenience retailing, a planned retail growth in Hayle could reduce future floorspace capacity as growth is redirected from Penzance elsewhere. Assuming the retail growth approach for Hayle is followed (see separate sheet) then comparison capacity in Penzance would fall to 3,470sq m net by 2012, 7,659sq m net by 2016 and 13,831sq m net by 2021. Both scenarios are explored below.

Policy Document	Policy Objective / Strategy	'Constant market share' Approach		'Revised Market Share' Approach	
		Convenience	Comparison	Convenience	Comparison
PPS6	Qualitative Need	As already noted in this study, we do not consider there to be an overriding qualitative need for new convenience retail provision in Penzance and, therefore, the constant market share approach will not compromise any qualitative policy objectives. Where requirements for additional space do arise over the LDF period, these will need to be justified on the basis of qualitative considerations alone.	We consider that there is a need to continue to improve the quality and range of comparison retail in Penzance, in order for the town to maintain its role in the sub-regional retail hierarchy. The levels of additional floorspace identified in this scenario will meet this aim, including the level of known retailer requirements for the town.	There is no qualitative justification for increasing the market share of Penzance and extending the influence of Penzance stores into surrounding rural and urban areas. The need to improve qualitative indicators is greater in Hayle which may suggest that a slightly reduced market share in Penzance is more appropriate.	There is support from qualitative indicators to provide a choice and range of shopping facilities in Penzance, although this does not necessarily translate into the need for an increase in the market share of comparison shopping in Penzance, given that the constant market share approach allows for considerable growth in provision and further growth in Penzance would result in less growth in towns such as Hayle.
	Appropriate Scale of Development	Given the very low levels of additional capacity arising out of this scenario, there will be no conflict with policy issues relating to scale.	During the short to medium term, the levels of additional floorspace outlined in this scenario are of a scale which is commensurate with the role and function of Penzance. In the longer term, the level of growth predicted is significant and there is a need to re-visit the capacity analysis to ensure that longer term provision remains of an appropriate scale.	The increase of Penzance's market share, in order to allow further additional convenience floorspace to be provided, raises issues of scale on the basis that it is becoming over-dominant within the hierarchy of retail centres in Penwith. This would also stop towns such as Hayle improving their own provision.	There are concerns that this level of increase in provision is out of scale with the role and function of Penzance in the medium to longer term and could upset the retail hierarchy in the West Cornwall area. It would appear more appropriate to ensure growth occurs in towns such as Hayle in order to rebalance the network.
	Sequential Approach to Site Selection	Given the very low levels of additional capacity arising out of this scenario, there is no need to consider the sequential approach to site selection in terms of the need to identify sites to accommodate new provision.	There are opportunities to accommodate the level of comparison floorspace within this scenario within town centre sites. However, the sites identified in this analysis are unlikely to be able to accommodate the level of medium to longer term growth and there may be pressure for further out-of-centre provision (unless further sites can be identified).	There are some opportunities within the town centre to accommodate additional convenience floorspace, although these are likely to offer small scale convenience retail units.	At present, there are very few opportunities to provide significant levels of additional floorspace within or on the edge of Penzance town centre and there is a concern that this scenario will place considerable pressure on the District Council to identify out-of-centre locations for comparison retail development.
	Potential Impact	Given the very low levels of additional capacity arising out of this scenario, there will not be concerns over impact on existing retail facilities in the local area.	Despite the overall good performance of existing comparison facilities in Penzance, the levels of additional floorspace outlined in this scenario have the potential to impact upon existing provision. Therefore, it is important that the majority of new provision is directed towards the town centre in order that it can continue to benefit the overall health of the town centre.	The desire to increase the market share for convenience retailing in Penzance may have an impact on town centre provision and may also, due to an enlarged catchment across Penwith District, impact upon other centres in the hierarchy. It may also have an impact upon Hayle securing future private sector retail investment.	Over the life of the LDF, this revised market share scenario could double the amount of comparison retail floorspace in Penzance which, if placed outside of the town centre, could have a significant impact on the future health of the centre. In addition, attempts to increase the market share of Penzance will be at the expense of other settlements, such as Hayle, and damage future regeneration schemes.
	Ensure Locations are Accessible	Given that existing provision in Penzance is considered to be good, albeit orientated towards out-of-centre provision, the lack of additional provision in this scenario is unlikely to compromise accessibility criteria.	Assuming that new provision is capable of being accommodated within the town centre, or as part of a logical extension, the provision of these levels of additional floorspace offer the potential for the local population to need their comparison shopping needs locally.	There is no support from accessibility criteria to increase the convenience provision in Penzance and an increase in the market share of Penzance across the Penwith area may lead to accessibility concerns within other settlements.	It is a clear aspiration to provide a good choice and mix of retail uses within Penzance, to limit the level expenditure which is leaking to other centres outside of the District. However, retention levels are already reasonably high for a town of the size of Penzance and little weight should be placed on this factor.
Regional Planning Guidance for the South West (RPG10) and Draft RSS	(RPG10) Policy EC6: Town Centres & Retailing & (draft RSS) Policy TC1	There is no conflict between this scenario and the policy aims and aspirations with regional planning guidance.	In order to meet the policy aims and aspirations of regional planning guidance, additional comparison provision in this scenario should be directed to Penzance town centre in the first instance.	There is little support from regional planning guidance for an increase in the convenience retail market share of Penzance and regional guidance is likely to be better met via improving provision in Hayle.	Compliance with regional planning policy for an increased market share in Penzance, will depend on the ability to meet the tests of need, scale, sequential approach and impact.
Cornwall Structure Plan	Policy 14	This scenario is unlikely to conflict with Policy 14.	In order to meet the objectives of Policy 14, the tests of impact and the sequential approach will need to be met.	There is no support from Policy 14 for an increase in the market share of convenience retailing in Penzance.	There are concerns that this level of growth in comparison retail provision in Penzance, could have a detrimental impact on the regeneration of other settlements in Penwith.

The Future of Retailing in Hayle – Consideration of Alternative Options

This analysis considers the alternative options for retail development strategy in Hayle. Two alternative strategies are considered. The first is a 'constant market share' approach, which bases the retail strategy, and the need to make further land use allocations, on the continuation of existing market penetration rates. The basis for the 'constant market share' approach is contained in the quantitative analysis in Section 5. The second approach examines the potential and/or desirability of a 'revised market share' approach in Hayle. It seeks to explore the implications of an amended market penetration rate, influenced by both internal and external factors to Hayle and Penwith District, for retailing in Hayle. The potential floorspace capacity implications of each approach are set out below.

Floorspace Capacity Requirements for the Two Options:

'Constant market share' Approach	'Revised Market Share' Approach
Pursuit of a constant market share for convenience retailing in Hayle will lead to an indicative future floorspace capacity of 679sq m net by 2012, 762sq m net by 2016 and 864sq m net by 2021. For comparison retailing, retention of a constant market share (taking into account the likely impact of the additional retail floorspace at West Cornwall Retail Park) will lead to a future indicative capacity of 105sq m net by 2012, 556sq m net by 2016 and 1,219sq m net by 2021.	At present, only 34% of locally-generated convenience expenditure is being retained by stores in Hayle, with leakage flowing to Penzance, St Ives and Kerrier District. In order to reduce current leakage, we have tested the scenario whereby 70% of locally-generated convenience expenditure (in Zone 3) is retained. On this basis, there will be an indicative capacity of 1,500sq m net by 2012 and 1,750sq m net by the end of the LDF period. As noted in our qualitative review, there is a low level of retention in comparison shopping trips within Hayle. The introduction of the West Cornwall Retail Park is likely to have almost doubled the level from retention (from a 1% market share to 2%) and we have tested the effect of a scenario where the market share of Hayle doubles again as a result of new development. On this basis, a 4% market share for comparison shopping in Hayle within the study area would provide an indicative future capacity of 2,200sq m net by 2012, 2,900sq net by 2016 and 4,000sq m net by 2021.

