



HELSTON TOWN COUNCIL
Konsel an Dre Hellys

The Guildhall, Helston, Cornwall, TR13 8ST
Tel: 01326 572063
Email: townclerk@helston-tc.gov.uk



22nd December 2020

To: The Mayor and Members of the Town Council

Dear Councillor,

You are summoned to attend a Special Meeting of the Helston Town Council to be held virtually on **WEDNESDAY 6TH JANUARY 2021 at 7.00 p.m.** for the purpose of transacting the undermentioned business.

Yours sincerely,

Chris Dawson
Town Clerk

AGENDA

1. Apologies for absence.
2. Declarations of Interest.
3. At this juncture the Meeting will adjourn for a period of up to fifteen minutes to permit members of the public present to put questions to Members regarding any item on this agenda.
4. To consider a Report of the Projects Officer regarding Helston Place Shaping. **(Page 3)**
5. Exclusion of the Press and Public
If required, the Council is invited to pass the following resolution:-
That pursuant to the provisions of the Public Bodies (Admissions to Meetings) Act 1960, the press and public be excluded from the Meeting for the following items of business, by reason of the confidential nature of the business to be transacted.

BLANK PAGE

Report of the Projects Officer (PO)**1. Helston Place Shaping Board**

- 1.1 In the last two years Helston Community Interest Company (HCIC) has made significant progress, working in partnership with CC place shaping officers, the Council, and the wider community in formulating a 'Place Shaping Plan' for Helston. Much of this work has been led by HCIC's Place Shaping Sub-Group, which had its first meeting in April 2019.
- 1.2 In order to fully meet the requirements for Town Vitalisation funding (TVF) eligibility and to prepare Helston's place shaping partnership for its future role in overseeing the investment of capital funds the terms of reference and composition of the existing Place Shaping Sub-Group have been reviewed and amended as required to create an independent Place Shaping Board (the Board).
- 1.3 In response to advertisements on social media the Board has now been strengthened as required with additional representatives from the business and voluntary sectors. The revised composition of the Board is shown in **Appendix i**
- 1.4 Papers setting out the Terms of Reference, Code of Conduct and the Role/Function of the Board were appended to the Project Officer's December Full Council report. Group members were included for information.
- 1.5 Under the Terms of Reference the Council is required to appoint one representative to the Board and there is an aspiration for this appointment to be made prior to submission of the TVF bid, and in advance of the inaugural meeting of the Board, which is likely to be called at a date to be confirmed in January 2021.

Recommendation: that the Council appoints a member representative to the Helston Place Shaping Board

2. Helston Place Shaping Plan (the Plan)

- 2.1 Further development of the Plan has been carried out recently in order to form the basis for a bid to Cornwall Council's Town Vitality funding (see section '3. below).
- 2.2 The Plan includes seven interlinked and complementary project proposals which address identified needs and respond to perceived opportunities (see **Appendix ii – Strategy and Background**) for revitalising Helston. These projects are regarded as a first phase. It is envisaged that as projects are implemented the Board will create capacity and momentum to add further projects and activities to the Plan. In summary the seven projects are as follows and further details are provided where appropriate in Appendices iii - viii

- **Helston Cultural Quarter (Appendix iii)**

An historic public realm project which will deliver improvements within and around Market Place, The Museum of Cornish Life, the Drill Hall Yard and access through to the CAST building and Wendron St, creating a town square and strong outdoor link between several of the key cultural assets of Helston.

- **Reimagining Helston Town Centre (*Appendix iv.*)**
Creating an attractive town centre which will encourage more people to visit Helston and spend more time in the town. Addressing the issues of traffic dominance and difficult pedestrian access as well as restoring some of Helston’s most important heritage features such as pavements and kennels.
- **Town Centre Homes and Workspace (*Appendix v.*)**
Finding ways to utilise empty premises to provide more residential and live/work accommodation within the town centre, bringing people to live and work in the town.
- **Reconnecting Helston (*Appendix vi.*)**
Addressing the issues of Helston’s isolation and reliance on motor vehicles for commuting and accessing the town centre. Evolving the potential for reconnecting a rail link to Helston as well as developing green links and better public transport within the town.
- **The Penrose Trail (*Appendix vii.*)**
Completing a ‘green’ link between Helston and Porthleven with a National Trust entrance to Penrose at the foot of the town providing an improved outdoor amenity as well as attracting visitors to Helston.
- **Town Centre Community Hub (*Appendix viii.*)**
Creating a community building within the town which will address the lack of facilities in the town for Helston’s young people and families, drawing them into the town centre thereby improving the vitality of the town.
- **Promotion of Helston**
Already funded by Helston Town Council this well-developed marketing strategy for Helston has now been fully implemented

Recommendation: that the Council approves in principle the Helston Place Shaping Plan

3. Town Vitality Funding application

- 3.1 To support the future vitality of town centres Cornwall Council (CC) has recently established a Town Centre Revitalisation Fund (TCRF). In November an application process was launched for Town Vitality funding (TVF) which will release the first £1 million tranche of TCRF revenue funding to enable place shaping proposals to be developed into ‘shovel-ready’ projects that could be delivered as soon as capital funding can be secured. Allocations from the TVF will be up to a maximum of £150k per town, depending on its size and local need.
- 3.2 There is a requirement for TVF applications to be made by town councils on behalf of ‘place shaping partnerships’. Such partnerships can take many forms but to be eligible for TVF support towns must be able to demonstrate that they have an

established and functioning partnership in place, with an emerging plan or strategy for the revitalisation of their town centres, either in whole or part.

- 3.3 Applications to the TVF can be made between now and March 2021 and although allocation of funds is not on a first-come-first-serve basis it is the intention for Helston's bid to be made by Friday 15th January 2021.
- 3.4 The TVF application form is currently under preparation but the cost summary attached at **Appendix (ix)** provides details of the costs to be included in the bid and indicative costs for the projects included in the Plan.
- 3.5 Subject to successful funding the Council will be required to act as 'Accountable Body' for the TVF monies and support the drawdown of funds by the Board's Project Teams in accordance with the funding and grant management procedures outlined in the proposed Structure and Process document previously presented to Council at the December meeting.

Recommendations:

That the Council:

- i.) Approves submission of the Town Vitality funding bid on behalf of the Helston Place Shaping Board.***
- ii.) Agrees to act as the 'Accountable Body' for any Town Vitality funds secured.***
- iii.) Authorises Project Teams operating under the auspices of the Place Shaping Board to make decisions in accordance with the funding and grant management procedures outlined in the proposed 'Structure and Process for Helston Place Shaping Board' document.***

Projects Officer

22nd December 2020

BLANK PAGE

APPENDIX i

Current membership of the Helston Place Shaping Board

As at 21st December 2020

Board Representation	Role	Name	Organisation	Experience/ Qualifications	Notes
Cornwall Council Community Link Officer	Meeting Facilitator	Maxine Hardy	Cornwall Council		Non-voting
Helston Town Council Projects Officer	Advisor	Martin Searle	Helston Town Council		Non-voting
Volunteer	Meetings Secretary	TBA			Non-voting
Cornwall Councillors Representing Helston	Member Member	Mike Thomas John Martin	Helston Wards	to be added	
Helston Town Council	Member	TBA	Helston Town Council	to be added	
Residents	Member Member Member	Dave Potter John Warwick vacant	Church Hill Wendron Street	to be added	
Volunteer Sector	Member Member Member	Jenny Morris Katharine Lewis Natasha Long	Helston CIC Helston Climate Action Grp Your Voice	to be added	
Business/Third Sector	Member Member Member	David Turnbull Anthony Gilbert vacant	South Kerrier Alliance CIC Anthony Gilbert Assoc.	to be added	

BLANK PAGE

Helston – Place Shaping Plan

1. Introduction

This document establishes the principles that form the foundation for the Helston Place Shaping Plan, an initiative which aims to restore Helston as a thriving town centre. The Plan has been produced by Helston CIC in collaboration with Helston Town Council, residents, businesses and community groups.

Our ambition is to enable Helston to develop into a dynamic and sustainable town fit for the future.

Following informal discussions which began in 2017 the Helston Community Interest Company (HCIC) was formed in 2018 by local volunteers concerned with the very visible decline of Helston town centre. Working with Helston Town Council (HTC) members, local Cornwall Councillors and our local Cornwall Council Community Link Officer a Place Shaping Sub-Group was established and since early 2019 the group has developed a well-defined Place Shaping Plan for Helston.

Details of the structure and processes of the Place Shaping Board development are included in Appendices 2, 3 and 4.

In understanding our town, defining the issues and developing proposed solutions we have engaged widely with the community and a broad range of stakeholders. We have also examined and incorporated the many plans, studies and reports commissioned over recent years. In this way we have been able to distill the many ideas, suggestions and proposals into a detailed Place Shaping Plan.

Assessment methods included:

- Consultations - open meetings, presentations, surveys, individual comment and social media feedback
- Discussions with a wide range of organisations - Cornwall Councillors, Helston Town Councillors, Cornwall Council Officers, Community Groups, Businesses, our Constituency MP, Helston Climate Action Group and various specialists
- Desk research to quantify the issues raised
- Examination existing plans, strategies and reports - including local, county, regional and national policies

A full listing of the consultations undertaken during the development of the Plan is included in Appendix 6 of our submission and the outcomes from this research are detailed in section 4 of this document.

2. Strategic Aims and Objectives

Based upon our ambition and informed by a deep knowledge of Helston's current situation we aim to:-

- Use our understanding of Helston to identify achievable projects and activities which will positively impact the town and drive towards our vision

- Incorporate where possible the ideas and plans of the people, community organisations and representatives of our town
- Understand, use and where feasible, align with previously developed plans and strategies for Helston
- Link with other Helston organisations to ensure strong coordination of the Place Shaping Plan with other important activities underway in the town, maximising our effectiveness
- Develop projects to a state of being ‘shovel ready’ – ie. to a level of detail ready for submission of bids for capital funding and subsequent implementation
- Begin to seek funding for the identified projects and manage each project through to implementation and monitoring

3. Place Shaping Projects

Having assessed all the information available to us and considered the fit with our Aims and Objectives, we have identified seven projects which form the first phase of work within the Place Shaping Plan. It is envisaged that, as we implement projects we will create capacity and momentum to add further projects to our Plan.

We have selected our first phase of projects on the basis of:

- Strength of alignment with our Vision, Aims and Objectives
- Impact on the issues identified during our research
- Alignment with key town strategies (Helston Town Plan, Helston Climate Action Plan etc.)
- Knowledge that a project is achievable and deliverable
- Commitment and passion from the Place Shaping Board members to deliver the project
- Sufficient range and variety of projects to ensure that we have a strong likelihood of alignment with future capital funding sources whose criteria are yet to be defined
- Where applicable, the strength and availability of existing preparatory work

This is not an exact science. However, through debate and consultation, we have identified the following projects to form the first phase of our Plan:

- **Helston Cultural Quarter** – an historic public realm project that will deliver improvements within and around Market Place, The Museum of Cornish Life, the Drill Hall Yard and access through to the CAST building and Wendron Street, creating a town square and a strong outdoor link between several of the key cultural assets of Helston.
- **Reimagining Helston’s High Streets** – creating an attractive town centre that will encourage more people to visit Helston and spend more time in the town. Addressing the issues of traffic dominance and difficult pedestrian access as well as restoring some of Helston’s most important heritage features such as pavements and kennels.
- **Town Centre Homes and Workspace** – finding ways to utilise of empty premises to provide more residential and live/work accommodation within the town centre, bringing people to live and work in the town.
- **Reconnecting Helston** – addressing the issues of Helston’s isolation and reliance on motor vehicles for commuting and accessing the town centre. Evolving the potential for reconnecting a rail link to Helston as well as developing green links and better public transport within the town.

- **The Penrose Trail** – completing a ‘green’ link between Helston and Porthleven with a National Trust entrance to Penrose at the foot of the town providing an improved outdoor amenity as well as attracting visitors to Helston.
- **Town Centre Community Hub** – creating a community building within the town that will address the lack of facilities for Helston’s young people and families, drawing them into the town centre and thereby improving the vitality of the town.
- **Promotion of Helston** – already funded by Helston Town Council this well-developed marketing strategy for Helston has now been fully implemented

The following Section 4 details the findings from our research and Section 5 identifies how the selected projects address the key issues identified.

4. Understanding Our Town

Helston is the tenth largest town in Cornwall with a growing population of around 12,000 and is one of the Duchy’s oldest settlements. The town is also the gateway to the Lizard peninsula, serving approximately 118 square miles across a notable area of outstanding natural beauty. There are 16 villages within the Lizard with an estimated population today of around 15,000. A further catchment area for Helston covering nearby villages such as Porthleven, Breage and Wendron, provides close to another 15,000 inhabitants, making a total for the town and surrounding districts of approximately 42,000.

Although somewhat distant from the coast itself, Helston’s location enables the town to access the additional tourist population visiting the area, however this is mostly to the benefit of large, edge of town retail and there is much to be done to enable the town centre to attract visitors and benefit from the tourist economy.

The sense of heritage here is strong with many historic buildings and well known ancient traditions which have been preserved for generations. The architectural attractiveness of the town centre is outstanding and must be regarded as a cornerstone for any proposals which aim for improvement.

Helston is however, typical of many rural market towns across the UK, challenged by out of town shopping, increasing levels of empty shop premises and declining town centre footfall. Its comparative isolation from main transport links is undoubtedly a hindrance.

As well as a deteriorating retail offer the town centre is traffic dominant where walking space is difficult for pedestrians, having often narrow, poor and uneven pavements and only small areas of level, social space. By many of the recognised indices the town rates as fairly average compared to its peers in Cornwall, however, this does hide pockets of significant deprivation.

On a positive note Helston is a family town: we have good schools and some excellent events and venues such as Christmas Lights, The Museum of Cornish Life, Helston Makes It, Flora Day, Helstonbury, CAST and activities in Coronation Park to name but a few. As these and our other community activities restart after Covid, they will add to Helston’s appeal as a great place to live and support its attractiveness as a town for visitors to enjoy.

Most importantly it is the local community which most clearly defines Helston - so many clubs, societies and groups which make Helston a strong town. The most southerly town in the country has much to be proud of.

Helstonians have been keen to address the town's issues and a number of recent community-led projects have achieved some notable success. The Museum of Cornish Life based in Market Place has gained much positive profile since its devolution to a community managed Trust, increasing visitor numbers year on year. The Cornubian Arts and Sciences Trust (CAST), established in the Passmore Edwards building, has attracted international recognition for its art programmes and high-quality workspace for nationally recognised artists. Recent refurbishments of the Grylls Monument area and the devolution and refurbishment of Coronation Park close to the town centre have proved extremely successful and attractive to visitors. Strong community organisations such as Helston Climate Action Group and South Kerrier Alliance are delivering positive change.

However, these initiatives have not arrested Helston's decline which necessitates more substantial positive intervention.

It is notable that much of this work has been achieved by residents, working for their community and finding funding wherever they can, whilst Helston has missed out on the major regeneration programmes offered to other Cornish towns.

To demonstrate and summarise the knowledge gained and conclusions drawn through the Place Shaping process, we have summarised our research using the categories identified within Cornwall Council's Place Shaping Toolkit, but have re-ordered the categories with the final section being 'Town and Town Centre Renewal' as the data naturally flows to this as a conclusion.

Our research and consultation outputs are therefore divided into the following sections:-

- a) Population – Identifying and understanding the community
- b) Employment and Deprivation – Understanding issues and dependencies
- c) Economy – Understanding the key factors which can drive economic growth
- d) Connectivity – key infrastructure issues
- e) Consultations – public and business Views
- f) Climate Action – changing the way we live
- g) Town Centre – issues and opportunities for renewal
- h) Existing Plans and Strategies – to ensure strategic alignment

a) Population

Current population statistics:

Helston Town: 12,184 (2.1% of Cornwall's population)

Community Network Area (CNA): 35,000 (6.1%) (Helston & The Lizard)

Area considering Helston as the main service town: 42,000 (7.3%) (Praa Sands to Constantine and Wendron as well as the Lizard)

Cornwall Population: 572,000

The collective population of the CNA is estimated to have increased by 5.6% in the period 2011 to 2019: from just over 33,000 to approaching 35,000. The greatest increase was in those aged over 65 which grew by over 20% in the period (Cornwall population growth is 6.7% over the same period).

Across the area there has been a general depopulation in people who are of 'working age' and particular gains in those who are in their early 70s. People over the age of 65 have increased in number by over 20%. Helston North saw the biggest fall in 25-49 year-olds at almost 15%.

There is evidence to suggest that young people are significant in depopulation with falls in the region of 12-13% estimated. Significant falls amongst those aged 18-49, with a bias to the 18-24 age group will not be good for long-term economic prospects and succession strategy in business.

Helston and The Lizard have a Local Plan allocation of 2,300 additional homes for the period 2010-30 of which 1,363 (almost 60%) have been delivered, with another 1,301 either with planning permission or under construction and a further 320 windfall: exceeding the allocation with a total of almost 4,000 homes to be delivered over the period. It should be noted that housing demand is strong with the majority of new homes in Helston on the town's periphery where access to out of town supermarkets is easier than access to the town centre.

The number of children and young people under the age of 16 is estimated to have grown. The new housing is definitely attracting more families to live in and around Helston.