Policy Document	Policy Objective / Strategy	'Constant market share' Approach		'Revised Market Share' Approach	
		Convenience	Comparison	Convenience	Comparison
PPS6	Qualitative Need	We have identified that there is a qualitative deficiency in convenience retailing in Hayle and additional provision, which retains further main/bulk-food shopping trips in the town, should be seen as a potential benefit. This scenario will however only go part of the way to achieving this aim.	There is, in our opinion, an identifiable qualitative need for additional comparison retailing within Hayle, which expands upon the type and amount of current provision. This scenario will go some way to improving the level of provision in Hayle.	An increase in the market share of convenience retailing in Hayle has the potential to meet the current qualitative deficiency within this sector in the town. In particular, the level of floorspace outlined in this scenario has the potential to provide a main/bulk-food shopping destination for the town.	This level of increases represents a step-change in the amount of comparison goods retail floorspace in Hayle over the LDF period and is likely to significantly wider the amount and range of facilities available to the local population and visitors to the town.
	Appropriate Scale of Development	The level of floorspace predicted within this scenario will not conflict with the scale and function of Hayle in the sub-regional retail hierarchy.	The level of floorspace predicted within this scenario will not conflict with the scale and function of Hayle in the sub-regional retail hierarchy.	If the level of convenience outlined in this scenario was provided in a single facility, then this facility would be the largest in Hayle. However, we do not consider that this size of floorspace would be out of scale with the role and function of Hayle in the sub-region.	This level of increase represents a 70% increase in the amount of comparison goods retail floorspace in Hayle over the LDF period. This level of increase is significant and may raise concerns over scale, depending on the location and type of floorspace to be provided. However, it should also be remembered that Hayle is starting from a relatively low position in terms of retail floorspace and this should be taken into account when considering future increases in provision.
	Sequential Approach to Site Selection	There are opportunities to locate this level of additional floorspace within sites close to the defined town centre shopping areas in Hayle, such as the harbour.	There are opportunities to locate this level of additional floorspace within sites close to the defined town centre shopping areas in Hayle, such as the harbour.	This is an opportunity to provide additional convenience retail floorspace within the Hayle Harbour area, although the ability to provide the level of retail floorspace outlined in this scenario will need to be tested through the development control process.	From our analysis of potential development sites, there appears to be potential for a number of locations around the edge of the defined shopping area to accommodate this provision, although it will be important for any future additional provision to be positioned where it can act as an extension to the existing defined areas and accommodate linked trips.
	Potential Impact	Given the trading position of current facilities, the level of additional floorspace identified within this scenario is unlikely to have a detrimental impact on the health of the centres in Hayle (assuming that new provision is provided within or within easy walking distance of the centre(s)), although this will need to be considered in more detail when specific applications come forwards.	This level of additional comparison floorspace provision has the potential, if provided within or close to the existing defined town centre shopping areas, has the potential to boost the health of the defined areas and attract more visitors to Hayle.	This level of floorspace has the potential to have significant impact on the trading position of existing convenience retailers in Hayle. In order for this level of floorspace to have the potential of providing a positive benefit then it should be located within or next to a defined shopping area. However, a further point to consider is the inter-relationship between the Foundry and Copperhouse centres in Hayle.	The level of comparison goods floorspace identified in this scenario will clearly have a significant impact on the financial performance of Hayle. Therefore, the type of provision which is provided in this scenario should seek to expand upon the range of existing facilities in Hayle and widen the retail offer of the town and also be positioned where it can benefit the health of the defined centres rather than compete with these areas. In addition, an increase in the market share of Hayle will limit the growth in retail floorspace in Penzance.
	Ensure Locations are Accessible	Additional provision which enables further convenience shopping trips to be retained within Hayle should be seen as a benefit, although the level of provision outlined in this scenario may not be sufficient to provide a facility which is capable of catering for main/bulk-food shopping trips.	Additional provision of comparison floorspace in Hayle has the potential to improve accessibility for the local population of Hayle and the surrounding area. However, these benefits will only be fully achieved if new provision is placed within or adjacent to the existing defined shopping areas.	This level of additional convenience floorspace has the potential to improve accessibility, on the basis that it is able to main a larger amount of main/bulk-food shopping trips in Hayle.	This scenario has the potential to provide a greater amount of retail floorspace with Hayle which can retain greater amounts of comparison shopping trips in the town, thus improving accessibility characteristics.
Regional Planning Guidance for the South West (RPG10) and Draft RSS	(RPG10) Policy EC6: Town Centres & Retailing & (draft RSS) Policy TC1	The level of additional floorspace outlined in this scenario is unlikely to conflict with regional planning policy guidance, although the regional policy aspiration of improving accessibility to convenience retail provision may not be fully achieved.	Subject to the tests of impact and sequential approach, the level of floorspace identified in this scenario is likely to meet the aims and aspirations set out in regional planning policy guidance.	Subject to the tests of impact and sequential approach, the level of floorspace identified in this scenario is likely to meet the aims and aspirations set out in regional planning policy guidance.	Subject to the tests of impact and sequential approach, the level of floorspace identified in this scenario is likely to meet the aims and aspirations set out in regional planning policy guidance.
Cornwall Structure Plan	Policy 14	Additional floorspace will need to prove lack of harm to existing centres and should be well integrated with existing provision. Likely to meet economic regeneration aims of this Policy.	Additional floorspace will need to prove lack of harm to existing centres and should be well integrated with existing provision. Likely to meet economic regeneration aims of this Policy.	Likely to meet economic regeneration aims of this Policy, although the key consideration will be the potential impact on the relationship between the Copperhouse and Foundry areas.	Likely to meet economic regeneration aims of this Policy, although the key consideration will be the potential impact on the relationship between the Copperhouse and Foundry areas.

The Future of Retailing in St Ives – Consideration of Alternative Options

This analysis considers the alternative options for retail development strategy in St Ives. Two alternative strategies are considered. The first is a 'constant market share' approach, which bases the retail strategy, and the need to make further land use allocations, on the continuation of existing market penetration rates. The basis for the 'constant market share' approach is contained in the quantitative analysis in Section 5. The second approach examines the potential and/or desirability of a 'revised market share' approach in St Ives. It seeks to explore the implications of an amended market penetration rate, influenced by both internal and external factors to St Ives and Penwith District, for retailing in St Ives. The potential floorspace capacity implications of each approach are set out below.