Conclusions:

- Increases in population must be turned into increases in town centre footfall
- We must find ways of attracting/keeping younger working people in Helston to assist in boosting its vitality
- We must find ways of attracting and catering for a growing older population across the CNA whose higher disposable incomes and patronage could help the town centre develop as a thriving local economy and build community wealth
- Although both CAST and the Museum of Cornish Life provide imaginative and high-quality creative activities for children and families, most of which are free, there is little other provision for family activities in the town centre. This must be addressed if we are to encourage the growing population on Helston's periphery to use the town

b) Employment and Deprivation

Helston is a market town but not a coastal town and has a high dependence on defence employment via RNAS Culdrose (with 3,000 personnel one of the largest helicopter bases in Europe and the singular largest work site in Cornwall which contributes around £100m to the local economy each year). Three quarters of Cornwall's defence-related jobs are dependent upon Culdrose.

The median total annual income for Helston households in 2017 was reasonably high in Cornish terms (£38,200) but this was linked to defence employment and unearned income. In-context research by Cornwall Council in 2018 indicated that Helston had the second highest proportion of retail jobs (behind Penryn) of almost 32% (ONS).

Data from 2019/20 indicates that median gross annual pay per individual (full time employed) is as low as £25,800 (Cornwall average £28,800, UK average £36,600). Constituency figures show that this rate has actually declined by over 9% since 2018.

Total workplace gross annual median earnings in Cornwall in 2018 were 81% of the UK average; for the St.Ives travel to work area (which includes Helston and The Lizard) it was 74%.

While average gross weekly full-time pay for residents in the St.Ives Parliamentary Constituency (which includes The Lizard) increased by 20% between 2012 and 2019 before falling back, for part time workers the median pay figure fell by 8% over a similar period. The APS illustrates that between the year ending 2012 and that of 2019 the number of part time workers increased by almost two thirds, so earning potential has been held back. The area has proportionately more part time employees than Cornwall as a whole.

The Helston workplace population is dominated by L1 and L2 qualifications, which gives an indication of a low level of disposable income to support, for example necessary car use.

GVA per hour worked has seen a slow decline over the period 2004-16 in Cornwall and the Isles of Scilly to stand at £36,415 per filled job or 69% of the UK average by 2016. The region has been good

at creating employment in terms of volume; but not in terms of value, although centres of employment growth such as Falmouth (a local travel to work area for Helston) are now believed to be seeing better performance.

In September 2020 the number of individuals claiming Universal Credit across the CNA was 1,270. This is almost 6.6% of the Cornwall total, 6% higher than the Cornwall average and over three times the number of people claiming from a year earlier. Of these, 240 were in the 18 to 24 age group a figure that had also trebled on the previous year.

Deprivation statistics are generally produced by town or CNA with Helston typically mid-table in assessments of Cornish towns. However, this does hide areas of chronic deprivation within Helston which rate within the lowest 20% (and often the lowest 10%) in the country across the range of measures. Additionally, there is a definite 'Culdrose Effect' where a significant minority of the working population benefit from this large employer, elevating the average statistics. However, at a postcode level 'the two hub towns of Penzance and Helston are the most deprived clusters in West Cornwall' – CLLD funding research 2018.

Helston, as a whole, ranks poorly with regard to 'geographical barriers' which emphasises comparative isolation in terms of accessibility, specifically relevant for travel to employment which necessitates car ownership (see Key Infrastructure below).

Across the range of deprivation measures the challenges within the town point to deficiencies in the indoor and living environment.

Conclusions:

- The significant minority of high earners and those with unearned (likely retired/investment) income indicates strong, local spending power which would benefit the town centre if they could be induced to visit
- There is a large (mostly younger, part-time, retail and service employed) sector who have low incomes and struggle to access employment and training outside of the CNA due to the lack of connectivity/cost of transport
- There are pockets of severe deprivation that must be addressed
- There are currently no opportunities identified in the area for the creation of jobs to support a green recovery and help Helston and Cornwall meet their climate emergency commitments

c) Supporting Sustainable Economic Growth

The economy of Helston and The Lizard is worth around £300m in GVA or just over 4.0% of the Cornish economy whilst being the domicile of 6.1% of the population of Cornwall (Cornwall Council research 2008); the area is under-performing in terms of GVA by around 25%. This also suggests that the area has a high number of workers who travel out of area for work.

Two thirds of enterprises in CNA employ less than 10 people but this is compared to almost 90% in Cornwall as a whole (2020). This means that the area has a number of 'larger' employers (Culdrose, MJL Contractors etc.)

It is important to deal carefully with the labour-intensive retail service sector which makes up almost 48% of Helston's compliment – the highest of any town in Cornwall. This requires support or at least a planned approach to phasing the workforce to other areas of activity. Covid vulnerability is extremely high.

Consideration should be given for Helston to participate more fully in supporting the growing Falmouth economic area, being the most local and easily accessed. Allowing access to these university, marine, defence aerospace related and digital jobs and in fact considering how the growth of this area can bleed over into Helston. It is clear that a significant sector of the working population in Helston are discouraged from labour market participation because opportunities are not logistically reachable. They would benefit substantially if such economic growth could be brought to the town.

We must also consider the need and opportunity to strengthen our area in a resilient way which addresses the challenges of climate change and the climate emergency. Community & Social Wellbeing and Resilience must be further understood by our organisations and actions taken accordingly.

The work undertaken by the South West Productivity Commission in 2017 notes: *‘The availability of labour and skills was a significant challenge facing rural businesses. Underlying factors influencing this shortage included housing affordability, transport and an ageing population. Attracting higher skilled individuals was a particular challenge influenced by the loss of younger people from the area to study, as well as a ‘cul-de-sac’ effect which prevents higher skilled people from re-locating to the area.’*

The Local Plan includes the objective to *‘maintain and enhance Helston as a high-quality service and retail centre for its local residents and its surrounding parishes. To provide more employment opportunities within Helston, in doing so reducing the reliance on Culdrose as the primary employer, whilst still continuing to support its continued operation. Enable the provision of rural workspace and encourage business mentoring and support.’*

However, the latest Cornwall Local Plan monitoring for 2019 estimates that in the nine years since the start of the Local Plan the CNA has delivered only 3.8% of its office target (Cornwall 14.6%) and 39% of its industrial target (Cornwall 40.5%). The assumption in the development of the Local Plan is that between one third and 40% of jobs are sourced through employment land.

Conclusions:

- We must deal very carefully with the declining retail sector where Helston has a significant over-reliance in terms of employment
- Helston continues to fall further behind other areas of Cornwall in terms of economic development
- Higher income earners have a high reliance on travelling – mostly by car (see Key Infrastructure below)
- Opportunities for economic linkage with Falmouth especially should be high priority
- Economic investment is hampered by lack of connectivity, but arguments for connectivity require a case built on economic demand – Helston is caught in a ‘no win’ situation
- Social and community resilience which addresses the climate emergency must be incorporated into our future plans

d) Key Infrastructure

Truro, Redruth, Camborne, Hayle (which is, in population terms much smaller than Helston) and Penzance benefit from inter-connectivity of regular and strategic bus routes, main line rail connectivity and the A30 trunk road running close to all of them. These have aided their economic development through strategic investment for growth; Helston has not had this opportunity.

Demand for industrial land is predicated on good A30 access or proximity to growth opportunities. This has justified further linking infrastructure (such as the St.Austell link road or St.Erth transport interchange). Helston and the Lizard need quick and efficient links to the main transport networks to overcome the distance and cost issues which impact investment decisions.

Trips from Helston to Penryn are dominated by driving - 97.5% either as a driver or passenger; for trips to the Camborne/Pool/Redruth area this statistic is 88.3% (Cornwall Towns Study 2005). These statistics show that there is a fundamental issue with public transport provision. Such a reliance on inefficient, fossil fuel transport raises significant concerns for a town that has committed to working towards carbon neutrality.

Referencing the South West Productivity Commission in 2017 again: *'For young people living in rural areas, poor transport accessibility limits choices and opportunities to access education, training and apprenticeships.'* Also *'We found a need to improve both the strategic transport network into the South West, as well as the need to improve the connectivity into the strategic network – especially for more peripheral parts of the area. Improving accessibility to rural employment, apprenticeship and education opportunities for young people was also a priority, as well as sustainable transport development.'*

A key function of transport infrastructure is to boost the productivity of an area; to connect the talent pool with jobs and opportunity. Although commuting patterns are likely to be changed long term as a consequence of Covid, it must be remembered that Helston's working population is dominated by L1 and L2 qualification levels meaning that home-working is not possible for the majority of people.

Available road traffic data for Cornwall illustrates how it has particularly grown since 2014: with cars and taxi use increasing by over 50% in the 1994-2019 period. Around 211,000 journeys were on the B3297 Helston to Redruth road alone. Of 164 fatal or serious road accidents in the St.Ives Parliamentary Constituency between 2015 and 2019; 115 (70%) were on rural roads. The National Transport Model has predicted vehicle miles will increase by 44% by 2035 in rural areas but lost working seconds per mile will double from 4 to 8.

Generally, older age groups past working age and young people are most likely to lack private car transport even though public transport availability and cost is poor for the area. Over 17% of households over the age of 65 in Helston and surrounding villages did not have access to a car. In the Helston Central ward this is almost 30%. This rate was 15% for 16-24 year-olds.

According to the most recent data (y/e 2019) from the DoT for Cornwall there were 302,982 cars in Cornwall: 14,991 of them were in the five local authority wards that make up The Lizard (just under 5% of the Cornwall total). 16,560 cars in Cornwall were over 6 years old (5.5%) and surprisingly 8,868 of these were in the Helston CNA - 57% of Cornwall's older cars! In Crowan and Wendron 70% of the cars are over the age of 6 years.

In terms of commuting, the Parsons Brinkeroff study for the Cornwall Council Local Plan process in 2015 noted that there were much higher levels of short distance trips than the Cornwall average (most under 5km) indicating that car usage for local residents to visit their own town centre is the predominant means of access.

According to CPI measurement motor insurance costs have risen by an average of 18% 2016-20 and the repair of vehicles by 12%. Bus travel is now 55% more expensive using an RPI measurement. The overall cost of living is higher the smaller the settlement one lives in. Further barriers will be created as transport is directed by Government to an electric base pushing the capital cost of a vehicle much higher.

Electric cars will be out of the reach of many. The long term solution to move away from private car ownership and invest in public transport to make it affordable and accessible to everyone, is an important issue for Helston. We need to make our roads safe for cyclists and pedestrians so that people can choose active travel as a primary form of transport if we are to move towards the goals of the Climate Action initiative.

Research on Cornwall's cycle trails shows that Helston and the Lizard are the worst connected areas in Cornwall and fall well behind all other areas in terms of cycling infrastructure. St.Ives, Bodmin, Hayle, Truro, Camborne, Pool, Redruth, St.Austell, Falmouth and Penryn all have Active Travel maps, produced as part of the Access to Education project and funded by the Department for Transport's Local Sustainable Transport Fund. Helston has had no such support.

Helston can be classed as one of the most isolated towns in Cornwall based upon its reliance on poor road network for the vast majority of journeys, lack of cycling and green route connectivity and upper decile costs for public transport.

Conclusions:

- Although distances to economic centres are relatively low, journeys are difficult and costly making the Helston CNA one of the most isolated in Cornwall
- This lack of accessibility relates to roads, cycle ways and public transport
- Highly car reliant, transport poverty will continue to increase especially as we shift to a lower carbon economy
- Significant constraints on accessibility particularly affect the prospects of Helston's 16–24 year-olds who rely on public transport for training, education and employment
- This is driving both depopulation of young people and reliance on part time retail and service employment

e) Consultations

The above sections provide a statistical assessment of Helston, however it is essential to understand the views of residents, seek their ideas and involve the widest range of the community in helping to define the Place Shaping Plan.

Helston CIC and subsequently the Place Shaping Board, have used workshops, meetings, presentations, questionnaires and analysis of social media comments in order to compile and distill the many suggestions and proposals into the Helston Place Shaping Plan. A full listing of the consultations undertaken during the development of the Plan is included in Appendix 6 of our submission.

The key points raised by businesses, the community and also visitors to the town can be summarised as follows:

- There is significant concern over the lack of footfall and consequent ongoing decline in the vitality of Helston town centre
- The visual appearance of unkempt properties, empty shops and poorly maintained public areas is the most commented upon and complained about issue
- The loss, by dilapidation or development, of Helston's heritage features and structures is diluting its attractiveness and causing the visual decline of what should be its unique selling point
- The town centre is traffic dominant with difficult pedestrian routes

- The ability to ‘get around’ due to poor pavements, building accessibility, accessible public transport is a key concern
- There is no outdoor market space or public square near the centre
- Access to town centre premises by car (especially short-term parking, resident access and ‘pick up-drop-off’ ability) is seen as essential by many town centre businesses – a point debated with great vigour during the Covid related road closure of Meneage Street.
- Although there is good car parking provision, the view that parking is too expensive is always a common theme, especially amongst business owners
- The phrase ‘Why would you come to Helston?’ is often used
- Helston needs to be promoted both to potential visitors as well as to its own community
- The situation is causing a decline in the community’s pride in their town – a dangerous factor which, based on experience of other parts of the UK, has an accelerating effect in town centre decay

It is interesting to note that although the issues of crime and lack of policing, deprivation, homelessness, drug-taking and other typical town-based issues were raised during discussions, these were far outweighed by the community’s concern over the vitality of Helston town centre.

f) Climate Emergency

The Climate Action agenda has gained strong support in Helston. The Town Council has declared a climate emergency and a Climate Action Plan has been developed. For brevity the Plan is not repeated here, however a summary can be found in Appendix 7. Helston has committed to working towards carbon neutral by 2030.

Positive local initiatives, especially around public space management and rewilding are taking place with tree planting and horticultural plans underway. However, the fundamental change required to the key carbon generators of transport, indoor space heating, business and agriculture are harder to influence. The Climate Emergency is still not embedded within our ways of living and working.

Conclusions:

- All Place Shaping projects must incorporate a Carbon Reduction and Environmental benefit, not only respecting the Climate Action Plan but also finding ways to assist in delivering the Climate Action goals.
- All projects must demonstrate how proposals fit with the Carbon Neutral programme outcomes, and employ the Climate Change Decision Wheel process.

g) Town & Town Centre Renewal

Helston’s recent decline has been rapid. The town has experienced the fastest rate of increase in empty retail premises of any town in Cornwall – a 7.0% decline in the last 3 years leaving Helston at 15.5%. This is 3.5% worse than the Cornwall average of 12.6% (national average 12.9%). These statistics pre-date the Covid-19 pandemic and subsequent ‘lockdown’ measures.

An HCIC survey of town centre businesses in November 2019 showed that trade was worse in 2019 vs 2018 for 42% of these businesses, with 25% seeing no change. These statistics pre-date the coronavirus pandemic which has undoubtedly accelerated this decline.

Centre for Towns Research has noted that Helston has a higher than average economic vulnerability to the impact of Covid across all towns in England and Wales. Covid vulnerability is through the fact that retail jobs account for 13% (compared to 9.3% country-wide) and the retail sector accounts for 48% of Helston’s GVA.

Towns such as Penzance, St.Ives, Redruth, Truro and Falmouth have a critical mass of arts and cultural assets with visitor numbers enabled through larger town centre residential communities and stronger connectivity.

Helston does, however, have a wealth of cultural and heritage assets some of which are nationally and internationally recognised for their excellence. There is potential for the use of heritage and the arts to create a coherent year-round offer.

The town centre of Helston has fallen behind the majority of Cornish towns in investment terms over many years and has been overlooked for many recent funding opportunities:

High Street development funds

Cornwall Council Cycle Way funding

CLLD funding (the geography allocated to Helston makes it virtually impossible to access funds)

Coastal Towns funding

Towns Fund – not selected by Cornwall Council

High Streets Heritage Action Zones (Historic England) – not prioritised by Cornwall Council

Green Infrastructure for Growth – not selected by Cornwall Council

to name but a few

As a town for which heritage is its fundamental unique selling point it is interesting to note that Helston has had only £3.00 per head allocation of Lottery funding vs a South West average of £27.00 per head and an England average of £46.00 per head (2018).

It is estimated that there are at least 100 empty premises within the town centre which could be converted to residential and live/work space. These are mostly above or behind retail premises.

Conclusions

- The decline in footfall and loss of vitality is the key issue for Helston's community
- Town centre economics are poor and change is needed
- Heritage and cultural assets must be protected, improved and used as economic drivers
- There is much opportunity for residential space within the town centre - notably in an area where there is high demand for homes and declining value of commercial property
- We need to examine how we adapt a new economic model in which carbon reduction and the climate emergency are addressed

h) Existing Plans and Strategies

Over the last 10 years a wide range of studies and subsequent planning exercises have defined strategies for improving Helston. This constitutes a significant body of work, performed by some very capable specialists and includes:

- Helston Townscape Heritage Initiative - Simmons & Richards 2009
- Conservation Area Assessment & Management Strategy – Alan Baxter 2010
- Helston & Lizard Place Based Topic Paper – Cornwall Council 2013
- Helston Town Framework 2013
- A Brighter Future: Working together for South Kerrier - South Kerrier Alliance Strategic Plan 2013
- Cornwall Council Infrastructure Needs Assessment
- Helston Traffic and Urban Realm Study - Parsons Brinkerhoff 2015
- Helston Town Framework 2017

- Helston Walking & Cycling Feasibility Report 2018
- There are also Public Realm Framework documents, archaeological assessments, project-specific studies and other reports and strategies.

There is significant alignment in many of their findings and recommendations, but most of this planning has remained unimplemented.

Additionally, the more recent Helston Climate Action Plan 2019 requires our full alignment.

5. Establishing Priorities

Having assessed all of the information available to us, and considered the fit with our Aims and Objectives, we identified seven projects to form the first phase of work within our Place Shaping Plan.

As defined in Section 3 above, we selected these projects based upon the following:

- **Alignment** - Strength of alignment with our Vision, Aims and Objectives
- **Impact** - A project's impact on the issues identified during our research
- **Existing Strategies** - Alignment with key town strategies (Helston Town Plan, Helston Climate Action Plan etc.)
- **Deliverability** - Knowledge that a project is achievable and deliverable
- **Team Commitment** - Commitment and passion from the Place Shaping Board members to deliver the project
- **Variety** - Sufficient range and variety of projects to ensure that we have a strong likelihood of alignment with future capital funding sources whose criteria are yet to be defined
- **Previous Work** - Where applicable, the strength and availability of existing preparatory work

It was also considered important that some 'quick wins' were identified within the Plan.

This is not an exact science, however, via debate and consultation we have identified the following projects forming the first phase of our Plan:

5 = Fully Supports Objective 1 = Does Not Support Objective									
Projects Selected to form the Helston Place Shaping Plan	Alignment	Impact	Existing Strategies	Deliverability	Team Commitment	Variety	Previous Work	Quick Win	TOTAL
1. The Helston Cultural Quarter	5	4	5	5	5	4	5	3	36
2. Future Town Centre	5	5	3	3	5	4	4	1	30
3. Penrose Trail	4	4	4	4	5	4	4	3	32
4. Reconnecting Helston	5	5	4	2	5	4	2	1	28
5. Town Centre Homes & Workspace	5	5	3	4	5	5	2	2	31

6. Community Hub	5	5	1	3	5	5	1	3	28
7. Promoting Helston	5	4	4	5	5	5	4	5	37

6. Describing the Plan

For each of the selected projects a ‘one page template’ was created to provide a document that defines the concept and is suitable for presentation. Over the course of 2020, these templates were presented publicly and to various Helston groups, discussed, revised and finalised, forming the starting point for each project.

An Overview template for the full Place Shaping Plan is attached in Appendix 1 with the full Place Shaping Plan presentation enclosed within the Vitality Fund bid submission.


Subsequently Project Briefs have been developed, describing each project in detail – see papers accompanying this document.

Actions have already begun for most of the projects and the first project to be completed – Promoting Helston – was launched in January 2020. Work continues with defined project teams for each of the remaining projects.

DT 18/12/20

HELSTON CIC

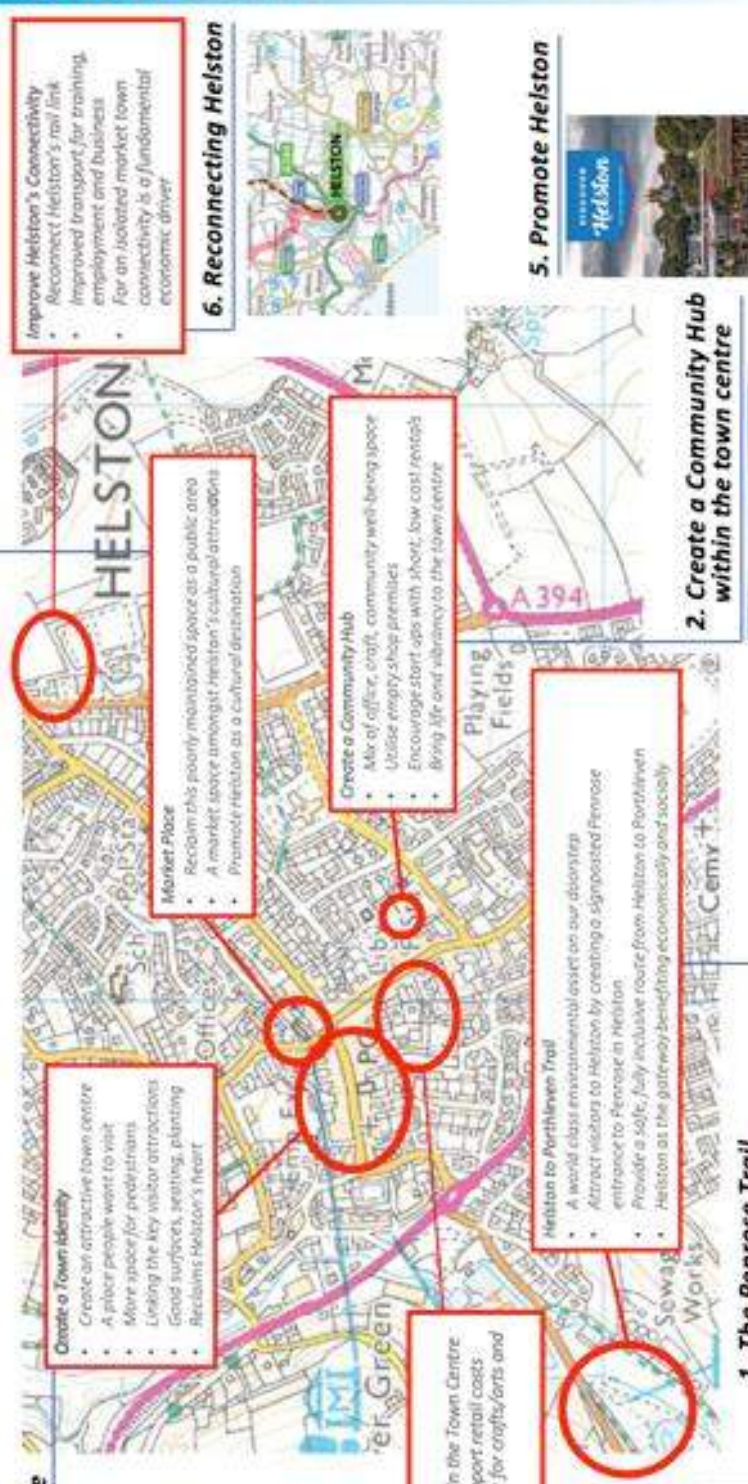
PLACE SHAPING PLAN OVERVIEW



PLACE SHAPING PLAN
Nov 2020

Helston CIC

Our vision is to enable Helston to develop into a dynamic and sustainable town fit for the future. Helston CIC was formed in 2018 with the aim of improving Helston as a town centre. The group consists of business people, Town and Cornwall Councillors and residents. A survey of residents was undertaken in May 2018 to identify priorities and important issues and a project based strategy was developed on the basis of this plus previously published documents (Helston Town Framework, Helston Traffic & Urban Study, Helston Public Realm Framework). Community open events helped to focus ideas and finalise our strategy and key projects.



4. Helston 'Cultural Quarter'

Improve Helston's Connectivity

- Reconnect Helston's rail link
- Improved transport for training, employment and business
- For an isolated market town connectivity is a fundamental economic driver

6. Reconnecting Helston

3. Future Town Centre

Create a Town Identity

- Create an attractive town centre
- A place people want to visit
- More space for pedestrians
- Linking the key visitor attractions
- Good surfaces, seating, planting
- Reclaims Helston's Heart

Market Place

- Reclaim this poorly maintained space as a public area
- A market space amongst Helston's cultural attractions
- Promote Helston as a cultural destination

Create a Community Hub

- Mix of office, craft, community well-being space
- Utilise empty shop premises
- Encourage start-ups with short, low cost rentals
- Bring life and vibrancy to the town centre

Helston to Porthleven Trail

- A world class environmental asset on our doorstep
- Attract visitors to Helston by creating a signposted Penrose entrance to Penrose in Helston
- Provide a safe, fully inclusive route from Helston to Porthleven
- Helston as the gateway benefiting economically and socially

1. The Penrose Trail

Utilise Empty Premises


- Bring people to live in the Town Centre
- Use empty space to support retail costs
- Create Live-Work space for crafts/artists and new micro-businesses

7. Town Centre Housing


5. Promote Helston

2. Create a Community Hub within the town centre


4. Helston 'Cultural Quarter'




3. Future Town Centre




7. Town Centre Housing




5. Promote Helston




2. Create a Community Hub within the town centre



1. The Penrose Trail



6. Reconnecting Helston



- Create the environment for investment
- Improve Community cohesion and pride
- Increase footfall in the Town Centre
- Ensure Helston is high on the Places to Visit for tourists
- Contribute to carbon reduction targets
- Revitalise Helston's heart

Appendix iii

A Partnership Project for Helston



HELSTON CULTURAL QUARTER

Design Brief for the Redevelopment of Helston's Market Place, Drill Hall Yard
and access through to Wendron Street

Date: 30th October 2020

Revision: 02

1. Objective of the Design Brief

The objective of this document is to build upon the Project Concept work initially devised by MeiLoci Landscape Architects in 2015 as part of the Public Realm Improvement exercise undertaken by Helston Town Council. The concept has been further developed within the Helston CIC 'Place Shaping Plan' submitted to Cornwall Council in July 2020 and a Client Team has now been assembled to drive the project forward.

This document aims to provide sufficient information to satisfy the requirements of RIBA 2020 Stage 1, forming the Project Brief for the 'Helston Cultural Quarter Project'. It provides a clear, concise project definition to enable the selected Architectural Design Team to develop the project through RIBA stages 2 and 3 – Concept Design (including Scheme Design and Spatial Coordination) and Developed Design.

Subject to successful completion of stages 2 and 3, the scope of the project will then be extended to Stage 4 where a full Technical Design will be developed.

2. Project Background

Helston is the tenth largest town in Cornwall with a growing population of around 12,000 and is one of the Duchy's oldest settlements. The town is also the gateway to the Lizard peninsula, serving approximately 118 square miles across a notable area of outstanding natural beauty. There are 16 villages within the Lizard with an estimated population today of around 15,000. A further catchment area for Helston covering nearby villages such as Porthleven, Breage and Wendron, provides close to another 15,000 inhabitants, making a total for the town and surrounding districts of approximately 42,000.

Although somewhat distant from the coast itself, Helston's location enables the town to access the additional tourist population visiting the area, however this is mostly to the benefit of large, edge of town retail and there is much to be done to enable the town centre to attract visitors and benefit from the tourist economy.

Helston is therefore typical of many rural market towns across the UK, challenged by out of town shopping, increasing levels of empty shop premises and declining town centre footfall.

Helston's recent decline has been rapid. The town has experienced the fastest rate of increase in empty retail premises of any town in Cornwall – a 7.0% decline in the last 3 years leaving Helston at 15.5%. This is 3.5% worse than the Cornwall average of 12.6% (national average 12.9%). A November 2019 survey of town centre businesses showed that trade was worse in 2019 vs 2018 for 42% of these businesses, with 25% seeing no change. These statistics pre-date the coronavirus pandemic which has undoubtedly accelerated this decline.

The town is keen to address these issues and number of recent projects have achieved some notable success. The Museum of Cornish Life based in Market Place has gained much

Appendix iii

positive profile since it's devolution to a community managed Trust, increasing visitor numbers year on year. The Cornubian Arts and Sciences Trust (CAST), established in the Passmore Edwards building adjacent to the Museum, has attracted international recognition for its art programmes. The thriving building provides high quality workspace for nationally recognised artists as well as café and film/performance space. Recent refurbishments of the Grylls Monument area and the devolution and refurbishment of Coronation Park close to the town centre have proved extremely successful and attractive to visitors.

To build on these early successes a Place Shaping Plan for the town has been developed, defining a number of key projects aimed at addressing the town's issues. The Plan has gained broad support locally and is gaining support and traction with Cornwall Council.

The Helston Cultural Quarter scheme is one of these key projects. Aimed at developing the historic heart and cultural areas of the town, the project will attract footfall to the town centre, restore civic pride to an area in disrepair and, most importantly, create a clear cultural centre to the town, able to host outdoor activities, events and provide an enjoyable space to meet and dwell.

3. Project Concept

Market Place and the linked areas of the Drill Hall Yard and pedestrian access route via CAST to Wendron Street are at the heart of the original settlement of Helston. The site is surrounded by history with an attractive, enclosed situation between several of the most culturally strong buildings in the town.

It is, however, in a state of disrepair with poor walking surfaces and most areas allocated to car parking and access. Although still attractive the area does not encourage people to dwell and with limited public access it is seen as a difficult pedestrian side route to the town centre.

Market Place itself connects to the area known as the Drill Hall Yard which leads onwards, via what was once a typical Helston 'ope', to the CAST building and car parking areas above.

The surrounding buildings of the Museum of Cornish Life, CAST and the Guildhall, as well as many adjacent listed buildings, provide an extremely strong cultural factor. Although these organisations collaborate, the space around them does not benefit from their excellence and, in fact hides the significance of their work.

The sympathetic refurbishment of the area would provide linkage and coherence between these organisations, creating a joined public space - an outdoor facility for use by the Museum, CAST and other community organisations. Acting as a multi-functional venue able to host a broad range of cultural activities, events and performances as well as markets and a place for the public to simply meet and dwell.

The refurbished space will thereby promote Helston's town centre as a cultural destination with a sympathetic setting for the Museum, Guildhall, CAST and surrounding buildings. It

will highlight some of the town's 'hidden gems' with an improved, bigger civic space welcoming visitors and restoring civic pride.

A new pedestrian friendly link from Church Street to Wendron Street will re-introduce the public to one of Helston's historic 'opes' and create the linkage needed to define a strong Cultural Quarter within Helston.

The Project Concept was initially defined during the development of options for Public Realm funding in 2015. As part of this activity a number of projects within Helston were defined and presented for public vote. From the vote this project ranked second to the proposed refurbishment of Helston's Gryll's Monument area – a project which was enacted in 2017. As a close second in public voting, there is clearly strong public support for this project.

See Project Concept documents in Appendix 1.

The Project Concept has been further developed by the Client Team and presented to Helston Town Council and Cornwall Council (Directorate Leadership Team) as part of the Place Shaping Plan for Helston. Initial public consultations have been also been held. The Concept has met with broad approval from all quarters.

See project specific Place Shaping Plan documents in Appendix 2.

4. Project Values

The project site is an extremely important part of Helston and it is therefore essential to the Client Team that Project Values are defined so that all design and development works maintain a clear focus with respect to these high-level desired outcomes.

Protecting and Promoting Helston's Heritage

Helston is the second oldest town in Cornwall and the importance of its heritage to both the community and to the town's economic offering cannot be understated. The project must respect the historic nature of the site, emphasising and promoting the heritage of the town.

Broadest possible Community Involvement and Access

The site is currently very challenging in terms of access, especially for the older and less able members of our community. The project must ensure that accessibility and inclusivity are of the highest priority in the finalised design. It is important that a broad range of community groups are involved in the development process and that the project delivers strong community ownership of the end result.

Carbon Reduction and Environmental Benefit

Helston Town Council has declared a climate emergency and the town has developed a Climate Action Plan. The project must not only respect this Plan but also find ways to assist in delivering the Climate Action goals.

5. Objectives for Concept Design and Developed Design Stages

The project incorporates a number of linked objectives aimed at rejuvenating the civic spaces around Helston's original Market Place.

The output of these Design stages should provide both drawn and written information in report format which clearly sets out detailed project proposals which address the following objectives:-:

- a) Improve the visual and functional amenity of the current Market Place area
 - Create a usable, public space which encourages footfall and provides an attractive place for people to relax and enjoy this historic location
 - Create a main central focal point for the community to gather as there is currently no 'town square' in Helston
 - Address the poor walking surfaces whilst respecting the heritage of the location
 - Re-create the 'feel' of a market place suitable for a broad range of town activities
 - Consider the scale of public vs vehicle space whilst recognising the needs of access and function of the adjacent Church Street and its junction to Coinagehall Street
 - Ensure strong linkage with the architecture of buildings overlooking the area

- b) Incorporate the Museum Drill Hall Yard as part of the public space
 - Similarly transform this area into a usable public space, encouraging footfall and providing an attractive place for people to relax and enjoy this historic location
 - Provide a strong visual and physical link to the Market Place area, addressing the poor walking surfaces whilst respecting the heritage of the location
 - Provide an outdoor facility for use by the Museum, CAST and other community organisations. Ensure that the area can act as a multi-functional venue able to host a broad range of cultural activities, events and performances as well as markets and also be a place for the public to simply meet and dwell (see Appendix 4 for draft programme of activities).
 - Assess and define any remedial actions necessary to ensure safe public use of the space

- c) Re-open the link between the Drill Hall Yard and the CAST building
 - Provide an interesting and safe public thoroughfare allowing access and an intuitive link between Market Place, the Museum and the CAST building
 - Ensure good pedestrian linkage to the Wendron Street car park above the CAST building
 - Assess and define any remedial actions necessary to ensure safe public use of the space
 - As this access will likely be via steps (presumably ambulant disability standard), define alternative access routes for less able visitors

- d) Ensure that all elements of the project not only respect the historic nature of the location, but also emphasise this trait, creating a strong visitor attraction and community pride in Helston.
- e) There is an aspiration that, whilst respecting its heritage, it is important to find ways of enhancing the newly created public space in a way which links with and displays the stature of organisations such as CAST and The Museum of Cornish Life. Proposals for this will be initiated by the CAST team and with the approval of the Project Team, should be incorporated into the design solution.
- f) Develop and assess options for the provision of public conveniences in the area
- Existing public conveniences in Market Place are closed and unlikely to re-open due to structural constraints within the Guildhall
 - Consider possible locations and related architectural constraints for single unit public conveniences which comply with latest regulations and are Covid Secure
 - Note that the lower ground floor of Bowden's Hardware building has been tentatively discussed with the freeholders as a possible area to include in the project in order to add value and provide them with a better business return. The potential for public conveniences in this area is one option but other uses could be considered to enhance the overall scheme design.
 - Also, the potential for public conveniences within Penrose Road car park has been discussed by Helston Town Council. Other areas within the site should also be assessed.
 - Consider options for the likely increased level of demand for public conveniences for town events (eg. Flora Day, Christmas Lights etc.)
- g) Undertake any necessary survey and assessment works to ensure that all required remedial works are fully defined to enable all aspects of the project to support safe public access.
- h) Specify any security measures thought necessary for such a public space (eg. CCTV, ability to lock access at night etc.)
- i) With the support of the Client Project Team, liaise with neighbouring property owners and incorporate input wherever feasible.
- j) Identify project constraints including statutory issues (eg. Listed Building Consent requirements, Building Regulation requirements etc.), potential utilities impacts etc. and ensure the outcomes of any necessary statutory consultations are incorporated. Prepare relevant documentation for submission of all necessary consents.
- k) Develop an indicative Cost Plan for the project to a level commensurate with RIBA Stage 3.