Floorspace Capacity Requirements for the Two Options:

'Constant market share' Approach	'Revised Market Share' Approach
Pursuit of a constant market share approach for convenience retailing in St Ives does not indicate any surplus capacity between 2007 and 2021. Maintaining a constant market share for comparison retailing in St Ives will provide an indicative future floorspace capacity of 161sq m net by 2012, 373sq m net by 2016 and 685sq m net by 2021.	In order to achieve a situation where there is future surplus convenience retail floorspace capacity in St Ives, we predict that the current study area market share in the town will have rise to 8% or more. Whilst we consider that the household survey may have under-estimated the current market penetration of the Tesco store in St Ives, the ability to achieve a position where there is surplus capacity is unrealistic given that additional provision will be required to expand the catchment area of St Ives into (and remove expenditure from) Hayle and other more rural parts of Penwith District. In other words, the current quantitative of convenience floorspace in St Ives is more than sufficient to met available expenditure. In order to test the ability to provide additional comparison retail provision in St Ives, we have considered increasing the market share of the town for locally-generated shopping trips. A 25% increase in retention would increase capacity to 950sq m net by 2021 and a 50% increase in retention would provide an additional 1,150sq m net by 2021.

Policy Document	Policy Objective / Strategy	'Constant market share' Approach		'Revised Market Share' Approach	
		Convenience	Comparison	Convenience	Comparison
PPS6	Qualitative Need	We do not consider there to be a qualitative deficiency in convenience retail provision in St Ives and therefore the lack of future surplus capacity for additional provision is unlikely to compromise this policy test.	There is an opportunity to improve and widen the range of comparison retail facilities in St Ives and enable further locally-generated shopping trips to be retained in the town. The levels of additional comparison retail floorspace identified in this scenario will only go part of the way to meeting this objective.	There is not significant support from qualitative indicators of need to allow such a dramatic increase in the market share of convenience retailing in St Ives.	There is a good qualitative argument for increasing the retention of comparison shopping trips in St Ives and these increases in market share would potentially allow this to occur.
	Appropriate Scale of Development	The lack of surplus floorspace capacity will not affect the scale of provision in St Ives.	The levels of additional floorspace identified in this scenario will not conflict with the scale of retail facilities within St Ives.	The level of increase in the market share of St Ives is likely to lead to serious concerns over the scale of provision in St Ives and its impact on the retail hierarchy in Penwith District.	In principle, we do not consider that realistic increases in the market share of comparison shopping will conflict with the test of scale.
	Sequential Approach to Site Selection	Under this scenario, there is no need to identify any further sites for convenience retail provision in St Ives.	No sites have been identified by the Council within St Ives to accommodate additional retail floorspace. Therefore, the additional retail floorspace predicted within this scenario will be accommodated within small scale extensions/refurbishments to individual facilities in the town.	No sites have been identified in St Ives for additional retail provision and pursuit of a revised market share approach may increase pressure to identified locations outside of the town centre, contrary to policy.	No sites have been identified in St Ives for additional retail provision and pursuit of a revised market share approach may increase pressure to identified locations outside of the town centre, contrary to policy.
	Potential Impact	No concerns over future impact are likely to arise as a result of this scenario.	This level of impact is unlikely to have a detrimental impact on the health of the town centre and may have a minor positive impact if additional provision is placed in the town centre.	Pursuit of a revised market share approach in St Ives, in order to allow additional convenience retail provision, has the potential to have a significant detrimental impact on existing facilities in the town.	If this additional provision can be provided within the town centre, or as a planned extension to the centre, then there is a potential positive impact on St Ives. However, if sites in the centre cannot be found then concerns may grow regarding potential negative impact.
	Ensure Locations are Accessible	The household survey results indicate that significant levels of convenience retail shopping trips are still leaking to facilities outside of St Ives, suggesting that existing facilities in the town do not satisfy the requirements of the local population. Whilst the survey may be an under-estimate, there is argument that the constant market share approach does little to improve accessibility.	If this additional provision can provide a wide range of comparison shopping facilities to enable local people to spend more money in St Ives, then the test of accessibility is being met.	Whilst it would be a positive step to try and retain more convenience shopping trips in the town, we consider that this should not be pursued at the cost of a failure to comply with the tests of need, scale, sequential approach and impact.	This scenario has the potential to improve accessibility for local residents in St Ives to comparison shopping facilities.
Regional Planning Guidance for the South West (RPG10) and Draft RSS	(RPG10) Policy EC6: Town Centres & Retailing & (draft RSS) Policy TC1	A key element of regional planning guidance is the need to ensure a good distribution of provision for convenience retail facilities. We consider that this objective is being met in St Ives.	This level of additional provision is unlikely to conflict with regional planning policy guidance.	This approach is unlikely to accord with the aims and aspirations of regional planning policy.	This approach is likely to accord with the aims and aspirations of regional planning policy.
Cornwall Structure Plan	Policy 14	No conflict with Policy 14 of the Structure Plan.	Assuming that additional provision can be accommodated within St Ives town centre, then we foresee no conflict with Policy 14.	We do not consider that there is support from Policy 14 for a revised market share approach to convenience retailing in St Ives.	Compliance with Policy 14 will depend on the tests of impact and the ability to provide this additional level of provision within the town centre, or as an extension.

Preferred Options for Retailing in Penwith

6.22 Having regard to the preceding options analysis, a number of conclusions can be drawn in relation to the preferred options for retailing in each of the chosen key settlements. These are as follows:

Penzance / Newlyn

6.23 Our analysis of need has identified that there is a good range and quantity of convenience retail provision within Penzance at present, and there is no evidence of significant collective overtrading of existing facilities. The household survey also indicates that there is very good retention of convenience goods shopping trips within Penzance and there are no signs of leakage of expenditure. Indeed, convenience facilities in Penzance are able to attract convenience shopping trips from across the Penwith District area and stores in the town have an influence on the shopping patterns of residents of other smaller settlements. For these reasons, our policy options analysis has found that there is no justification for an increase in the market share for convenience retailing in Penzance, on the basis of qualitative, scale and impact policy tests. A further reason why an increase in market share is not considered to be appropriate is the impact that it could have on the ability of Hayle to improve its own market share (see below). Indeed, assuming that a retail growth approach is pursued for convenience retailing in Hayle (see below) then it is likely that part of the growth in expenditure will be redirected away from Penzance and Table N below shows a reduction in the constant market share capacity totals to allow for this situation.

6.24 In terms of comparison goods shopping in Penzance, we have found that, whilst it lies within a position of dominance in Penwith, there is a further opportunity to improve the range and quantity of comparison floorspace within the town centre. This is supported by the level of retail requirements for Penzance, the views of respondents to the household survey and the opportunity to stem leakage to other centres. However, following detailed consideration, we have concluded that it is not appropriate at this stage to plan for an increase in the market share in Penzance for the following reasons. First, in line with our approach to convenience retailing, there is a concern that an increase in the market share of Penzance may damage the potential for other settlements in the District (e.g. Hayle – which may be in more need of additional space) to secure further comparison goods floorspace. Second, there are already significant levels of identified additional quantitative need through the constant market share approach and, therefore, there is likely to be sufficient opportunity through the constant market approach to expand comparison floorspace within Penzance. Finally, our analysis has found very few immediate redevelopment opportunities within or adjacent to Penzance town centre which are capable of accommodating significant parts of the identified need. Therefore, a revised market share approach may well increase the pressure for the identification of sites in out-of-centre locations, which would be inappropriate and we would urge Penwith District Council, through the preparation of its suite of LDF documents, to undertake further work on potential development sites in and around Penzance town centre. Indeed, like convenience retailing, some of the growth in expenditure will be re-directed away from Penzance, slightly lowering future levels of comparison floorspace capacity and Table O below shows a reduction in the constant market share capacity projections to allow for this eventuality.