6. Scope of Works

The scope of works for these stages of the project is generally to deliver the objectives listed in 5. above as a technical package of work. However, there will undoubtedly be activities within this work package that will, by their nature, be more appropriately managed by the Client Team.

These include:

- Arrangements for any access required by the Architectural Design Team to private premises or party wall structures
- Liaison with neighbouring properties to consult and discuss project proposals
- Socio-economic research and development of data to define funding sources and support applications for project capital
- Public consultation activity
- Liaison with Helston Town Council regarding the potential amendments and uses of the lower ground floor of the Guildhall

It should be noted that various improvement projects are being undertaken within the Museum and CAST buildings. Information regarding these activities will be provided to the Architectural Design Team as necessary. However, to enable clear scoping of work it should be assumed that any works to the internal elements of these buildings are excluded from the scope of this Design Brief.

Helston Town Council is actively exploring the possibility of relocating staff based in the lower ground floor of The Guildhall, together with the existing public conveniences there to enable the full potential of this impressive public space facing onto Market Place to be realised for the benefit of the wider community. The assessment of the potential of this space is currently excluded from this project. However, subject to agreement with the Client Team and Stakeholders, of a suitable solution to the public convenience requirement noted in this document, a separate Design Brief for this Guildhall space may be developed by Helston Town Council.

Note that the development of a draft construction programme is not required at this stage.

7. Project Updates and Reporting

The Architectural Design Team must ensure that the Client Team is appraised of progress at sensible intervals during this process and that feedback is incorporated into the design outputs.

Note that outputs from this stage of work should include documentation in a format which can be used as part of a public consultation exercise.

8. Client Team and Stakeholders

The Client Team is drawn from a broad range of stakeholder organisations within Helston and each will be responsible for any necessary communication and interface within their respective organisations:-

Martin Searle, Projects Officer, Helston Town Council (Project Leader)
 Judith Haycock, Chair, South Kerrier Heritage Trust - The Museum of Cornish Life, Helston
 Teresa Gleadowe, Director, Cornubian Arts & Sciences Trust (CAST)
 Tim Gratton-Kane, Deputy Mayor of Helston and Helston Town Councillor
 Jenny Morris, Chair, Helston CIC
 Annette MacTavish, Museum Director, The Museum of Cornish Life, Helston
 David Turnbull, Director, South Kerrier Alliance CIC & Helston CIC

Although not represented on the Client Team, the following additional Stakeholders will be involved in appropriate consultation as the project progresses:-

The Godolphin Club, Wendron Street, Helston
 Bowdens Hardware Shop, Market Place, Helston
 Businesses facing onto Market Place
 Businesses and residences sharing the retaining wall structure adjoining the Drill Hall Yard

There is also a wider requirement to inform and consult with the wider community of Helston and also with Cornwall Council. These consultations will be managed by the project team with support from the chosen Architectural Design Team.

9. Property Ownership

The property ownership of the areas included within the scope of the project is as follows:-

- Market Place – public realm space the responsibility for which rests with Cornwall Council
- Drill Hall Yard – freehold owned by Helston Town Council
- Archway entrance to Drill Hall Yard – Cornwall Council have advised that this is the responsibility of Helston Town Council
- Bowden’s Hardware Store lower ground floor – freehold held by business owners
- Retaining walls and structures to the east of Drill Hall Yard – ownership unclear but maintenance responsibility likely to fall to the Wendron Street properties above
- The Museum of Cornish Life - freehold owned by Cornwall Council leased to South Kerrier Heritage Trust CIO
- Museum ope (access from Drill Hall Yard to retaining structure below the CAST building) – freehold owned by Cornwall Council leased to South Kerrier Heritage Trust CIO (as part of the Museum)

Appendix iii

- Retaining structure between the Museum and CAST – undocumented but may be considered as the responsibility of the Cornubian Arts & Sciences Trust for the purposes of this project
- Areas within the curtilage of the CAST building – freehold owned by the Cornubian Arts & Sciences Trust
- Steps providing access from CAST to Wendron Street Car Park – undocumented but may be considered as the responsibility of the Cornubian Arts & Sciences Trust for the purposes of this project
- All other adjoining properties in private ownership

DT - 30th October 2020

Appendices

Appendix 1. Project Concept Documents

Note that the scope of the project has increased since the initial concept was presented in 2015

Appendix 2. Project Specific Place Shaping Plan

Note that the scope of the project has increased since these Place Shaping Plans were presented in early 2020

Appendix 3. Site Map and Definition of Key Areas

Appendix 4. Draft Typical Programme of Events for Market Place and the Drill Hall Yard (in preparation – document to follow)

Appendix 5. Supporting Documents for the Town Vitality Fund submission

RE-IMAGING HELSTON'S HIGH STREETS

Development of Outline Brief and Consultation Documentation

Date: 21st December 2020

Revision: 07

1. Project Objective

This project is one of the seven projects within the Helston Place Shaping Plan which complement each other and together form a coherent long-term strategy for Helston.

The overall objective of this project is to **create an attractive town centre which will encourage more people (including the local community, nearby residents and tourists) to visit Helston and spend more time in the town centre, improving its vitality, economic prosperity and community cohesion.**

The project scope covers the Helston town centre area (as defined in Appendix 1) and relates specifically to the roads, pavements and open spaces which form Helston's Public Realm. It covers vehicle and pedestrian movement, streetscape and visual appearance of the town centre.

Note that other Place Shaping projects are being developed in parallel with this project.

The Place Shaping Plan addresses the development priorities for Helston, with individual projects having strong inter-relationships in order to deliver broad improvement in the town; see 'Helston – Understanding Our Town' included within the Town Vitality Fund submission.

These projects are complementary to the Re-imagining Helston's High Streets Project but must be progressed separately. They are therefore referenced but not described in detail in this document.

The other Place Shaping Projects include the following:-

- Helston Cultural Quarter – improvements within and around Market Place, The Museum of Cornish Life, the Drill Hall Yard and access through to the CAST building and Wendron Street car park above.
- Town Centre Homes and Workspace – utilisation of empty premises to provide more residential and live/work accommodation within the town centre
- Reconnecting Helston – examining the potential for reconnecting a rail link to Helston as well as other ways of improving Helston's accessibility
- The Penrose Trail – creating a defined walking and cycling link between Helston and Porthleven to attract visitors and support community health, well-being and travel between the towns
- Town Centre Community Hub – creating a community building within the town centre

- Promotion of Helston – already a well-developed marketing strategy for Helston

It should be noted that car parking provision is also a key issue within any thoughts relating to the town centre. However, incorporating the subject of car parking as a whole into this project would add significant complexity to the scope. Therefore, this document will only consider the on-street car parking areas within the town centre. Other car parks are included in the scope of other Place Shaping projects where appropriate.

2. Objective of this Project Stage

The aim of this document is to define proposals for improvements to the public areas of Helston town centre based upon the broad range of analysis, comment and feedback, compiled mainly during 2019 and 2020.

The objective of this project stage is to evaluate the feasibility of the proposals contained within this document and, based on this feasibility work, develop firm, achievable options into a format (drawings, reports, perspective views etc.) which will support a formal public consultation.

The summary proposals enclosed are based upon an evaluation of feedback received before, during and after the emergency Covid-19 Emergency Measures were implemented in Meneage Street. This includes:-

- Consideration of the Parsons Brinkerhoff 'Helston Traffic and Urban Realm Study 2015' - an extensive assessment of Helston's traffic flows which concluded that, from a technical perspective, there were only two possible traffic flow solutions for the town centre are 'One Way Down Coinagehall Street' or 'Do Nothing'.
- We've also used the immense amount of public feedback and discussion around pavements and kennels (one of our most important assets as per the heritage related reports) and included this in the Town Centre project, as well as all of the Covid Emergency Measure debate.
- Helston CIC public and business consultation meetings held during 2019
- E-mails and comments from Helston public and businesses to the Mayor during and after the initial Covid-19 'lockdown'
- Facebook comments throughout 2020 (Helston Community, Helston and Future Vision of Helston pages)
- Various questionnaires and face-to-face discussions
- Input and reports from Cornwall Council officers, specifically relating to traffic and public transport
- The Helston Conservation Area Assessment 2010 is extensive and identifies precious features of the town which must be preserved. Helston's kennels and pavements (subject of an immense amount of public feedback and discussion), Horse & Jockey Lane and the visual aspect at Grylls Monument have been proposed for inclusion within this project

The data and feedback collected is included in Appendix 2.

3. Project Background

Helston is the tenth largest town in Cornwall with a growing population of around 12,000 and is one of the Duchy's oldest settlements. The town is also the gateway to the Lizard peninsula, serving approximately 118 square miles across a notable area of outstanding natural beauty. There are 16 villages within the Lizard with an estimated population today of around 15,000. A further catchment area for Helston covering nearby villages such as Porthleven, Breage and Wendron, provides close to another 15,000 inhabitants, making a total for the town and surrounding districts of approximately 42,000.

Although somewhat distant from the coast itself, Helston's location enables the town to access the additional tourist population visiting the area, however this is mostly to the benefit of large, edge of town retail and there is much to be done to enable the town centre to attract visitors and benefit from the tourist economy. The heritage and architectural attractiveness of the town centre is outstanding and must be regarded as a cornerstone for any proposals which aim for improvement.

Helston is therefore typical of many rural market towns across the UK, challenged by out of town shopping, increasing levels of empty shop premises and declining town centre footfall.

Helston's recent decline has been rapid. The town has experienced the fastest rate of increase in empty retail premises of any town in Cornwall – a 7.0% decline in the last 3 years leaving Helston at 15.5%. This is 3.5% worse than the Cornwall average of 12.6% (national average 12.9%). A November 2019 survey of town centre businesses showed that trade was worse in 2019 vs 2018 for 42% of these businesses, with 25% seeing no change. These statistics pre-date the coronavirus pandemic which has undoubtedly accelerated this decline.

As well as a deteriorating retail offer the town centre is traffic dominant, constantly accessed by heavy diesel vehicles. Walking space is difficult for pedestrians, having often narrow, poor and uneven pavements and only small areas of level, social space.

The town is keen to address these issues and a number of recent projects have achieved some notable success. The Museum of Cornish Life based in Market Place has gained much positive profile since its devolution to a community managed Trust, increasing visitor numbers year on year. The Cornubian Arts and Sciences Trust (CAST), established in the Passmore Edwards building adjacent to the Museum, has attracted international recognition for its art programmes. The thriving building provides high quality workspace for nationally recognised artists as well as café and film/performance space. Recent refurbishments of the Grylls Monument area and the devolution and refurbishment of Coronation Park close to the town centre have proved extremely successful and attractive to visitors.

To build on these early successes a Place Shaping Plan for the town has been developed, defining a number of key projects aimed at addressing the town's issues. The Plan has gained broad support locally and is gaining support and traction with Cornwall Council.

The Helston Future Town Centre project is one of these key projects. Aimed at developing the main town centre areas of the town, the project will

- Enhance the link between Grylls Monument, the Guildhall and original Market Place plus incorporate improvements to Meneage Street and surrounding roads, making the town centre a place that people want to visit
- Complement other projects within the Place Shaping Plan and help to reverse the economic and architectural decline of the town centre
- Make more space for pedestrians and improve surfaces and amenities to enable better pedestrian movement and access
- Restore town identity and civic pride to an area in decline
- Emphasise the town's cultural heritage
- Reduce through traffic whilst enabling access to all necessary areas of the town
- Improve air quality and make progress towards the objectives of the Helston Climate Action Plan
- Support links into the town for cycling and walking
- Attract footfall to the town centre

This document aims to provide the basis upon which options can be appraised and selected so that a Strategic Brief can then be developed (ie. RIBA 2020 Stage 0), however the outputs will undoubtedly start to form elements of design which will feed into a Stage 1 Design Brief.

4. Key Principles

Helston as a town centre was struggling before the coronavirus pandemic with declining footfall and increasing numbers of empty shop premises. It is widely believed that coronavirus has probably hastened that decline (as it has in many town centres) by at least 5 years.

Supporting data for this is contained within the overarching Place Shaping Plan, however it is worth repeating some key statistics here:-

- Prior to coronavirus, the rate of increase in empty premises in the town centre was more rapid than any other town in Cornwall - coronavirus has accelerated that decline
- An HCIC November 2019 retail survey showed that 42% of the remaining shops had experienced a year on year decline in trading with 25% indicating zero growth
- Although difficult to measure town centre footfall continues to decline year on year
- Several positive town centre developments, including The Museum of Cornish Life, CAST and Grylls Monument Refurbishment have individually seen visitor increases however this has not arrested the overall decline

We must therefore do as much as possible to help our town become vibrant: used by the community, appealing to visitors and attractive for traders to invest. In addressing these issues there are a number of key principle which must be accepted for us to progress from debate to action:-

- We cannot, as a town alone, change the business rates structure – this is for our MP, political structures and central Government to resolve
- We cannot change the rental charges levied by property owners – only market forces will impact rental values
- We cannot force businesses, retail chains or independent traders to invest
- We cannot legally force property owners to improve their premises (unless the property is dangerous)

However, we can create the environment which will make it attractive for investment, for visitors and for the community. If we improve the public realm we can morally demand that property owners match our ambition. If we don't do something, nobody else will.

- This must be a community led proposal, created and supported by the people of the town
- Maintaining status quo is a recipe for continued decline – change is necessary
- Our street layout must favour pedestrians above vehicles if it is to be seen as a safe and enjoyable place to visit, whilst not denying vehicle users access to the town's amenities
- With a Climate Emergency declared by the Town Council and Cornwall Council it is imperative that we use all projects to work towards the goals set under this initiative
- Through traffic must be encouraged to go around the town
- Traffic bringing trade, dropping off, delivering etc. must have clear access
- Any changes must improve inclusivity (ie. be disability friendly)
- We want to encourage residential use of the town centre and therefore must ensure suitable access provision for an increased number of residents
- More places to stand/sit/dwell safely which are attractive
- Minimise bus size and number, but maximise bus use
- Encourage active travel (cycling & walking)
- Attractive with a theme which builds upon our town's identity
- Coordinated properties (eg. shop front colour palette, matching shop canopies.. etc.)
- Deal with poorly maintained premises (refer to other Place Shaping and Helston CIC projects)
- Helston's historic nature must feature highly and form part of any proposal

5. Project Values

Helston Town Centre is an extremely important part of Helston and it is therefore essential that Project Values are defined so that all design and development works maintain a clear focus with respect to these high-level desired outcomes.

In 2014, renowned architect Stephen Witherford (winner of the 2013 Stirling Prize) visited Helston and advised on the importance of understanding the deep historical structure of a place, discovering the existing centres of sociability and enabling new ones. He referenced plans and aerial photographs, showing the development of Helston from the 1780s to the present day; how the deep building plots had formed and the way in which activity had historically centred on the crossing of Meneage, Coinagehall, Church and Wendron streets, and their meeting at the Guildhall junction.

Stephen observed that in any town – not only Helston – the centre tends to get ‘eroded and dishevelled’ as development happens on the edges. He advocated ‘working with the beautiful grain of the town’ and advised that the approach should be to make the town better for all its residents – ‘better all of the time’ – echoing the words of philanthropist John Passmore Edwards, whose motto was ‘the best for the most’.

Ideas included a concentration on Helston’s historic streetscapes, describing the original granite pavements as ‘the best in Britain’ and spoke of the beauty of the patterned granite slabs, the kennels with their lively play of babbling water, and the sculptural quality of the stones and steps used as crossings in areas such as Church Street.