Hayle

6.25 Our health check and need analyses, along with the household survey, have identified that Hayle is the settlement within Penwith District which is in most need of a step-change in retail provision and shopping patterns behaviour. In particular, significant leakage occurs in relation to both convenience and comparison shopping trips and the town is not able to retain significant levels of expenditure in either category. There is also public support for improvements in retail provision and, generally, Hayle is viewed by the District Council as requiring regeneration. In light of these factors, we consider that there is an opportunity for the District Council to pursue a revised market share approach for both convenience and comparison retailing in Hayle.

6.26 On the basis of a potentially realistic market share of 70% retention of convenience shopping trips in the zone in which Hayle is located (Zone 3), we have highlighted the potential for up to 1,500sq m net of additional floorspace by 2012, rising to 1,750sq m net by the end of the plan period. This level of floorspace could be provided within the form of a new supermarket, which is able to retain further main/bulk-food shopping trips in the town. In terms of comparison floorspace, we have modelled an increase in the level of additional floorspace from 1,200sq m net to 4,000sq m net by 2021. We consider that an increase in the market share of Hayle is a realistic, achievable and sensible approach, although in order to determine the acceptability of this approach for both comparison and convenience shopping in Hayle, detailed consideration must be given to the scale and type of provision and its location in relation to existing defined shopping areas. As a result, we propose a range of floorspace capacity estimates for Hayle showing the constant market share (minimum capacity) and revised market share (likely realistic maximum) scenarios. As a result of these recommendations, the ability of other towns, in particular Penzance, to grow their market share will be constrained, although we consider that this approach of increasing retail provision in Hayle will not damage retail and town centre policy objectives in Penzance.

6.27 A further consideration will be the relationship between the two defined shopping areas of Copperhouse and Foundry which attract equal status in the adopted Local Plan and this is considered in further detail later in this section.

6.28 It would appear from our analysis, that the Hayle harbour area offers a good opportunity to incorporate retail uses as part of a wider land use mix. This approach is already enshrined within the adopted Local Plan and we support the Plan's requirement that new retail floorspace in the harbour area must be closely integrated with the existing defined centre. We therefore support the allocation of the harbour area for retail uses, subject to further consideration being given to the location and scale/type of proposed facilities.

6.29 We have also examined two locations close to the defined centre in Copperhouse. However, both sites appear to exhibit constraints and permission has been refused (at appeal) for retail uses at Beatrice Terrace. Within the appeal decision the Inspector concluded that the Beatrice Terrace site was not in a sequentially preferable location and we can conclude that this situation has not changed. In relation to the assessment of need, the Inspector concluded that there was not a quantitative capacity for an additional 1,900sq m net convenience goods floorspace. Having regard to our own analysis we would agree and also taking into account the poor linkages between the site and the centre would conclude that the Beatrice Terrace site is not suitable for retail development.

6.30 The other location at Copper Terrace, is also unsuitable for large scale retail development across the whole of the site, although we consider that there is an opportunity to some retail uses within this site which either front on to main road through the centre or within easy walking distance. Whilst it is currently allocated for residential development, we consider that the Copper Terrace site has the potential to provide some retail development to support Copperhouse centre. We have also considered a range of sites on the edge of the town close to the newly constructed West Cornwall Retail Park, although we do not consider these to be preferred locations for retail development.

6.31 A key role for future development plan documents relating to Hayle is the need to control and manage the status and health of the two defined centres in Hayle: Copperhouse and Foundry. In the future significant change is likely to occur within the Foundry area when the harbour development is implemented and this has the potential to impact upon the Copperhouse area. As a result, we consider that there is a need to develop a detailed strategy for these centres, which may also include a specific town centre/retail policy within the LDF suite of documents. Such a strategy fulfils the aim of Project 11 in the MCTi Hayle Area Plan 2005-2025 which recommends the preparation of a 'Development Plan and Retail Strategy' for the town centre. It also supports the objectives of the Local Area Agreement for Cornwall.

6.32 It is outside of our current brief to prepare a detailed strategy for the town centre, although we consider that the following issues should be pursued in more detail by the Council:

- **Consideration of the future roles of Copperhouse and Foundry**. At present, both centres have equal status and both have a range of retail and other commercial uses. In the future, the harbour development will affect both centres and consideration will need to given to whether the equal retail status of these centres should continue. We consider that the loss of retail from Copperhouse as a result of the harbour scheme would not be a positive outcome for Hayle and we see no reason for Copperhouse to be demoted below Foundry in the future. However, we feel that a detailed strategy for these centres should examine this issue in more detail, consulting widely on the future roles of these areas and also taking into account the content of the harbour scheme which at present is not known.

- **The scale of retail (and other town centre style) development required to support these roles**. Once the roles of each centre have been established, it will be necessary to set clear guidance on the scale of retail and other town centre style uses which should be provided in each centre. We support the aspiration to provide retail uses within the harbour area, although any formal planning application submission should be considered carefully. In particular, the Council will need to consider indicators relating to need, scale and impact very carefully, along with the locational aspects of new retail provision. It will be important to ensure that the harbour does not constrain public and private sector investment in Copperhouse and, therefore, proactive steps should also be made to identify new retail provision within Copperhouse. The Copper Terrace site examined within this study offers the potential for retail uses as part of a mixed use development and there is further opportunity to provide new retail uses within a redevelopment of the former Daniel's store.

St Ives / Carbis Bay

6.33 In relation to convenience retailing in St Ives/Carbis Bay, the recent addition of the Tesco store in Carbis Bay has improved the range of facilities available and provides the opportunity for main/bulk-food shopping trips to be undertaken in the town alongside the top-up food shopping function of facilities in St Ives town centre. Despite the fact that the household survey is indicating that leakage of convenience shopping trips still remains, and the Tesco store is trading well below what would normally be expected of a store of this type and size, we do not consider that there is a significant qualitative need for additional convenience goods retail floorspace in St Ives/Carbis Bay over the LDF period. Any further increases are likely to be small scale and should be directed to the town centre.

6.34 In relation to comparison retailing, St Ives currently accommodates a reasonably high level of floorspace, well beyond what would be expected of a town of this size elsewhere in the South West. As already noted, the main reason for the level of provision is the influence of the tourism industry and the economic impact that it has on the health and performance of the town centre. In light of this influence, the range of retail facilities which are located in the town centre are clearly orientated towards the tourist/visitor market and the household survey is showing that significant leakage of comparison shopping trips from the local St Ives/Carbis Bay population to other settlements is occurring. One potential conclusion which could be drawn from this situation is that part of the retail sector in St Ives/Carbis Bay is not able to cater for the needs of the local population and there is qualitative support for an increase in the range and type of floorspace provision. However, our policy options analysis has not been provided with locations within St Ives/Carbis Bay which are able to accommodate additional comparison floorspace and, therefore, we conclude that a constant market share approach should be pursued by the District Council unless suitable locations within the centre can be identified through the preparation of LDF documents. Given the physical structure of the town, this appears to be unlikely.

Summary

6.35 In light of the foregoing analysis, we summarise below the levels of quantitative need for additional floorspace in each settlement, as predicted by the policy options analysis. Both residual expenditure and floorspace equivalents are provided, for the reasons outlined in the previous chapter regarding variable sales density levels. For the avoidance of doubt, if a retail growth approach for convenience and comparison retailing is pursued in Hayle, then the lower end of the floorspace capacity range in Penzance should be adopted.

Table N: Recommended Levels of Convenience Floorspace Capacity in Penwith, 2007-2021

Town	Quantitative Need		
	2012	2016	2021
Penzance	-	0-122sq m net (£1.3m)	171-443sq m net (£4.8m)
Hayle	679-1,500sq m net (£7-£15.4m)	762-1,600sq m net (£8m-£16.9m)	864-1,750sq m net (£9.3m-£18.8m)
St Ives	-	-	-

Table O: Recommended Levels of Comparison Floorspace Capacity in Penwith, 2007-2021

Town	Quantitative Need		
	2012	2016	2021
Penzance	3,470-4,153sq m net (£22.4m)	7,659-8,439sq m net (£48.2m)	13,831-14,739sq m net (£90.8m)
Hayle	105-2,200sq m net (£0.6m-£11.8m)	556-2,900sq m net (£3.2m-£16.6m)	1,219-4,000sq m net (£7.5m-£24.5m)
St Ives	161sq m net (£0.9m)	373sq m net (£2.1m)	685sq m net (£4.2m)

Out-of-Centre Retailing

6.36 Future proposals for out-of-centre retail development should be carefully considered and prevented if it is shown that they could soak up significant amounts of identified capacity and/or harm opportunities for town centre redevelopment/expansion. We do not consider there is currently a need for future out-of-centre retail allocations in Penwith, particularly given the opportunities presented by a range of potential (re)development sites within and on the edge of the main town centres. Nevertheless, the Council (along with potential applicants) will need to apply flexibility and realism when assessing the locational characteristics of retail warehouse proposals, particularly in the more historic centres. Should, through future planning applications, there be a proven need for additional retail warehouse floorspace (which can't be provided for in the town centre) then the

District Council will need to consider the most appropriate location for this provision. It appears logical and sustainable that the starting point for such an assessment will be consider locating new uses immediately adjacent to existing retail warehouse provision and to seek improvements to public transport accessibility.

6.37 In terms of PDC's consideration of future retail proposals outside of existing town centres, PPS6 provides very clear guidance on the assessment of proposed schemes and builds upon superseded guidance in PPG6. As a result, a criteria-based policy will remain appropriate for considering new development that comes forward over the LDF period. PPS6 advises that applicants for retail development should be required to demonstrate:

- The need for the development;
- That the development is of an appropriate scale;
- That there are no more central sites for the development;
- That there are no unacceptable impacts on existing centres; and
- That locations are accessible.

6.38 The above criteria will need to be incorporated into an updated version of Policy TV-17 of the Local Plan. The key revisions to TV-17 will comprise:

- **Need**. The test of need is already enshrined within TV-17 criterion (ii) and this should continue within future policy documents. We consider that it would be useful for either the policy itself or the supporting text to outline the need to consider quantitative and qualitative indicators. The policy should also make it clear that need should be demonstrated for retail development proposals which are located outside of the defined primary shopping areas in the major town centres.

- **Impact & Scale**. It will be important for any successor policy to TV-17 to continue to include the test of impact and make it clear that impact should be considered for all proposals outside of the defined primary shopping areas. The policy must make it clear that the key test of impact is the effect of the proposal on the vitality and viability of existing centres, considered cumulatively with recent permissions, developments under construction and completed developments. For developments of a sufficient scale (e.g. 2,500sq m gross) the supporting text to updated Policy TV-17 may wish to make reference to the impact assessment criteria at paragraph 3.22 of PPS6.

- **Sequential Approach to Site Selection.** Whilst reference is made in TV-17 to the sequential test as set out in a separate Policy in the Local Plan (TV-16) we consider that it is worthwhile an updated version of TV-17 providing further guidance on the sequential test, including the need to apply this policy test to proposals outside of existing centres (and not allocated in an up-to-date development plan). As already noted in other parts of the Local Plan, reference should be made to the need for flexibility in terms of scale, format, parking and disaggregation.

- **Types of retail development subject to an updated version of TV-17.** We consider that it would be useful for the updated version of TV-17 to state, for the avoidance of doubt, which types of development are subject to the Policy: new development, redevelopment of existing facilities, extensions to existing facilities, changes of use involving development, renewal of extant planning permissions and applications to vary or remove existing planning conditions (which would have the effect of creating additional floorspace or changing the range of goods sold).

6.39 There is some duplication between the contents of Policy TV-17 and Policy TV-16 within the adopted Local Plan, particularly where TV-16 deals with proposals outside of town centres. Going forwards, it may be more appropriate of the successor policy to TV-16 to concentrate on proposals for retail and other town centre uses.

Class A3/A4/A5 Food and Drink Provision

6.40 Policy TV-18 of the adopted Local Plan makes it clear that the loss of Class A1 shops from the defined primary shopping area will not be permitted unless the proposal will benefit, or at least maintain, the vitality, viability and retail attractiveness of the prime shopping area or retail would remain the predominant use. We have been asked to consider this Policy in order to inform the preparation of the Penwith LDF and we consider that it's broad principle of seeking to keep retail as the dominant land use remains an appropriate policy for controlling uses within the primary shopping areas of town centres. However, in order to further inform future policies on this issue, we have reviewed the level of retail uses within the existing primary shopping areas in Penzance and St Ives and have found retail uses comprise 71% in Penzance and 69% in St Ives. These current figures are below the levels set by the support text to Policy TV-18 (80% and 75% respectively).

6.41 Therefore, we consider there is a need to re-examine the percentages given in any future update to Policy TV-18 and we would wish to note that, in many cases, judgements regarding the appropriate level of non-retail uses within primary shopping area will be subjective and, in our experience, there can be problems arising out of trying to apply a simple percentage rule to primary shopping areas. We are, however, sympathetic to the issues surrounding food and drink uses within St Ives town centre and the Council is likely to be justified in pursuing a more restrictive policy approach in the town. Therefore, we recommend that in any update to Policy TV-18, the District Council considers how the assessment of such applications can also include consideration of the following criteria (which can be included in the supporting text; and will be particularly helpful where there is a fine balance between *prima facie* meeting or conflicting the criteria in the updated version of Policy TV-18):

- The location and prominence of the premises within the shopping frontage;
- The floorspace and length of frontage of the premises;
- The number, distribution and proximity to other premises within Classes A2 and A3/A4/A5, or with planning permissions for such use, within the frontage in question and throughout the town centre;
- The particular nature and character of the use proposed, including the level of pedestrian activity associated with it;
- The level of vacancies in ground floor properties; and
- Whether the proposed use would give rise to noise, smell or other environmental problems.

6.42 On a related issue, the District Council will also need to consider the location and extent of the primary retail frontages in the town centre. Having regard to the designations in the adopted Local Plan, plus the findings of our health check, we agree that the designations in St Ives and Penzance are broadly reflective of the current primary shopping areas and there are no obvious changes required to the defined town centre boundaries (although the District Council may want to consider amending the Foundry town centre designation in Hayle depending on the proposals which come forward as part of the Hayle Harbour regeneration scheme). Within Penzance, the primary shopping area along Market Jew Street potentially has the ability to extend on both sides of the street up to junction with Albert Street and the area along Causewayhead may extend northwards in the future.