He advocated respecting the contrast between the fine and uncompromising sculptural quality of the main streets and the opes and gardens behind. He also suggested the need to provide a ‘stage’ for the talent and skills that are abundantly present in the town, drawing people into using, caring for and maintaining their town centre.

A further important source of advice is the Conservation Area Appraisal and Management Strategy commissioned by Kerrier District Council and prepared by Alan Baxter - published in 2010. See Appendix 3.

Considering this important advice, this project must observe the following values:

Protecting and Promoting Helston’s Heritage

Helston is the second oldest town in Cornwall and its exceptional built heritage is of crucial importance both to the community and to the town’s distinctiveness and economic potential. Proposals must respect the historic nature of the site, emphasising and promoting the heritage of the town.

Broadest possible Community Involvement and Access

The town centre is challenging in terms of access, especially for the older and less able members of our community. The project must ensure that accessibility and inclusivity are of the highest priority in any design. It is important that a broad range of community groups are involved in the development process and that the project delivers strong community ownership of the end result.

Carbon Reduction and Environmental Benefit

Helston Town Council has declared a climate emergency and the town has developed a Climate Action Plan. The project must not only respect this Plan but also find ways to assist in delivering the Climate Action goals.

6. Proposals

These proposals have been developed based upon the broad range of analysis, comment and feedback, compiled mainly during 2019 and 2020. This includes the evaluation of feedback received before, during and after the emergency Covid-19 Emergency Measures were implemented in Meneage Street in 2020.

There was significant and heated debate at the time of the Emergency Measures and it is clear that ‘pedestrianisation’, although supported by many, is vehemently opposed by a significant number of the business community, especially in Meneage St. This proposal therefore does not stretch to propose pedestrianisation as a solution, however it does consider the general view that the balance between pedestrians and vehicles is too highly biased towards vehicles. It intends to strike the balance between providing more and better space for people whilst allowing the necessary vehicle access to support the town centre residents and traders.

The proposals also seek to address the poor state of walkways and pavements in the town as well as the need to support the less-abled to access and enjoy all areas.

Meneage St

- Maintain traffic access (one way down) but ensure flow is slowed (persuade through traffic to go around)
- Remove some parking to create ‘No Waiting’ disabled pick up/drop off point in the street – take up 1 car parking space plus a few metres of existing ‘no parking’ space at lower end of street)
- Remove some parking in favour of built out pedestrian/trading spaces, preferably in front of café/food outlets if possible (say, 3 no. - 2 below and 1 above Horse & Jockey Lane – 3x car parking spaces each)
- Therefore parking spaces reduced from 23 to 13 (spaces added back in Coinagehall Street)
- Enhance these new spaces with seating and facility for pop-up market trading
- Include the refurbishment of Horse and Jockey Lane (see Appendix 4 for initial proposals) to enhance access from one of the main visitor car parking areas
- Traffic calming including 10mph, raised pedestrian crossing points (update current plus 1 additional), possible other measures
- Parking terms to remain as is - 30mins max and free
- Cycle racks at Parade and in a new built out area at the bottom of Horse & Jockey Lane (already planned to be implemented by CC early 2021)
- Refurbish pavements

Coinagehall St

Appendix iv

- Traffic flow altered to one way down (reducing the heavy fuel load and emissions which come mainly from traffic travelling, stopping and starting in the up-hill direction)
- Traffic calming including 10mph, raised pedestrian crossing points (3 no.), possible other measures
- Herringbone parking with additional spaces to compensate for loss in Meneage St (net zero car parking space loss)
- Designated disabled parking (4 no. spaces)
- Parking 30mins max and free
- 'No waiting' disabled pick up/drop off points (2 no. - top and middle of the street)
- Built out pedestrian/trading spaces at intervals in front of café/food outlets if possible (say, 5 no.) with kennel bridges (need a sensitive design for kennel bridges)
- Enhance these new spaces with seating and facility for pop-up market trading
- Continued two-way access for Monument Rd with turning space and pick up/drop off at the lower end of the street (likely roundabout style)
- Ensure that parking is not possible in front of Grylls Monument in order to preserve this important visual aspect of the town
- Herringbone taxi rank at current location
- Remove upward bound bus stop, retain downward bound bus stop
- Cycle racks at Post Office (already planned to be implemented by CC early 2021)
- Refurbish kennels and pavements with traditional materials, restoring this important aspect of the town's heritage
- Ensure that the kennels continuously flow
- Recognise the need for pedestrian and also car access to the various opes and Lady St.
- The aesthetics of the Bowling Club building, which are thought by many to detract from one of the most important visual aspects of the town, should be considered. Options to relocate the club are possibly available (nearer the rugby/football clubs) leaving the opportunity for Helston to create a public 'Castle Square' community space, thereby enhancing the public realm significantly. However, the historic nature of the Bowling Club (one of the oldest in the country which has been on site for over 250 years) must also be considered and the replacement of the existing building with a structure which is more in keeping with the heritage location should be appraised as part of this consultation process. Note that planning permission for an amended structure has been granted (see <https://www.3hwarchitecture.com/helston-bowling-club-pavilion.html>), although this will likely need to be reviewed to coordinate with an overall streetscape programme.

Wendron St/Godolphin Rd

- At present traffic flowing uphill from Coinagehall Street along Wendron Street and Godolphin Road is voluminous, presents problems of noise (notably large diesel vehicles) and travels too fast, accelerating uphill. The proposed alteration of traffic flow from Meneage Street to one way down Coinagehall Street should reduce

volume in this area, providing a better environment for residents and pedestrians; therefore no change is proposed to the current 'one way up' system.

- Traffic calming including 10mph and raised pedestrian crossing points (2 no.) from Cades Parc downwards
- Cycle Racks in a new built out area above Wendron St car park entrance (already planned to be implemented by CC early 2021)

Market Place/Church Street

- Helston Cultural Quarter Project to cover refurbishment of Market Place
- Consider the closure to traffic of Church Street between Penrose Road and Coinagehall St. to increase the potential for an open public square at Market Place in front of the Museum
- Impact on public transport routes will require review

Cross Street

- Implement measures to reduce traffic – weight restriction, width restriction, 'access only' signage, traffic calming
- Consider one way down as an option to limit traffic flow and ease congestion through this narrow roadway

Upper Meneage St/Meneage Road

- Additional pedestrian crossing above Grange Road (note that the 'Spar' roundabout may receive additional traffic due to Coinagehall St changes so adding traffic slowing/calming/ pedestrian crossings would encourage traffic to take the 'by-pass' route rather than Meneage St./Trenrouse Way)
- New pedestrian refuge in Meneage Road (near old chapel school crossing patrol) to provide safer crossing (already planned to be implemented by CC before March 2021)

Longer Term Considerations

- Feedback related to traffic flows around Parc Eglos School and Helston Community College have led to suggestions that a one-way system from Cades Parc through to Church Hill would improve traffic flow around school times and allow 'pick up/drop off' space at the roadside near schools (one-way flow would free existing road width for such space). This is, however, beyond the immediate scope of the Future Town Centre project unless the consultation activity identifies this issue as a more pressing priority.

7. Project Process

It is recognised that this is a complex project and that the process of development must ensure wide and effective consultation and communication throughout Helston, including

residents and businesses. It must also seek the input of visitors and potential visitors to Helston.

Additionally, it requires skilled technical input to identify exactly what elements are possible and evaluate any 'knock on' implications which will need mitigations built into the project.

To achieve this the following project process is proposed:-

Stage 1: Develop Strategic Case

Completed as part of the Place Shaping Plan and consultations

Output: this document which we can use to initiate Stage 2

Stage 2: Develop Outline Brief and Consultation Documentation

Using this document we can source a town planning architect to provide the consultation package (drawings, visuals etc.)

Additionally, this document will provide Cornwall Council with enough information to assess (via their specialists) what is and is not possible (especially relating to traffic flows)

Allocate monies in the Town Vitality Fund to support this work

Output: a workable first stage design documented with reports, drawings and visual representations

Potential Costs: Town Planning Architect estimate: £10,000

Further Traffic Studies & Mitigation Design estimate: £10,000

Design Development – Heritage Design Elements: £15,000

Stage 3: Public Consultation

Formal public consultation activity

Firstly use a Community Citizens' Panel and a Business Forum (Business Citizens' Panel) to input and amend.

Secondly a wider public open consultation (following the process CC have used before in other towns)

The Place Shaping Board (or Project Team?) evaluate all consultation feedback and agree the favoured option/design

Output: an updated design package with all consultation evaluated and included

Potential Costs: Consultation Launch Event: £3,000

Ongoing consultation via on-line 'GoCollaborate' type tool (see separate project)

Stage 4: Live Trial

CC to fund a live trial of the design for a period of at least 3 months

Output: an evaluated real-life trail of the proposals

Potential Costs: Assume by Cornwall Council

Stage 5: Final Consultation

Further public consultation via the Community Citizens' Panel and a Business Forum (Business Citizens' Panel), followed by a second public open consultation (again following the process CC have used before in other towns)

Output: a finalised design package with all consultation evaluated and included

Potential Costs: Consultation Launch Event: £3,000

Ongoing consultation via on-line 'GoCollaborate' type tool (see separate project)

Stage 6: Capital Works

In parallel with the above stages we need to source approx. £5M capital works funding

The above process will be developed along the RIBA 2020 structure as part of Stage 2 above

8. Fit with Existing Policies and Strategies

The aims and objectives of this proposal contribute towards National, Regional and Local strategies and policies as follows:

	Policy or Strategy Name	Relevance to proposals
National	Central Government 'Levelling Up' Agenda (2018)	Proposals seek to revive the fortunes of the UK's 'left-behind' towns and cities.
	'Re-imagining urban spaces to help revitalise our high streets' (2012) and 'The Future of High Streets' 2013	The Government's response to the Portas Review: 'We want to see more people being creative about how they design and use the spaces in their town centres and high streets, in a way that takes its inspiration from local characteristics and resonates with local people, boosts the local economy, and helps keep the community heart beating.'
	Clean Air Strategy (2019)	The proposals will contribute towards cleaner air by encouraging modal shift towards public transport.
	Decarbonising Transport: Setting the Challenge (2020)	This proposal seeks to utilise 'greener' fuels where possible, along with modal shift, to contribute to the de-carbonisation of transport in Cornwall.
Regional (LEP)	Draft Local Industrial Strategy (2020)	Relates specifically to Place, People and Business Environment
	10 opportunities (2018)	Relates specifically to the opportunities of 'Tourism' and 'Location'
County (Cornwall)	Cornwall Local Plan (2016)	Multiple policy impacts including:- Policy 2: Spatial Strategy Policy 4: Shopping, Services and Community Facilities Policy 5: Jobs and Skills Policy 13: Design Policy 24: Historic Environment.

Appendix iv

Local (Helston)	Helston Place Shaping Plan (2020)	Strategic plan to address the vitality and future development of Helston.
	Helston Town Framework (2017)	3.3 Town Centre Strategy ‘The unique cultural heritage and attractive buildings and spaces of the town centre will be used to create a distinctive, attractive and inviting shopping experience. The development of leisure uses and events within the town will help to create a centre that people want to visit and spend more time in’
	Helston Climate Action Plan (2019)	Including the town centre aspiration: ‘to promote the heart of Helston as a place for the community to share, rather than as simply a thoroughfare for particle emitting vehicles’
	Conservation Area Assessment & Management Strategy (2010)	Identifies the importance of Helston’s historic town centre and strategies for management of town centre structures and features
	Helston Townscape Heritage Initiative - Simmons & Richards (2009)	Identifies heritage assets, management and improvement options
	Place Based Topic Paper – Helston & the Lizard (2013)	Retail & Town Centres Policy PP3 1a - The protection of the vitality and viability of Helston town centre through the promotion of retail, office and leisure uses.

DT 21st December 2020

HELSTON TOWN CENTRE COINAGEHALL STREET



PLACE SHAPING PLAN

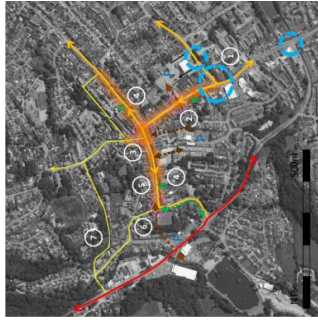
An Attractive Town Centre



- An attractive pedestrian route**
- Traffic flow down reduces pollution and Helston's carbon footprint**
- In corporate traffic calming to slow vehicles**

- Complex Project**
- Initial study complete
 - Traffic monitoring underway – report March 2020
 - Bus Co. consultation starts January
 - Continued public consultation
 - Review status in April

Traffic and Urban Realm Study 2015 completed by Parsons Brinkerhoff



- Create space for people
- Space to walk
- Space to sit
- Space to meet
- Add some greenery

Aim

- More people spending more time in our town**
- Create an Attractive Town Centre
 - Join Grylls Monument with the Guildhall and Museum with a place people want to visit
 - Make more space for pedestrians
 - Reduce traffic to one way down hill
 - Improve air quality and help the environment by stopping heavy diesel traffic going up hill
 - Create space for cycle parking
 - Good surfaces, seating, planting – a space to dwell

Current State

Architecturally attractive, historic, unique
Significant community and visitor attractions at both ends
But...
Traffic dominant, difficult for pedestrians, poor pavements
Heavy diesel vehicles moving predominantly up hill
No social space
Deteriorating retails offer



Better Surfaces

- Repair the kennels**
- Repair the Pavements In granite**



Surface treatments in keeping with Helston's heritage



Space for cycling and walking



One Way Traffic Flow – Down Hill



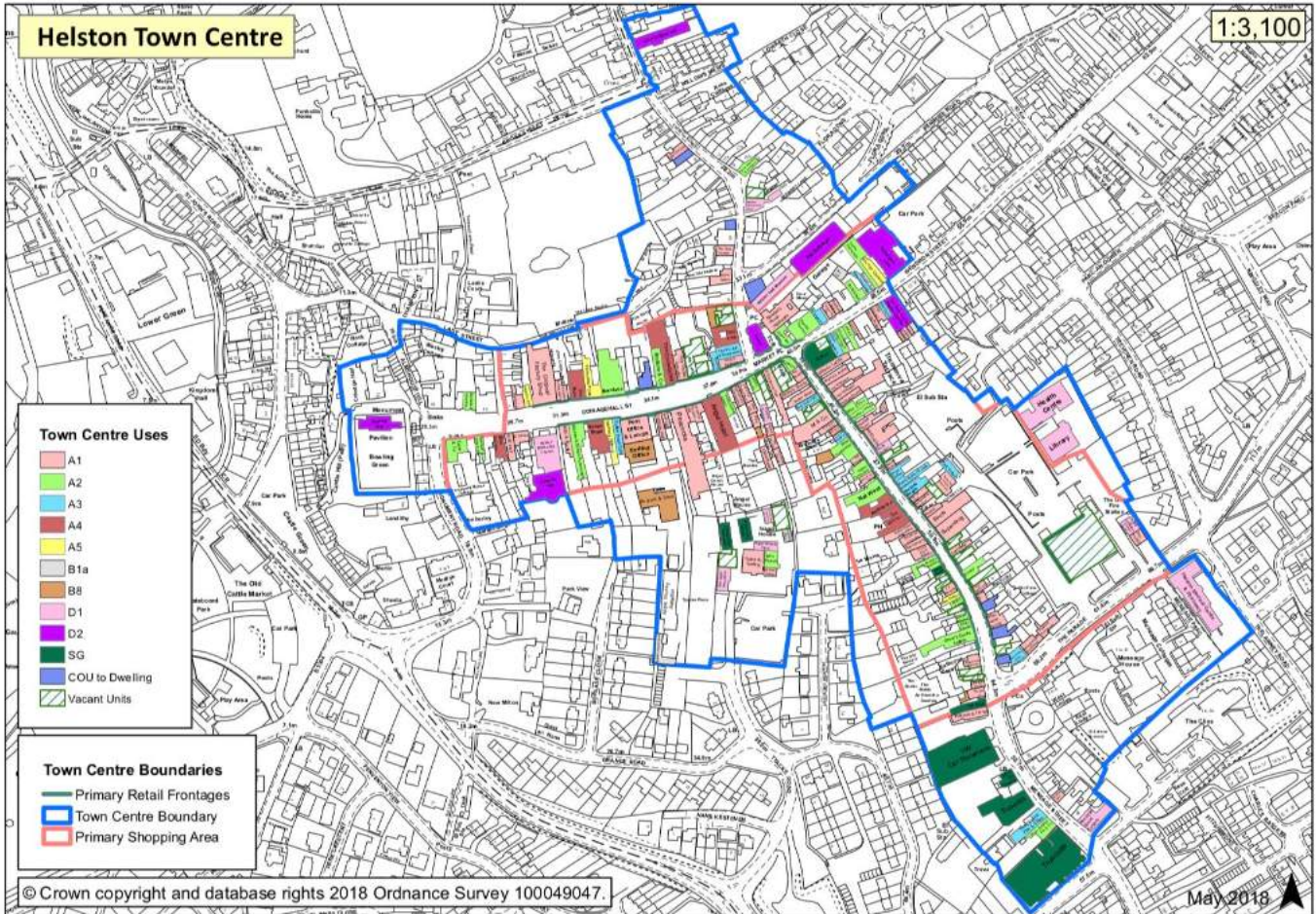
Appendices:

1. Helston Town Centre – Map
2. Data from Consultation, e-mails, Discussion and Social Media
3. Conservation Area Appraisal and Management Strategy
4. Horse & Jockey Lane Proposals

Appendix 1:

Helston Town Centre - Map

Area identified within the blue Town Centre Boundary line



HELSTON TOWN CENTRE HOMES & WORKSPACE

Defining the Opportunity to Repurpose Empty Premises within the Town Centre

Project Brief

Date: 16th December 2020

Revision: 04

1. Project Objective

This project is one of the seven projects within the Helston Place Shaping Plan which complement each other and together form a coherent long-term strategy for Helston.