6.43 At present, the adopted Local Plan does not identify primary shopping frontages within the two defined centres in Hayle. We have examined the current content of the defined centres in Hayle and are able to identify that Nos 2-4 Chapel Terrace and Nos 1-32 on Penpol Terrace have the characteristics of primary retail frontages and could potentially be identified as a continuous frontage within the Foundry centre. In contrast, we have examined Copperhouse centre and have not found a concentration of retail uses within the centre which can be identified as primary retail frontage (under the PPS6 definition). However, we believe that it will be important for PDC to protect and retain retail uses within both defined centres in Hayle and the inability to identify primary retail frontages in Copperhouse should be taken as a prompt to consider a different approach to the protection and provision of retail uses in Hayle. Therefore, we recommend that PDC considers an approach whereby the protection and retention of retail uses should apply across the whole of the defined town centres in Hayle and retail uses are the first choice use in these areas (although other town centre style uses will be considered along side the Council's usual development control policies and possibly the criteria outlined in paragraph 6.47 above).

Recommendations for Future Monitoring

6.44 The recommendations and projections within this study are expected to assist the Council in preparing its LDF over the next few years and to assist development control decisions during this period. The study provides a broad overview of the potential need for further retail and leisure development over the period 2007-2021. However, it will be necessary to roll forward these projections, particularly to update the medium to longer term projections to reflect emerging changes as and when new information becomes available and further retail development occurs in West Cornwall. Therefore, we recommend that this study should be updated in 3-4 years' time and the floorspace projections rolled forward. The following key assumptions should be updated as necessary:

- Population projections;
- Local expenditure estimates;
- Tourist expenditure within Penwith (possibly through more detailed on-street surveys);
- Growth rate assumptions (to reflect potential future changes in retail expenditure patterns);
- The impact of potential increases in home and internet shopping;
- Existing retail floorspace and average turnover to floorspace densities. This aspect may be very useful for Hayle in particular, in order to gauge the impact of the West Cornwall Retail Park on the retail composition in both Hayle centres; and
- Implemented development within and around the study area, including Hayle Harbour and retail development in CPR, St Austell and Truro. As part of this, updated household, on-street and retailers surveys should be carried out in order to estimate the impact of these developments on the town centres.

7. SUMMARY AND CONCLUSIONS: A RETAIL STRATEGY FOR PENWITH

Introduction

7.1 This report has been prepared by GVA Grimley in response to a brief prepared by Penwith District Council (PDC) to prepare a Retail Study for Penwith District. This study will provide essential background information and an evidence base to assist PDC in the production of a Local Development Framework (LDF) for the Penwith administrative area and will enable PDC to prepare preferred options for its retail development strategy. The objectives of this study have been to:

- Provide an analysis of relevant policy guidance.
- Provide an overview of retail trends and their implications for the future scale and distribution of retailing in Penwith.
- Provide an analysis of the existing structure and hierarchy of the three main towns of Penzance/Newlyn, Hayle and St. Ives (including Carbis Bay) within Penwith and the sub region, including an assessment of current and future competition from other centres outside the District.
- Review the mix and diversity of existing retail and non retail uses, including out of centre retail provision and key food store provision in the towns identifying any gaps in provision or areas of deficiency.
- Assess current patterns of usage for food and non food shopping purposes in the towns, the extent to which residents are travelling elsewhere to meet their shopping needs, and the contribution of visitors to the local economy.
- Review provision for food and drink, leisure and entertainment facilities in the towns identifying any gaps in provision or areas of deficiency.
- Assess the vitality and viability of the town centres, having regard to the key health check indicators and advice in PPS6, focusing on the strengths, weaknesses, opportunities and threats facing each centre including an assessment of the accessibility of the centres.
- Identify the role and functions of the town centres, including review, appraisal and definition of primary and secondary shopping areas as appropriate.
- Review how the current offer of the towns may change in the future, examining any key proposals and commitment in Penwith and also strategies and proposals in other Districts, as appropriate, to take account of potential external influences.
- Provide a qualitative and quantitative assessment of the need for a new level of future additional capacity for retail (including food and non food) and non retail (including food

and drink, leisure and entertainment) facilities that can be accommodated within the various catchment areas.

- Provide an indication of broad locations for, and the form of, any required new retail/non retail facilities, including the phasing of development and timescale for provision over the period 2026.
- Provide recommendations on strategy objectives for the town centres.
- Provide an analysis of policy options to demonstrate how different retail development scenarios will affect the future performance of the towns.
- Provide recommendations on objectives and special planning policies for inclusion in relevant development plan documents (including the core strategy and area option plans) particularly relating to new development, the hierarchy of town centres and this sequential approach.
- Provide recommendations for future monitoring of the retail strategy.

Context and Key Issues

7.2 In order to achieve the study objectives, this retail study has been informed by a number of pieces of empirical research and a detailed analysis of town centre health and current retail expenditure patterns. Arising out of these assessments, we have been able to identify the retail context in Penwith and a set of key issues in each of the main Penwith settlements. In the pages which follow, we provide a résumé of the District's key retail and town centre characteristics, which have been used to inform the retail strategy for each settlement.

7.3 Our identification of the key issues has arisen as a result of the following assessments:

- Overview of the retail hierarchy in Penwith, focusing on a review of the vitality and viability of Penzance, Newlyn, Hayle, St Ives and Carbis Bay.
- Assessment of the need for additional retail floorspace in Penwith over the period 2007-2021, focusing on an assessment of quantitative and qualitative factors for different types of retail goods. This work has drawn upon up-to-date population, per capita expenditure and shopping patterns data to provide an up-to-date assessment of the quantitative flows of expenditure to each of the main settlements.
- Following the initial quantitative assessment, we have reviewed potential shopping development opportunities in each of main settlements. This work has examined existing allocations/opportunities identified in the adopted Local Plan, plus new potential opportunities which have been identified through the course of completing this study.

7.4 Following the assessment of town centre health, existing quantitative flows of retail expenditure, qualitative factors of need, plus potential development potential development opportunities, we have formulated a retail strategy for the main Penwith settlements. In order to do this, we have undertaken a broad policy options analysis, which will help the Council to develop a front-loaded LDF and will encourage a meaningful response from the local community and key stakeholders on a genuine choice of options for retail uses. The options analysis will help the Council develop its Development Plan Documents for Penwith, plus agreeing an area-specific vision and defining key objectives. The options analysis itself has taken into account the suite of policy objectives provided at the national, strategic and local level and has assessed the potential differences between convenience and comparison shopping provision in each of the main settlements.

7.5 The outputs from the policy options analysis have informed the retail roles and strategy for each of the main centres. These roles are designed to be complementary to each other and will support the wider regenerative aims and aspirations promoted by PDC. The remainder of this section provides an overview of the findings of this study and describes a series of policy approaches and initiatives which are intended to reinforce and promote the distinctive roles of the main settlements in Penwith. Following the summary of the main findings for each of the three main towns, we provide a summary of the retail strategy for each town. A common format is used to record the contents of the retail strategy for each centre. This comprises an overview of the health and retail characteristics of each centre, followed by an outline of the recommended retail strategy and a description of the actions required to achieve the goals set.

Penzance

7.6 Penzance is maintaining its role as the dominant centre in Penwith, and is comfortably at the higher end of the second-tier of larger centres in Cornwall. Having the largest concentration of units within the District, and a good range of convenience, comparison, service and other commercial uses, it is able to attract large numbers of visitors from the local and wider area. Vacancy levels are low and have been falling over the past year. Supported by known operator requirements, this suggests that the town centre remains a popular location for businesses. Convenience retail provision within Penzance is dominated by out-of-centre provision which attracts the majority of main/bulk-food shopping trips. Conversely, town centre provision caters for top-up food shopping provision. Penzance is able to retain significant levels of comparison goods expenditure generated by local residents, and its market share is good for a town of its size. Almost all of convenience shopping trips generated by Penzance residents remain within the town, indicating that existing facilities are able to cater for current needs. They also exert an influence over other smaller settlements in Penwith and draw from other areas.

Hayle

7.7 Hayle's retail and commercial performance has been influenced by the weaknesses of the local economy and the decline of the town's industrial and maritime base. The town has the smallest level of retail and service provision in Penwith, with it being dominated by local independent operators and split between the two defined centres at Copperhouse and Foundry plus the recently developed West Cornwall Retail Park. Importantly, comparison and convenience retail provision is not currently able to retain a significant amount of locally generated shopping trips, with provision being oriented towards top-up shopping and day-to-day shopping needs. However, vacancies in the centres are lower than the national average, indicating that there is a reasonable level of demand for property in Hayle. In terms of shopping patterns and financial performance, only about a third of locally generated convenience expenditure (about one quarter of main food shopping trips and half of top-up food shopping trips) is at present being retained in the town, with significant amounts of expenditure leaking to Penzance and outside the District. This leakage appears to be consistent with the level and type of provision which is currently available in Hayle, which at the moment is limited to medium-sized Co-op and Lidl stores. These appear to cater for top-up food shopping trips and only a small proportion of main food trips. Similarly, comparison retail provision in Hayle is only able to retain about a tenth of locally generated trips, although this market penetration rate may increase as the West Cornwall Retail Park reaches a settled trading pattern. Apart from the national multiple retailers present at the Retail Park, Hayle has a relatively low level and range of comparison retail provision. The household survey indicates that there is a public desire to improve the level of shopping facilities in Hayle.

St Ives (including Carbis Bay)

7.8 St Ives is one of the most popular destinations for visitors to Cornwall. This status is reflected in the level and range of retail, service and commercial uses in the town centre and the level of pedestrian footfall. The number of units and total level of retail and commercial floorspace is well above the level which would be expected for a town of this size. This is mostly due to the contribution of tourism to the local economy. Vacancies within the centre are consistently low (and comparable to levels experienced in Penzance). In addition there is a significant demand from retail and service operators, although it appears that this cannot be met within the current structure of the town centre. Overall, the study concludes that St Ives is a very healthy centre, which has increased its financial performance and attractiveness through an increasing appeal to the tourism industry. Convenience retail provision in the St Ives and Carbis Bay area has been improved in recent years with the introduction of the new out-of-centre Tesco store. This provides a different sort of convenience retail offer to that currently available within the centre of St Ives, and is able to provide a main food shopping destination for the local population. However, the household survey results indicate that only just over a third of main food shopping trips and about half of top-up food shopping trips are retained in the local area. A possible explanation for this is that households may have under-estimated the level of food shopping trips flowing to St Ives and Carbis Bay, and it would appear that the majority of the current estimated under-trading is due to the attractiveness of the Tesco store. In terms of comparison retail provision in St Ives and Carbis Bay, the household survey reveals a retention rate of less than a tenth. Significant leakage of locally generated comparison goods expenditure appears to be split between other destinations in Penwith and outside of the District. For a town of its size, there is a reasonably high level of comparison retail floorspace in St Ives, although the type of floorspace is oriented towards the tourism market and there appears to be a shortage of facilities to serve the needs of the local population.

Strategy Response

7.9 In terms of a strategy response, the study concludes that Hayle is the settlement within Penwith which is most in need of a step change in retail provision and shopping patterns behaviour. A *'revised market share'* approach is therefore recommended. In particular, it is considered that there is an opportunity to stem leakage and retain larger amounts of convenience and comparison expenditure within the town. Overall, it is considered that there is an indicative capacity for an additional 679-1,500 sq m net convenience floorspace by 2012, rising to 864-1,750 sq m net by 2021. Assuming a further increase in the market share of comparison shopping in Hayle, in order to accommodate new provision, there could be capacity for up to 2,200 sq m by 2012, up to 2,900 sq m net by 2016, and up to 4,000 sq m by 2021. However, the ability to achieve these levels will depend on meeting policy tests of impact and the 'sequential approach' and also how increasing the market share of Hayle will impact on future floorspace capacity in other Penwith settlements (e.g. Penzance). In order to accommodate the level of need identified, the harbour area has been identified as being the most appropriate opportunity, in line with the existing Penwith Local Plan allocation. However, this is subject to the proviso that such retail provision is integrated with the existing Foundry centre. In addition, the study highlights that Hayle, due to the way it has grown, has a unique challenge of two defined town centres of equal status. It is vital, therefore, that any proposals in the harbour also ensure that the health of the Copperhouse area is not damaged, giving a need to consider how the level of identified need can be spread across both centres. The suitability of the harbour area and other potential sites will be assessed through the process of producing the Hayle Area Action Plan.

7.10 In relation to Penzance, the study recommends that the Council should pursue a *'constant market share'* approach for convenience and comparison retailing. This is based on the need to allow Penzance to maintain and enhance its position in the retail hierarchy, whilst avoiding a negative impact on the need to provide additional retail floorspace and investment in other centres in Penwith, e.g. Hayle. The study indicates a need for an additional 3,470-4,153 sq m net comparison floorspace by 2012, rising to 7,659-8,439 sq m net by 2016, and 13,831-14,739 sq m net by 2021. There will not be surplus capacity for additional convenience floorspace until after 2012, with 171-443 sq m net by 2021. However, a key issue highlighted by the study is the lack of potential retail development opportunities in Penzance town centre in order to accommodate the significant levels of potential growth in comparison retailing over the medium to long term. In the short term (over the next five years) it is recommended that sites are identified to accommodate the additional floorspace capacity, and that further investigations are undertaken to identify further development opportunities (and possible extensions to the town centre) for the future.

7.11 In relation to St Ives, the study acknowledges that it is clearly a popular retail and services destination, which is reinforced by the level of retailer and service operator requirements for additional floorspace in the town. In terms of comparison retail provision, it is considered that, in principle, there could be an opportunity to increase the level of retail expenditure which is retained from the local area, although the lack of available sites within and around the town centre leads to a conclusion that a *'revised market share'* approach may not be realistic. In terms of convenience retailing, it is recommended that the Council pursues a *'constant market share'* approach for the future, based on the level and range of provision which currently exists in the local area.

7.12 Ensuring town centre vitality and viability is a key objective for the Penwith Local Development Framework and can primarily be achieved through promoting and enhancing existing centres, whilst planning for retailing growth where appropriate. However, there is also a need to ensure that town centres provide a high quality environment through building design and public realm enhancements. This, combined with accessibility and consideration of the impact and location of transport networks, is part of the essential mix to any successful town centre and retail strategy.

7.13 Based on the recommendations outlined above, the preferred option at the strategic level is to retain the existing hierarchy in the District, pursuing a '*constant* market share' approach for Penzance and St Ives (including Carbis Bay), whilst enabling Hayle, through a *'revised market share'* approach, to increase retail provision and influence shopping patterns with the primary aim of stemming leakage to other areas and improving the town's economic performance.