The project aims to:-

- Improve the vitality of Helston by increasing the number of homes and live/work spaces available in the town centre, especially for young people
- Provide space for micro-businesses and start-ups to develop in the heart of the community
- Repurpose currently empty and under-utilised retail and commercial space to address the local demand for homes
- Help the economy of the town by turning un-used space into income generating residential accommodation supplementing retail incomes
- Coordinate with other local projects which seek to enhance the artistic and cultural aspects of Helston by providing workshop and living space
- Create a pipeline of private sector projects which will result in more people living in and using Helston town centre

The project outputs include the following:-

- <TBA> sqm. of empty or under-utilised floorspace above or behind commercial premises converted/adapted for residential use or live-work space
- 10 new residential or live/work units created within 2 years of project start
- 20 additional people living within the town centre boundary within 2 years of project start
- <TBA> smaller retail/commercial units created from larger footprints currently empty or under-utilised
- <TBA> new jobs arising from increased commercial activity in the town centre
- <TBA> people benefitting from accredited training arising from construction contracts

As part of the project we will be able to quantify the existing potential and appetite for conversion of retail and commercial space into residential usage – ie. clearly define the opportunity, as well as identifying some ‘early wins’ which can demonstrate the economic parameters and ability to achieve the project outputs.

The project will identify in priority order the conversion opportunities within the town and launch an information programme to attract landlords, tenants and property owners to develop opportunities.

Possible incentives via Cornwall Council and others will be investigated and the potential for grant support via schemes such as a Historic England's High Streets Heritage Action Zones will be examined to ensure that the historic nature of Helston's built environment is preserved and enhanced by conversion schemes.

Additionally, the project will investigate the opportunity for community involvement in development of potential schemes.

See Appendix 1 for Project Overview.

2. Project Background

Helston is the tenth largest town in Cornwall with a growing population of around 12,000 and is one of the Duchy's oldest settlements. The town is also the gateway to the Lizard peninsula, serving approximately 118 square miles across a notable area of outstanding natural beauty. There are 16 villages within the Lizard with an estimated population today of around 15,000. A further catchment area for Helston covering nearby villages such as Porthleven, Breage and Wendron, provides close to another 15,000 inhabitants, making a total for the town and surrounding districts of approximately 42,000.

Although somewhat distant from the coast itself, Helston's location enables the town to access the additional tourist population visiting the area, however this is mostly to the benefit of large, edge of town retail and there is much to be done to enable the town centre to attract visitors and benefit from the tourist economy. The heritage and architectural attractiveness of the town centre is outstanding and must be regarded as a cornerstone for any proposals which aim for improvement.

Helston is therefore typical of many rural market towns across the UK, challenged by out of town shopping, increasing levels of empty shop premises and declining town centre footfall.

Key facts:

The collective population of Helston and the surrounding area is estimated to have increased by 5.6% in the period 2011 to 2019: from just over 33,000 to approaching 35,000. The greatest increase was in those aged over 65 which grew by over 20% in the period (Cornwall population growth is 6.7% over the same period).

There has been a general depopulation in people who are of 'working age' and particular gains in those who are in their early 70s. People over the age of 65 have increased in number by over 20%. Helston North saw the biggest fall in 25-49 year-olds at almost 15%.

There is evidence to suggest that young people are significant in depopulation with falls in the region of 12-13% estimated. Significant falls amongst those aged 18-49, with a bias to the 18-24 age group will not be good for long term economic prospects of the town.

Helston and The Lizard have a Local Plan allocation of 2,300 additional homes for the period 2010-30 of which 1,363 (almost 60%) have been delivered, with another 1,301 either with planning permission or under construction and a further 320 windfall: exceeding the allocation with a total of almost 4,000 homes to be delivered over the Plan period. However, housing demand is still very strong with new building unable to keep up with demand. Unfortunately, the majority of new homes in Helston are on the town's periphery where access to out of town supermarkets is easier than access to the town centre.

The Local Plan includes the objective to *'maintain and enhance Helston as a high-quality service and retail centre for its local residents and its surrounding parishes. To provide more employment opportunities within Helston, in doing so reducing the reliance on Culdrose as the primary employer, whilst still continuing to support its continued operation. Enable the provision of rural workspace and encourage business mentoring and support.'*

However, the latest Cornwall Local Plan monitoring for 2019 estimates that in the nine years since the start of the Local Plan the CNA has delivered only 3.8% of its office target (Cornwall 14.6%). Helston is ideally suited to provide office and workshop space behind and above the main streets of the town but this opportunity has never been raised as a possible solution to achieving the Local Plan aims.

Helston's recent decline has been rapid. The town has experienced the fastest rate of increase in empty retail premises of any town in Cornwall – a 7.0% decline in the last 3 years leaving Helston at 15.5% in 2019. This is 3.5% worse than the Cornwall average of 12.6% (national average 12.9%). Following the coronavirus pandemic, statistics for 2020 have undoubtedly worsened.

An HCIC survey of town centre businesses in November 2019 showed that trade was worse in 2019 vs 2018 for 42% of these businesses, with 25% seeing no change. These statistics pre-date the coronavirus pandemic which has undoubtedly accelerated this decline.

Centre for Towns Research has noted that Helston has a higher than average economic vulnerability to the impact of Covid across all towns in England and Wales. Covid vulnerability is through the fact that retail jobs account for 13% (compared to 9.3% country-wide) and the retail sector accounts for 48% of Helston's GVA.

Towns such as Penzance, St.Ives, Redruth, Truro and Falmouth have a critical mass of arts and cultural assets with visitor numbers enabled through larger town centre residential communities and stronger connectivity. Helston also has a wealth of cultural and heritage assets of which only a few are developed enough to exploit visitor patronage. There is potential for the use of heritage and the arts to create a coherent year-round offer, enhancing residential attraction.

The town centre of Helston has fallen behind the majority of Cornish towns in investment terms over many years and has been overlooked for many recent funding opportunities:

- High Street development funds
- Cornwall Council Cycle Way funding

Appendix v.

- CLLD funding (the geography allocated to Helston makes it virtually impossible to access funds)
- Coastal Towns funding
- Towns Fund – not selected by Cornwall Council
- High Streets Heritage Action Zones (Historic England) – not prioritised by Cornwall Council
- Green Infrastructure for Growth – not selected by Cornwall Council

As a town for which heritage is its fundamental unique selling point it is interesting to note that Helston has had only £3.00 per head allocation of Lottery funding vs a South West average of £27.00 per head and an England average of £46.00 per head (2018).

It is estimated that there are at least 58 empty premises within the town centre which could be converted to residential and live/work space. This gives a potential for an additional 116 residents living, shopping, socialising and working in the town centre and the opportunity for additional visitor footfall created by the consequent increase in town vitality.

Conclusions:

- Town centre economics are poor and change is needed
- Increases in population must be turned into increases in town centre footfall
- We must find ways of attracting/keeping younger working people in Helston to assist in boosting its vitality
- With retail in significant decline we must find ways to re-purpose empty or closed shop premises – improving the declining aesthetics as well as providing homes
- Creating living accommodation above retail can help to supplement the shop income and support the continuity of viable commercial operations
- There is a large (mostly younger, part-time, retail and service employed) sector who have low incomes and struggle to access employment and training outside of the area due to the lack of connectivity/cost of transport
- It is important to deal carefully with the labour-intensive retail service sector which makes up almost 48% of Helston's compliment – the highest of any town in Cornwall. Covid vulnerability is extremely high.
- Heritage and cultural assets must be protected, improved and used as economic drivers
- There is much opportunity for residential space within the town centre - notably in an area of Cornwall where there is high demand for homes and declining value of commercial property

A Helston Town Centre map is included in Appendix 2.

3. Fit with the Helston Place Shaping Plan

Creating more town centre homes and workspaces is one of the key projects defined within the Helston Place Shaping Plan which includes six other projects under development in

parallel. These projects are complementary and provide a broad plan for improvement within the town.

The Place Shaping Plan addresses the development priorities for Helston, with individual projects having strong inter-relationships in order to deliver broad improvement in the town; see 'Helston – Understanding Our Town' included within the Town Vitality Fund submission.

The Place Shaping Plan includes the following elements:-

- Reconnecting Helston – examining the potential for reconnecting a rail link to Helston as well as other ways of improving Helston's cycling & walking accessibility to the North and East
- Re-imagining Helston's High Streets – a plan to revitalise the public realm of Helston's town centre
- Helston Cultural Quarter – improvements within and around Market Place, The Museum of Cornish Life, the Drill Hall Yard and access through to the CAST building and Wendron St car park above.
- The Penrose Trail – creating a defined walking and cycling link between Helston and Porthleven to attract visitors and support community health, well-being and travel between the towns
- Town Centre Community Hub – creating a community building within the town centre
- Promotion of Helston – already a well-developed marketing strategy for Helston

4. Fit with Existing Policies and Strategies

The aims and objectives of this proposal contribute towards National, Regional and Local strategies and policies as follows:

	Policy or Strategy	Relevance to proposals
National	Central Government 'Levelling Up' Agenda (2018)	Proposals seek to revive the fortunes of the UK's 'left-behind' towns and cities.
	Industrial Strategy white paper (2017)	Long term productivity plan to be achieved by delivering the circumstances for good jobs
	National Planning Policy Framework (2019)	Detailing how the overarching planning policies should be applied, our proposals would seek to

Appendix v.

		support local development for housing and employment.
	Revitalising High Streets Agenda (2019)	Initiative to make sure the nation's high streets continue to be at the heart of local communities and revitalise historic buildings, helping to reverse the decline of our town centres.
	Planning Reforms (2020)	The new rules, which will come into effect by September, will mean full planning applications will not be required to demolish and rebuild unused buildings as homes and commercial and retail properties can be quickly repurposed to help revive our high streets and town centres.
Regional (LEP)	Draft Local Industrial Strategy (2020)	Relates specifically to Place, People, Business Environment and Ideas
	10 opportunities (2018)	Relates specifically to the opportunities of 'Creative' and 'Location'
County	Cornwall Local Plan (2010 -2030)	Multiple policy impacts including:- Policy 3: Role & Function of Place Policy 4: Shopping, Services and Community Facilities Policy 22: Better use of Land and Existing Buildings Policy 24: Historic Environment
Local (Helston)	Helston Town Framework (2017)	Includes the objective 'To protect and enhance existing retail uses, which will help to provide a high quality, balanced retail offer; but in doing so supporting the reuse of under-utilised upper storeys within the town centre for retail, office or residential uses.'
	Helston Place Shaping Plan (2020)	Strategic plan to address the vitality and future development of Helston.
	Helston Climate Action Plan (2019)	Objective to address the climate emergency declared by Helston Town Council and Cornwall Council. Specifically reduce energy demand by properties
	Place Based Topic Paper – Helston & the Lizard (2013)	Specifically relating to Housing, Local Economy, Retail and Town Centres
	Conservation Area Assessment & Management Strategy (2010)	Identifies the importance of Helston's historic town centre and strategies for management of town centre structures and features
	Helston Townscape Heritage Initiative - Simmons & Richards (2009)	Identifies heritage assets, management and improvement options

5. Project Values

Helston Town Centre is an extremely important part of Helston and it is therefore essential that Project Values are defined so that all design and development works maintain a clear focus with respect to these high-level desired outcomes.

Protecting and Promoting Helston's Heritage

Helston is the second oldest town in Cornwall and its exceptional built heritage is of crucial importance both to the community and to the town's distinctiveness and economic potential. Proposals must respect the historic nature of the site, emphasising and promoting the heritage of the town.

Broadest possible Community Involvement and Access

The town centre is challenging, especially in terms of access, especially for the older and less able members of our community. The project must ensure that accessibility and inclusivity are of the highest priority in any design.

Carbon Reduction and Environmental Benefit

Helston Town Council has declared a climate emergency and the town has developed a Climate Action Plan. The project must not only respect this Plan but also find ways to assist in delivering the Climate Action goals.

6. Proposals

These proposals have been developed following consultation between Helston CIC, Helston Town Council, various community groups and businesses in the town.

A staged approach is proposed as follows:-

Stage 1 - Initial Assessment

The estimation that there are at least 58 empty premises within the town centre which could be converted to residential and live/work space is based on a door-to-door survey completed by Rebuild Southwest in 2016 (see Appendix 1 for Rebuild Southwest Community Interest Company details). Since that time, it is certain that empty premises numbers have increase (by at least 7% according to Cornwall Council Monitoring Report for 2019 – notably pre-Covid).

As a first stage in this project process it is proposed that this exercise be re-done in order to identify current status, but also gain an initial indication of potential appetite for conversion of premises. The Project Team are willing to undertake this stage of the process as a voluntary activity, demonstrating to Helston businesses and property owners that this is a community led initiative.

Appendix v.

To gain maximum support for this exercise it is proposed that a publicity exercise be undertaken, defining the scope of this project and promoting the potential benefits.

Note that, at this stage, any discussions with tenants/property owners about potential usages for empty space identified would be fairly broad in terms of potential uses and include the possibility of living accommodation, live/work space, office space and community facilities.

Stage 2 - Identification of Ownership

Ownership of town centre premises can be complex, fragmented and involve very distant individuals, portfolios and funds. Helston is typical in this aspect.

It is therefore important to have the facilities for the Project Team to identify the ownership of any properties identified during Stage 1 as having potential for re-purposing. It is proposed that the Project Team be allocated a budget to undertake ownership investigations. This will most likely be achieved via Land Registry enquiries for which fees apply.

Stage 3 - Survey of Potential

Based on the information collected above, and with the agreement of tenants/property owners, a site visit will be arranged for a professional team to perform a visual inspection of the property and an outline assessment of potential.

The involvement of Rebuild Southwest in this exercise is proposed with any visit being coordinated by a community-based Project Team member. Each property assessed will be provided with a short report, copied to both tenant and owner (as applicable) identifying the opportunities and potential next steps. It should be noted that this will be advisory only and that the visit and subsequent report cannot be relied upon for any future development or work undertaken. It will however, highlight the process by which the tenant/property owner could progress the opportunity.

As part of this process the Project Team will need the support of a Cornwall Council Planning Officer to assist in the wording of any report and help to define potential next steps as a guide for the tenant/property owner.

The output of Stage 3 is the clear identification of achievable opportunities for re-purposing empty premises. It should also be possible to prioritise these opportunities and identify a small number which could act as 'early wins' and examples for others to follow.

Stage 4 – Create a Defined Process for Tenants/Property Owners

From initial discussions it is clear that there are a number of barriers which discourage tenants and property owners from investigating the opportunity to re-purpose their empty or under-utilised space. These include:-

- a) Distant/disinterested/difficult to contact property owners
- b) Not thought about the opportunity
- c) A belief that the process to gain permission is complex and too difficult
- d) Time to investigate the options
- e) Financial outlay for design and consents which is made at risk
- f) Risks associated with the conversion of older, potentially listed, building stock
- g) Overall cost of conversion

If we can provide a clear process with support to help the tenant/property owner through each step, it should be possible to minimise these barriers.

We can assist with a) - distant/uninterested/difficult to contact property owners - by identifying property ownership and contact details from Land Registry records. In addition, for properties with clear positive opportunity we could make contact, representing the town of Helston, on behalf of the tenant.

Items b), c) and d) above can be overcome by enacting Stages 1, 2 and 3 above. This will be enhanced if, with the support of Cornwall Council Planning Team, we are able to define a clear process for development of an opportunity.

Additionally, it would be extremely helpful if, in liaison with Cornwall Council and Helston Town Council we are able to define a process or parameters by which the likelihood of approval for changes of use would be understood. This would ensure that the process is straightforward, but also addresses item e) above by more clearly quantifying the investment risk in developing designs and applying for permissions.

The existing financial support loans available through Cornwall Council can also be publicised more fully via this process.

The re-purposing of properties will necessarily be a private investment decision. However, the issues relating to Helston's buildings, which are all within a Town Centre Conservation Area and include many Listed premises, could be alleviated if grant funding was available to assist with (and ensure that) any re-purposing works to properties respected and restored Helston's visible heritage. Helston has never been able to access the recent High Street Heritage Zone funding despite the town strong history and impressive architecture.

Furthermore, the potential for carbon reduction measures in any property works should be promoted within this process. Again, a complex area which requires technical support, however the opportunity for creating strong exemplar projects for others to follow should be grasped via this process. Signposting to grant funding and clear definition of whole life cost opportunities will need to be included in the process and the inclusion of representation from Helston Climate Action Group forms an important part of the proposed Project Team structure.

Stage 5 – An Alternative Approach

Appendix v.

The concern over the decline of Helston Town Centre is deeply felt. It is the issue which, in every consultation undertaken, has been the most significant concern. There is clearly substantial support throughout the Helston community for action to be taken to improve the town's vitality.

We should therefore investigate the potential for community involvement in the Town Centre Homes and Workspace project.

The concept of establishing a membership Community Interest Company with some form of community share arrangement which can acquire leases or freeholds of empty premises and enact the re-purposing to homes and/or workspace should be investigated. As a self-managing CIC, assets would be 'locked' and ongoing rental income could flow back into the organisation to be used for further property conversions and consequent benefit to the community.

This is particularly pertinent and attractive at a time when commercial town centre property is falling in cost yet the demand for homes is rising in an area which is so important to the future of the town.

The Project Team wishes to examine this opportunity in more detail and seek advice from professionals and, if possible, consult with similar projects in other towns. Costs associated with this element of the project are not yet defined, however we would wish to allocate a small amount of funding from the Towns Vitality Fund to enact an initial investigation.

7. Supporting and Funding the Process

To enact the process defined above and ensure we can deliver good opportunities rapidly the key items of support required are:

A Project Team to manage the project:

The Project Team will operate as a sub-group under the Helston Place Shaping Board structure and will include representation from:-

- Helston CIC
- Helston Place Shaping Board (preferably a town centre resident)
- Helston Town Council (preferably Town Council Projects Officer)
- A local Cornwall Councillor
- Rebuild Southwest (see <https://www.rebuildsouthwest.co.uk>)
- Helston Climate Action Group
- Cornwall Council (Housing and Planning Officers)

All project team members will be volunteers or employees of Cornwall Council

Costs to project: £0

Towns Vitality Funding to cover:-

- Publicity materials to promote project to tenants/property owners (£200)
- Costs associated with Land Registry and other ownership enquiries (@£6.00 x 150 = £900)
- Costs for professional survey/assessment of properties (as per Stage 3 above) (@£200 per visit and report x 20 = £4,000)
- Investigation of Community Share scheme (estimated £1,000)

All coordination activities will be managed by the Project Team

Costs to project: £6,100

Project Support from Cornwall Council to:-

- Assist in defining the context and wording of the Stage 3 survey/assessment report
- Confirm and define the process by which Change of Use can be achieved
- Provide fast-track support to identified projects
- Expedite a process which defines the parameters, specifically for Helston Town Centre, under which likelihood of approval for changes of use would be clear or even assumed

All coordination activities will be managed by the Project Team

Costs to project: £0

Grant Funding to support potential projects:-

- Heritage funding (eg. High Streets Heritage Action Zone Programme) to contribute towards heritage preservation/refurbishment relating to re-purposed properties within the town centre conservation area
- Carbon Reduction funding to assist in ensuring that re-purposing properties has a positive impact on carbon reduction

Costs to project: £TBA

Appendix 1: Project Overview

HELSTON TOWN CENTRE
RE-PURPOSE EMPTY PREMISES



PLACE
SHAPING
PLAN

Re-purpose Vacant Premises to Bring Life Back into the Town



Aim
Use empty retail/commercial space to create homes and live-work spaces, bringing life back into the town centre

- Un-used space above retail could be converted to income generating residential which would support the financial viability of traditional retail below
- Or replace empty retail with full residential/live-work conversion
- Helston has substantial 'back room' and storage space behind the retail frontage which could provide live-work space
- Bringing people to live in the town centre, and especially encouraging young craftspeople and micro-businesses to live and work here, will enliven Helston

Current State



Retail dominant High Street increasingly challenged by the 'perfect storm':-

- On line retail
- Out of town retail/entertainment
- Aging retail offering
- Coronavirus accelerating and already declining situation
- Many distant, difficult to contact landlords
- Commercial values tumbling making investment uneconomical
- Estimate over 100 empty units above retail which could be homes
- Helston has the fastest rate of growth of empty premises of any town in Cornwall – now estimated to be over 18%

Opportunities

Helston has high residential demand as retail vacancies increase
 Significant number of unlisted empty spaces within the town centre
 Graduate live-work spaces in demand with Falmouth close by
 Opportunity to develop creative links with existing cultural centres – CAS T, Museum, specialist local businesses etc. gives opportunity for Helston to become a cultural hot-spot
 Excellent IT connectivity
 Cornwall is highly desirable place to live for young start ups and creative people

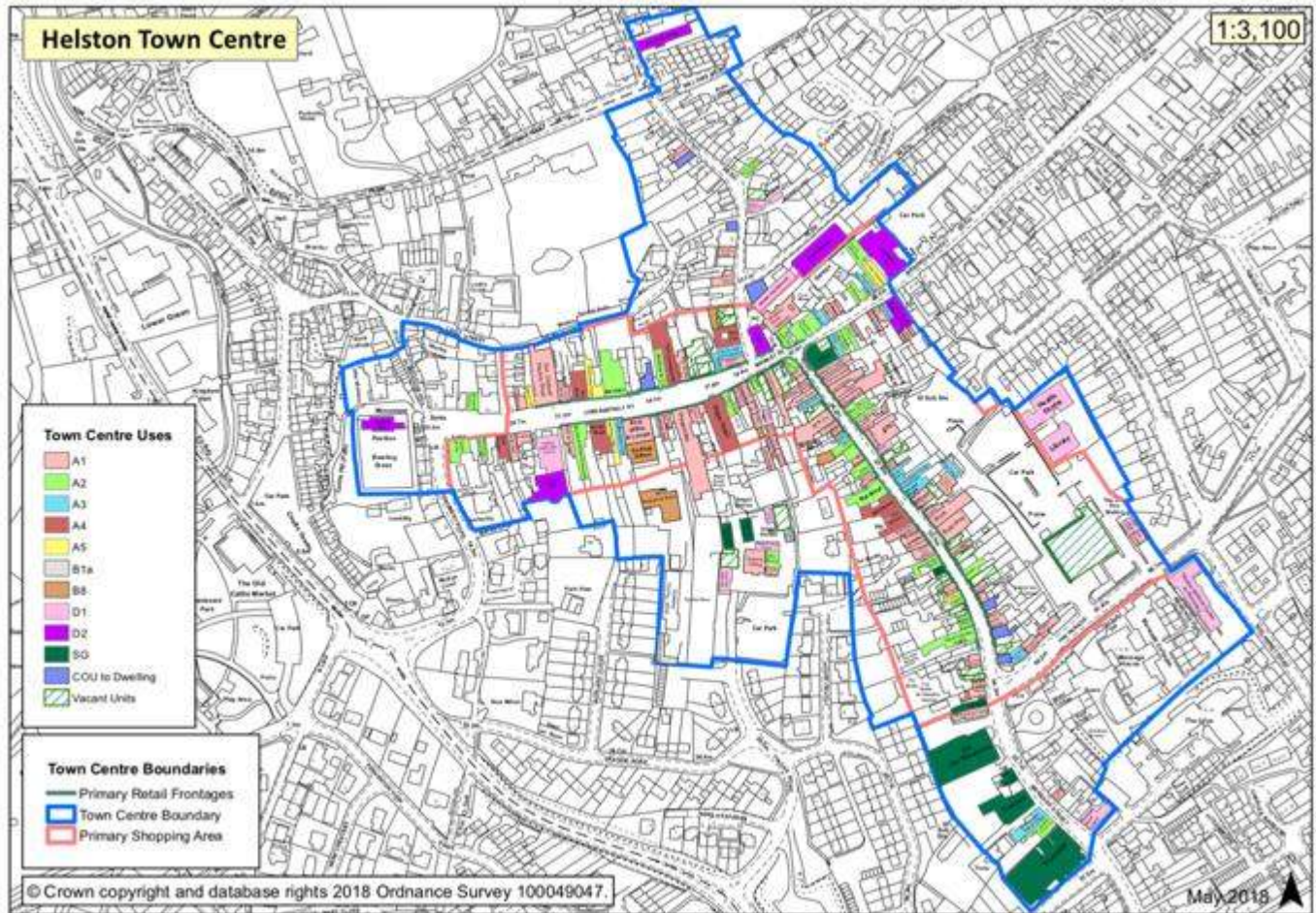


Issues and Actions

- Stage 1:** Retail property ownership is fragmented and opaque – we need to understand existing potential and appetite – i.e. define the opportunity and learn from successful projects elsewhere
- Stage 2:** Expert support needed to define planning opportunities and possible incentives which can be accessed via Cornwall Council and others
- Stage 3:** Launch a well thought through scheme to attract landlords and develop opportunities

Appendix 2: Town Centre Area

Area identified within the blue Town Centre Boundary line



RECONNECTING HELSTON

Project Brief

Date: 21st December 2020

Revision: 03

1. Project Objective

Our ambition is to restore the connectivity that Helston had until the 1960s when a rail branch line served the town.

To achieve this goal, transformational public transport connectivity to Helston's neighbouring, rail connected towns will be required. This will improve accessibility to employment, education and training opportunities and attract inward investment, reinvigorating the economy of Helston and the Lizard.

This is not just a rail reconnection ambition; it spans all modes of transport. Helston can be classed as one of the most isolated areas in Cornwall based upon its overwhelming reliance on the motor car across a poor road network for the vast majority of journeys. Its lack of cycling and green route connectivity and upper decile costs and journey times for public transport must also be addressed.

The project objectives are to:

- Reduce the isolation of Helston and the Lizard Peninsula
- Reconnect Helston to the rail network
- Reinvigorate the economy of Helston and help to drive investment in Helston
- Provide viable alternative transport modes to that of the private car
- Provide increased opportunities for the people of Helston, particularly with regard to employment, education and training

2. Context

There was huge celebration in the town of Helston when the 8-mile section of railway was opened connecting the town to the main South Western rail line network in 1887. Enormous celebratory arches were built in the main streets of the town declaring 'Success to Helston Railway' and 'May Trade Increase'.

There was an equally loud outcry when the same 8 miles of railway was scrapped in 1964 when goods services ended. Passenger services had ceased 2 years earlier in 1962. The mass demonstrations went unheeded and to quell the anger, Helston was promised improved road links – a promise that was never delivered.

Since that time, investment in infrastructure, economic development and social support has all been directed to the North Coast of Cornwall and the A30 corridor, with the old mining regions around Redruth and Camborne seeing most of the development monies applied to West Cornwall.

The most southerly town in Britain and second oldest town in Cornwall, Helston is now a typical example of a declining market town, underfunded and poorly connected.

3. Project Background

Helston is typical of many rural market towns across the UK, challenged by out of town shopping, increasing levels of empty shop premises, declining town centre footfall, declining wage rates and significant reliance on lengthy car journeys for its population to access training and employment. A distinctive factor is Helston's isolation from main transport links despite being geographically close to other urban centres.

In this section we will demonstrate that Helston's isolation (and that of its surrounding community) is a fundamental barrier to reversing the spiral of decline.

Population Issues:

The collective population of the Community Network Area is estimated to have increased by 5.6% in the period 2011 to 2019. The greatest increase was in those aged over 65 which grew by over 20% in the period.

Across the area there has been a general reduction in people who are of 'working age' and particular gains in those who are in their early 70s. Helston North saw the biggest fall in 25-49 year-olds at almost 15%.

This evidence suggests that young people are depopulating the area, with falls in the region of 12-13% estimated. Significant falls amongst those aged 18-49, with a bias to the 18-24 age group, will drive down long-term economic prospects.

Significant constraints on accessibility particularly affect the prospects of Helston's 16-24-year-olds who rely on public transport for training, education and employment, as well as struggling with housing affordability, driving both depopulation of young people and reliance on local, part time retail and service employment for the remainder

Helston's increasingly aged resident profile and rapid depopulation of young people and those of working age, saps vitality from the town and makes economic improvements more and more difficult to achieve.

The economy of Helston and The Lizard is worth around £300m in GVA (Gross Value Added) or just over 4.0% of the Cornish economy whilst being the domicile of 6.1% of the population of Cornwall (Cornwall Council research 2008); the area is under-performing in terms of GVA by around 25%. This also shows that the area has a high number of workers who travel out of area for work.

Consideration should be given for Helston to participate more fully in supporting the growing Falmouth economic area, (being the most local and easily accessed), allowing access to these university, marine, defence aerospace-related and digital jobs and in fact considering how the growth of this area can bleed over into Helston. It is clear that a significant sector of the working population in Helston are discouraged from labour market

participation because opportunities are not logistically reachable. They would benefit substantially if such economic growth could be brought to the town.

With low GVA and expensive travel to work costs, Helston's 'working age' population cannot access economic improvement. People living and working in the area are highly dependent upon low paid, often part-time, retail jobs (even compared with other Cornish towns) with consequent vulnerability to the economic issues of Covid and town centre decline.

Without economic growth opportunities, Helston has not been able to justify better connectivity; however, without better connectivity Helston is not able to attract economic growth – the area is stuck in a 'no win' situation

Truro, Redruth, Camborne, Hayle (which is, in population terms much smaller than Helston) and Penzance benefit from inter-connectivity of regular and strategic bus routes, main line rail connectivity and the A30 trunk road running close to all of them. These have aided their economic development through strategic investment for growth; Helston has not had this opportunity.

The employment centres of Falmouth and Camborne/Pool/Redruth have been provided with substantial assistance for economic growth. These centres are extremely difficult to access for younger, working age Helstonians.

Trips from Helston to Penryn are dominated by driving - 97.5% either as a driver or passenger; for trips to the Camborne/Pool/Redruth area this statistic is 88.3%. These statistics show that there is a fundamental issue with public transport provision.

Although commuting patterns are likely to be changed long term as a consequence of the coronavirus pandemic, Helston's working population is dominated by L1 and L2 qualification levels, meaning that home-working is not possible for the majority of people.

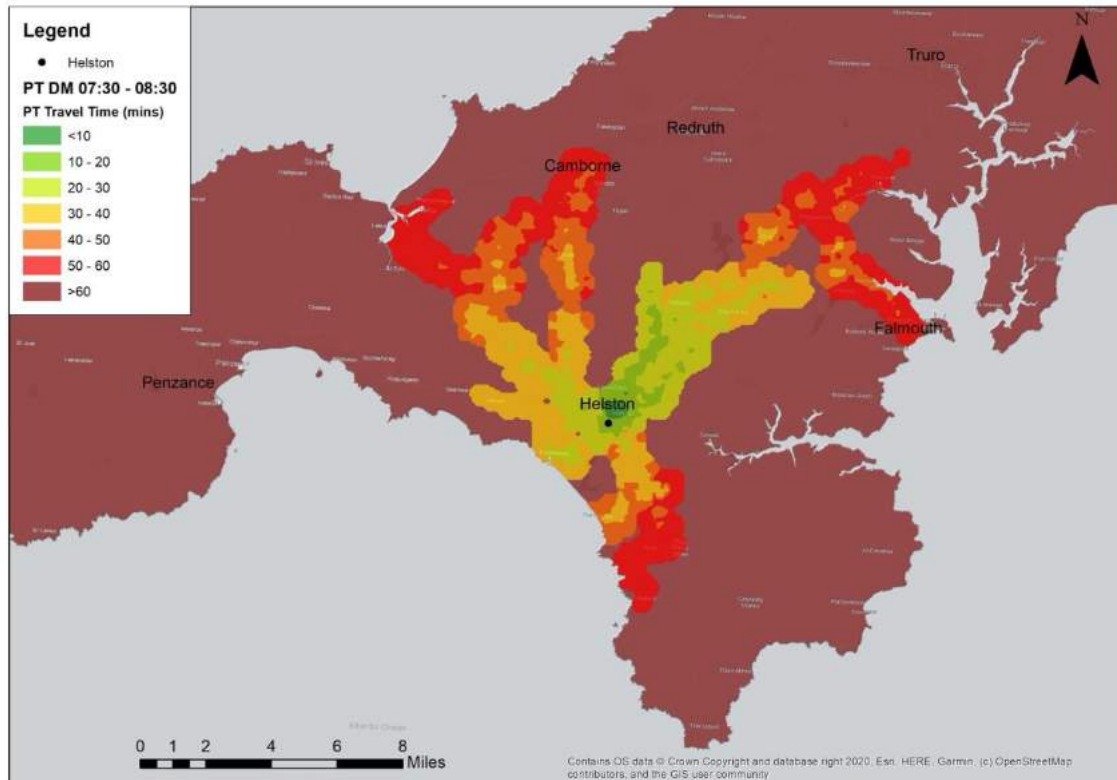
A key function of transport infrastructure is to boost the productivity of an area; to connect the talent pool with jobs and opportunity. Low levels of disposable income, lack of access to training, inability to afford necessary car use and high public transport (bus) costs create a significant barrier.

A 33-minute drive would take someone from Helston to Truro but this can be doubled to over an hour by bus. Public transport at the start of a working day for Helstonians is hugely time-consuming, even for access to the nearest towns (see Figure 1 below).

Available road traffic data for Cornwall illustrates how it has particularly grown since 2014: with cars and taxi use increasing by over 50% in the 1994-2019 period. Around 211,000 journeys were on the B3297 Helston to Redruth road alone. Of 164 fatal or serious road accidents in the St.Ives Parliamentary Constituency between 2015 and 2019; 115 (70%) were on rural roads. The National Transport Model has predicted vehicle miles will increase by 44% by 2035 in rural areas but lost working seconds per mile will double from 4 to 8.

Appendix vi.