PENZANCE

Current Role and Health of Town Centre	▪ Penzance is the largest centre in Penwith District and is able to attract large numbers of visitors (from the local and wider area, plus tourists). The centre has the largest concentration of units within Penwith and there is a good range of convenience, comparison, service and other commercial uses. ▪ Vacancy levels are low and have been falling over the past year, suggesting that the town centre remains a popular location for businesses. Analysis of retail and service operator requirements for Penzance indicate a significant level of demand for additional space. ▪ Convenience retail provision within Penzance is dominated by out-of-centre provision, which attracts the majority of main/bulk-food shopping trips. Conversely, town centre provision caters for top-up food shopping provision.
Shopping Patterns and Financial Performance	▪ Penzance is able to retain significant levels of comparison goods expenditure generated by local residents and we consider that its market share is good for a town of its size. The town centre has an annual study area derived turnover of £90m, with a further £44m flowing to out-of-centre facilities. These levels of turnover will be further boosted by expenditure from visitors and tourists. ▪ Shopping facilities in Penzance have the largest catchment area of any of the towns in Penwith and they currently attract expenditure (in varying amounts) from most areas, plus Kerrier District also. ▪ Almost 100% of convenience shopping trips generated by Penzance residents remain within the town, indicate that existing facilities are able to cater for current needs. They also draw from a number of other areas and exert an influence over other smaller settlements in the District. Overall, £61m of expenditure is attracted from the study area to Penzance.
Proposed Retail Strategy	▪ Having considered the health of the centre, plus qualitative and quantitative characteristics of retailing in Penzance, we propose that Penwith District Council should pursue a constant market share approach for convenience and comparison retailing. This is based on the need to allow Penzance to maintain and enhance its position in the retail hierarchy, whilst not providing a negative impact on the need to provide additional retail floorspace and investment in other centres in Penwith (e.g. Hayle). ▪ Our retail strategy provision the need for an additional 3,470-4,153sq m net comparison floorspace by 2012, rising to 7,659-8,439sq m net by 2016 and 13,831-14,739sq m net by 2021. There will not be surplus capacity for additional convenience floorspace until after 2012, with 171-443sq m net by 2021. ▪ A key issue highlighted by our analysis has been the lack of potential retail development opportunities in Penzance town centre in order to accommodate the significant levels of potential growth in comparison retailing over the medium to long term. In the short term (over the next five years) sites can be identified to accommodate the additional floorspace capacity, although we recommend that further investigations are undertaken to identify further development opportunities (and possible extensions to the town centre) for the future.

HAYLE

Current Role and Health of Town Centre	▪ The retail and commercial performance of Hayle has been influenced by the weaknesses of the local economy and the decline of its industrial and maritime base. ▪ Hayle has the smallest level of retail and service provision in Penwith District and provision is dominated by local independent operators. Retail provision is split between two defined centres in Copperhouse and Foundry, plus a recently developed retail park. ▪ Comparison and convenience retail provision in Hayle is not currently able to retain a significant amount of locally-generated shopping trips and provision is orientated towards top-up shopping and day-to-day shopping needs. ▪ Vacancies in the two defined centres are lower than the national average, indicating that there is a reasonable level of demand for property in Hayle.
Shopping Patterns and Financial Performance	▪ At present, only 34% of locally-generated convenience expenditure is being retained in Hayle, with significant amounts of main/bulk-food shopping expenditure leaking to Penzance and outside the District. This market share translates into an annual turnover of £13m, which suggests that existing facilities are trading well. ▪ Comparison shopping in Hayle has a lower market share, with significant leakage to Penzance and Kerrier District. Overall, Hayle has a study area derived turnover of £5.4m which will be boosted by tourism expenditure. This level of turnover will probably increase as the new retail park on the edge of the town reaches a settled trading position.
Proposed Retail Strategy	▪ Having regard to our analysis of current shopping patterns, our quantitative analysis and the qualitative aspects of existing retail provision, we recommend that there is an opportunity for Hayle to pursue a revised market share approach for its future convenience and comparison retail strategy in the LDF. In particular, there is an opportunity to retain larger amounts of convenience and comparison expenditure. ▪ Overall, we consider that there is an indicative capacity for an additional 679-1,500sq m net convenience floorspace by 2012, rising to 864-1,750sq m net by 2021. Assuming a further increase in the market share of comparison shopping in Hayle in order to accommodate new provision, there could be capacity for up to 2,200sq m net by 2012, up to 2,900sq m net by 2016 and up to 4,000sq m net by 2021, although the ability to achieve these levels will depend on the policy tests of impact and the sequential approach. ▪ In order to accommodate this level of identified need, we have identified the harbour areas as being the most appropriate opportunity, in line with the existing Local Plan allocation. However, whilst the identification of this site should clearly continue in the forthcoming LDF, it is vital for the future health of Hayle that any new (Class A1, A3, A4 & A5) retail provision in the harbour to integrate with the existing defined centre in the Foundry area. it is also important for this project to support and contribute to the on-going regeneration projects in Hayle such as the Waterside Walkway initiative. ▪ In addition, Hayle, due to the way it has grown, has the unique challenge of two defined town centres, which have equal status. It is vital that any proposals in the harbour do not damage the Copperhouse area and there is a need to consider how the level of identified need can be spread across both centres. Therefore, we reinforce the need for a 'Development Plan & Retail Strategy' (as recommended by the Hayle Action Plan) to be prepared.

ST IVES

Current Role and Health of Town Centre	▪ St Ives is one of the most popular destinations for visitors to Cornwall and this status is reflected in the level and range of retail, service and commercial uses which are present in the town centre and the level of pedestrian footfall. ▪ The number of units and total level of retail and commercial floorspace is well above the level which would be expected for a town of this size, which is mostly due to the contribution to the local economy of tourism expenditure. ▪ Vacancies within the centre are consistently low (and comparable to levels experienced in Penzance) and there is a significant demand from retail and service operators which does not appear to be capable of being met within the current structure of the town centre. ▪ Overall, we can conclude that St Ives is a very healthy centre, which has increased its financial performance and attractiveness through an increasing appeal to the tourism industry.
Shopping Patterns and Financial Performance	▪ Comparison retailing in St Ives is assessed to have a limited catchment area amongst West Cornwall residents and derives £3.4m of expenditure from the study area. However, this is significantly boosted by expenditure by tourists, particularly in the summer holiday months. ▪ Use of the household survey indicates that only £8.6m of expenditure is flowing from the study area to St Ives and Carbis Bay which, whilst boosted by tourist expenditure, we consider may well be an under-estimate. The catchment area for convenience shopping in St Ives and Carbis Bay is very limited and does not extend beyond the local area.
Proposed Retail Strategy	▪ St Ives is clearly a popular retail and service use destination, which is reinforced by the level of retailer and service operator requirements for additional floorspace in the town. In terms of comparison retail provision, we consider that, in principle, there could be an opportunity to increase the level of retail expenditure which is retained from the local area, although the lack of available sites within and around the town centre (due to the historic street pattern) leads to the conclusion that a revised market share approach may not be realistic. ▪ In terms of convenience retailing, we have recommended a constant market share approach for the future on the basis of the level and range of provision which currently exists in the local area.