Figure 1: TRACC Study showing travel time from Helston on public transport between 7.30am and 8.30am weekday mornings



Driving is by far the most common method of transport. Increasing private car volumes, with consequent carbon impact, higher costs and risks must be tackled.

According to the most recent data (y/e 2019) from the DoT for Cornwall there were 302,982 cars in Cornwall: 14,991 of them were in the five local authority wards that make up The Lizard (just under 5% of the Cornwall total). 16,560 cars in Cornwall were over 6 years old (5.5%) and surprisingly 8,868 of these were in the Helston CNA - **57% of Cornwall's older cars!** In Crowan and Wendron 70% of the cars are over the age of 6 years.

Transport poverty will increase as more expensive hybrid and electric vehicles are forced on a region already struggling to afford commuting. A better solution must be found for Helston. Undoubtedly the area's drivers will retain their old fossil fuel cars for longer, reducing our ability to achieve climate aspirations.

According to CPI measurement motor insurance costs have risen by an average of 18% 2016-20 and the repair of vehicles by 12%. Bus travel is now 55% more expensive using an RPI measurement. The overall cost of living is higher the smaller the settlement one lives in. Further barriers will be created as transport moves to an electric base, pushing the capital cost of a vehicle much higher.

The Climate Action agenda has gained strong support in Helston. Cornwall Council and Helston Town Council have declared a climate emergency and a Helston Climate Action Plan has been developed. Positive local initiatives, especially around public space management and rewilding are taking place. However, to address the fundamental change required to the key carbon generators, transport modes must be addressed.

County-wide aspirations for Active Travel and Connections are well defined in the Green Infrastructure Strategy for Cornwall and re-inforced through the Cornwall Local Plan. The Cornwall Environmental Growth Strategy emphasises the need for connectedness and the 'healthier, happier, more productive' benefits achieved by improved green infrastructure.

In relation to green routes and cycling, Helston is in a particularly poor situation when compared with other towns in Cornwall. Mapping Cornwall's cycle trails (see Fig. 2 below) shows that Helston and the Lizard are the worst connected areas in Cornwall and fall well behind all other towns in terms of cycling infrastructure and leisure trails. Very recent investments in Cornish cycle trails have still ignored Helston's plight.

Figure 2: Cornwall Cycling Network

Helston & The Lizard CNA is the Most Inaccessible and Unconnected Town in Cornwall for Safe Cycling



St.Ives, Bodmin, Hayle, Truro, Camborne, Pool, Redruth, St.Austell, Falmouth and Penryn all have Active Travel maps, produced as part of the Access to Education project and funded by the Department for Transport's Local Sustainable Transport Fund. Helston has had no such support.

Helston and The Lizard need to be able to benefit and contribute to the sectoral opportunities of Cornwall and the Isles of Scilly. These include a more accessible visitor economy that reduces carbon footprint; maximising links to the environment, heritage and culture of Helston and The Lizard. This will translate into greater productivity for tourism and the region's agri-food sector.

Appendix vi.

Improved and affordable connectivity would enable people to reach training, work and opportunity whilst stemming the depopulation of young people. This would help to address Cornwall and the Isles of Scilly having the lowest level of GVA per hour worked of any LEP in England, with the Helston area being one the key underperformers. Improved accessibility can also attract appropriate housing and employment development and enable economic vitality.

Lack of connectivity across all modes of transport is a significant issue for Helston. Helston can be classed as one of the most isolated towns in Cornwall based upon its reliance on a poor road network for the vast majority of journeys, lack of cycling and green route connectivity and upper decile costs and journey times for public transport.

4. Fit with the Helston Place Shaping Plan

Reconnecting Helston is one of the key projects defined within the Helston Place Shaping Plan, which includes six other projects under development in parallel. These projects are complementary and provide a broad plan for improvement within the town.

The Place Shaping Plan addresses the development priorities for Helston, with individual projects having strong inter-relationships in order to deliver broad improvement in the town; see 'Helston – Understanding Our Town' included within the Town Vitality Fund submission.

The Place Shaping Plan includes the following elements:-

- Re-imagining Helston's High Streets – a plan to revitalise the public realm of Helston's town centre
- Helston Cultural Quarter – improvements within and around Market Place, The Museum of Cornish Life, the Drill Hall Yard and access through to the CAST building and Wendron Street car park above.
- Town Centre Homes and Workspace – utilisation of empty premises to provide more residential and live/work accommodation within the town centre
- The Penrose Trail – creating a defined walking and cycling link between Helston and Porthleven to attract visitors and support community health, well-being and travel between the towns
- Town Centre Community Hub – creating a community building within the town centre
- Promotion of Helston – already a well-developed marketing strategy for Helston

5. Fit with Existing Policies and Strategies

The aims and objectives of this proposal contribute towards National, Regional and Local strategies and polices as follows:

	Policy or Strategy Name	Relevance to proposals
National	Central Government 'Levelling Up' Agenda (2018)	Proposals seek to revive the fortunes of the UK's 'left-behind' towns and cities.
	Industrial Strategy white paper (2017)	Long term productivity plan to be achieved by delivering the circumstances for good jobs including the upgrade of UK infrastructure for all communities across the UK.
	Transport Investment Strategy (2017)	Proposals seek to achieve modal shift to public transport and contribute to local growth priorities.
	Clean Air Strategy (2019)	The proposals will contribute towards cleaner air by encouraging modal shift towards public transport and will consider 'greener' fuels.
	Decarbonising Transport: Setting the Challenge (2020)	This proposal seeks to utilise 'greener' fuels where possible, along with modal shift, to contribute to the de-carbonisation of transport in Cornwall.
Regional	Peninsula Transport: Transport Strategy (expected 2021)	The proposals are likely to support the emerging Transport Strategy and the aims and objectives. Our proposals will improve connectivity to the wider south west peninsula.
	South West Productivity Commission in 2017	<i>'The availability of labour and skills was a significant challenge facing rural businesses. Underlying factors influencing this shortage included housing affordability, transport and an ageing population.'</i>
	Draft Local Industrial Strategy (2020) <i>LEP: Cornwall & Isles of Scilly</i>	Relates specifically to Place, People and Infrastructure
	10 opportunities (2018) <i>LEP: Cornwall & Isles of Scilly</i>	Relates specifically to the opportunities of 'Tourism' and 'Location'
County (Cornwall)	Local Transport Plan: Connecting Cornwall 2030	Objectives of responding to the challenge of climate change; improving economic prosperity through connectivity and access and supporting equality of opportunity
	Clean Air for Cornwall Strategy (2019)	Our proposals will include the opportunity of assessing 'greener' fuels and technologies to contribute to improving air quality in Cornwall.

Appendix vi.

	Cornwall Local Plan (2016)	The scheme will support development in Helston and provide connectivity for business and leisure to/from the town and Cornwall.
Local (Helston)	Helston Place Shaping Plan (2020)	Strategic plan to address the vitality and future development of Helston. Includes specific proposals to address the town's isolation and lack of accessibility.
	Helston Climate Action Plan (2019)	Objective to address the climate emergency declared by Helston Town Council and Cornwall Council. Includes the aspiration to 'Transform Public Transport' and reduce Helston's reliance on the road network
	Helston Town Framework (2017)	This project delivers elements of the Green Infrastructure Strategy and Transport Strategy, with one of the three 'investment focus' points being 'encouraging inter-urban and long-distance trips by rail'.
	Cornwall Infrastructure Needs Assessment for Helston & the Lizard (2015)	Identifies as a 'red' priority to 'reduce rural isolation, particularly in the remote villages and hamlets, by encouraging regular public transport for residents to access services, work and education.
	Place Based Topic Paper – Helston & the Lizard (2013)	Identifies the issues of isolation and the need to address the area's heavy reliance on road transport

6. Project Values

It is essential that Project Values are defined for the project so that all proposals maintain a clear focus with respect to these high-level desired outcomes.

Protecting the Environment and Helston's Heritage

Helston is the second oldest town in Cornwall and its exceptional built heritage is of crucial importance both to the community and to the town's distinctiveness and economic potential. Proposals must respect the historic nature of the town and surrounding area when considering access routes. Additionally, any proposals which impact the countryside must carefully consider any environmental impacts.

Broadest possible Community Involvement and Access

This project focuses upon accessibility and so must consider the widest variety of users. The project must ensure that inclusivity and, where necessary, safe separation of different users are of the highest priority. It is important that a broad range of community groups are involved in the development process and that the project delivers strong community ownership of the end result.

Carbon Reduction and Environmental Benefit

Helston Town Council has declared a climate emergency and the town has developed a Climate Action Plan. The project must deliver the aspirations of this Plan in relation to 'Transforming Public Transport' and reducing Helston's reliance on the road network.

7. Proposals

The re-connection of Helston is complex and far-reaching. Strategically it must be tackled as one project, however there are distinct project aims which can assist in evolving Helston from its current situation, achieving short term improvements whilst working towards the longer-term goal. We have therefore divided the project into three distinct aims according to the likely timeframe over which they could deliver results.

Long Term Aim (10 years +)

Reconnection of Helston to the main rail network via a direct, light rail link terminating within the town.

As defined in Section 3 above, there are extremely strong environmental, economic and social arguments for a transport link that would reduce the use of private cars.

In 2019 the Government announced a funding package to support the re-instatement of railways closed by the Beeching Review, under the title 'Restoring Your Railway'. As part of this process Expressions of Interest were sought for potential projects across the UK.

In response to this HCIC, sponsored by MP Derek Thomas and supported by local County Councillors, submitted an Expression of Interest to the 'Restoring Your Railway' Fund. The objective of the submission was to outline the potential for the re-instatement of a rail link to Helston from the main GWR line. A copy of the submission is included in Appendix 4.

The submission was successful and HCIC was invited to submit a more detailed feasibility study to the 'Ideas Fund' which is part of the programme aimed at supporting early stage work on potential rail projects.

Discussions with a number of stakeholders including Derek Thomas, County Councillors of the areas affected, Helston Railway, Cornwall Council and various specialists concluded that the development of an initial feasibility study suitable for submission to the 'Ideas Fund' was worthwhile.

We are under no illusions that this is a long-term project, however we have a number of important reasons to progress this work:

- Central Government funding is available via the Ideas Fund which will close to bids in Q1 2021. Another round of funding is unlikely.
- Connectivity is a vital issue for Helston's economic prosperity – developing a submission for the Ideas Fund will create the data and justification to support future bids for improved transport links
- If we have any aspiration to develop a Helston rail link it is extremely important that we get our project 'on the list'. The number of potential rail projects is growing

Appendix vi.

across the country and we need Helston to be included now before the queue of projects gets any longer.

- Public support for a renewed rail link is high and the fact that we are working on this, albeit a long-term project, will show that we are actively seeking ways to support Helston.

It is unlikely that we will secure large sums of money from the 'Ideas Fund', but hopefully we will be able to justify enough support with this stage of work (either from this or other funds) to justify moving to a more detailed project phase (a Pre-Strategic Outline Business Case in DfT parlance) and keep the project moving forward.

Fortunately, Cornwall Council were prepared to advance £10,000 to support the development of this submission. The work has progressed answering the questions posed within the Ideas Fund format which cover:

- Financial Overview: outline costs, possible funding sources and risks
- Strategic Overview: justification for the project, dependencies, stakeholder management
- Socio-Economic Benefits: transport benefits, economic benefits, social benefits, fit with local and national policies etc.
- Deliverability: technical assessment and feasibility, operational issues, review with Network Rail, likely programme of works etc.

The work has assessed the justifications for:-

- Connectivity routes to the north to stations on the Cornish mainline (the historical alignment was to the north joining the mainline at 'Gwinear Road'); and
- Connectivity routes to the east, connecting with the Falmouth branch line, and onwards into the proposed Mid-Cornwall Metro (Falmouth to Newquay services).

The draft completed submission document is included in Appendix 4 and, although the deadline for submissions has been delayed, this document will be submitted in Q1 2021.

The submission requests £34,000 of funding from Central Government to support the next stage: a DfT specific Pre-Strategic Outline Business Case. Note that we retain a small level of funds from the initial allocation for the Ideas Fund bid, plus commitments from Town and Parish Councils (those which will potentially benefit from the project) to support part of the necessary match funding. We will, however, require a further £10,000 match funding to complete to next project stage, should the Ideas Fund return positively and we have therefore allocated a further, but contingent, £10,000 in our Town Vitality Fund submission, albeit at low priority for the moment.

The team is already in place for this element of the project and includes representation from:

- Helston Place Shaping Group (County Councillor representative)
- Helston CIC
- Constituency MP
- County Councillors representing wards adjacent and to the north of Helston
- Aecom Rail (Claire Falkiner)
- Researcher (Stephen Horscroft)

Medium Term Aims (2 to 5 years)

As can be seen from the section above there is very poor take-up of public transport (ie. bus travel) within our area. Public feedback has also highlighted the issue of movement around Helston with its steep inclines, narrow and uneven pavements. This is especially true for the older and less able residents.

As part of this project we would like to examine the opportunity for a 'hopper bus' type arrangement to operate within Helston.

The concept of locally based, electric-powered buses with low seat numbers but frequent timetable serving the periphery and centre of the town has many benefits:

- Provides a much easier method of access to the town centre for Helston residents leading to increased use of public transport
- Encourages use of the town centre by Helston's residents
- Discourages short trip car use to the town centre with consequent alleviation of congestion, parking difficulty and road traffic incidents
- Delivers significantly against Helston Climate Action Plan
- Substitutes heavy buses within the main streets of the town centre
- Provides a more suitable terminus for inter-town buses near to the town centre (possibly at Trengrouse Way)
- Supports public well-being and addresses isolation, especially of older people, by improving their ability to access shopping and social space within the town centre
- Provides an accessible connection between Coronation Park and Penrose, and Helston Town Centre as per Helston Town Framework strategy

It should be noted that proposal for facilities for overnight battery charging and general vehicle maintenance are included within the Helston Community Hub project which is assessing the potential for a Community Hub within the old Budgens building.

This aim is currently at concept stage. To progress this to a formal, costed proposal, a specific project team will be required. This will include representation from:

- Helston Place Shaping Group (resident, business and County Councillor representatives)
- Helston CIC
- Helston Climate Action Group
- Helston Town Council (Projects Officer or Councillor)
- Cornwall Council Public Transport
- Specialist (to be sourced)

The project will require the advice of a specialist in this area of transportation. It is proposed that we source this specialist with £5,000 funding from the Town Vitality Fund.

Short Term Aims (within 2 years)

As noted in Section 3, research shows that Helston and the Lizard are the worst connected areas in Cornwall, falling well behind all other areas in terms of cycling infrastructure. There

Appendix vi.

are no cycle lanes or 'green' routes connecting Helston to any other Cornish towns. This prevents any form of sustainable travel for the people of Helston.

Provision of 'green' routes and sustainable travel are very important for Helston residents, as defined in the earlier sections of this document. Public consultation work done by Helston Climate Action Group identified 'safe cycling' as an important public need.

The Helston Town Framework, with its Green Infrastructure Strategy (see Appendix 5), specifically defines future cycle routes which would provide links to the residential areas North and East. This is a high priority requirement identified by the local County Councillor and supported by public feedback.

The Helston Walking & Cycling Feasibility Report 2018 (see Appendix 6) built upon the Helston Town Framework and identified specific project actions with costs and timescales.

In addition to this work, we have liaised with County Councillors and Parish Councils to the North of Helston who have identified the benefits of continuing a 'green' link through the villages approximately along the route of the old Helston branch railway line.

Such a route would:

- Provide the ability for outlying settlements to have direct, off road access to Helston town centre and provide an amenity to a rural area which currently has extremely poor facilities.
- Add the opportunity to connect Helston to the Cornwall-Wide cycle network, providing Helston with potential benefits of increased tourism which are being experienced by most other Cornish towns which are cycle-connected.
- Provide the first stage in an evolution towards a light rail link to the north by creating a defined route to Gwinear Junction (as per the Long-Term Aim of this proposal).

A large amount of information and design work has already been completed, including designs for stretches of cycleway within Helston and around Nancegollan and onwards. The majority of this work has been developed by Cormac and Aecom, but is currently somewhat piecemeal and requires consolidation into a single strategy.

Supported by the Towns Vitality Fund, we would supply Cormac with an outline route proposal around which they could consolidate the existing design work and develop feasibility proposals for the missing links.

As per the Medium-Term Aim above, a project team will be required. However it is envisaged that this would be only a small team in the initial stages to develop the feasibility proposals which could then be given wider circulation and consultation.

The team will therefore include representation from:

- Helston Place Shaping Group (County Councillor representative)
- Helston CIC
- Helston Climate Action Group
- Cornwall Council/Cormac/Aecom (James Hatton, Rupert Spencer or Adam O'Neil)

It is proposed that we allocate £5,000 of funding from the Town Vitality Fund to support this activity.

DT 21st December 2020

Appendices

- Appendix 1. Reconnecting Helston Place Shaping Plan Overview
- Appendix 2. Area Map
- Appendix 3. TRACC Map of Existing Helston Public Transport Routes
- Appendix 4. Ideas Fund Submission for Reconnecting Helston's Railway
- Appendix 5. Helston Town Framework – Green Infrastructure Strategy
- Appendix 6. Helston Walking & Cycling Feasibility Report 2018

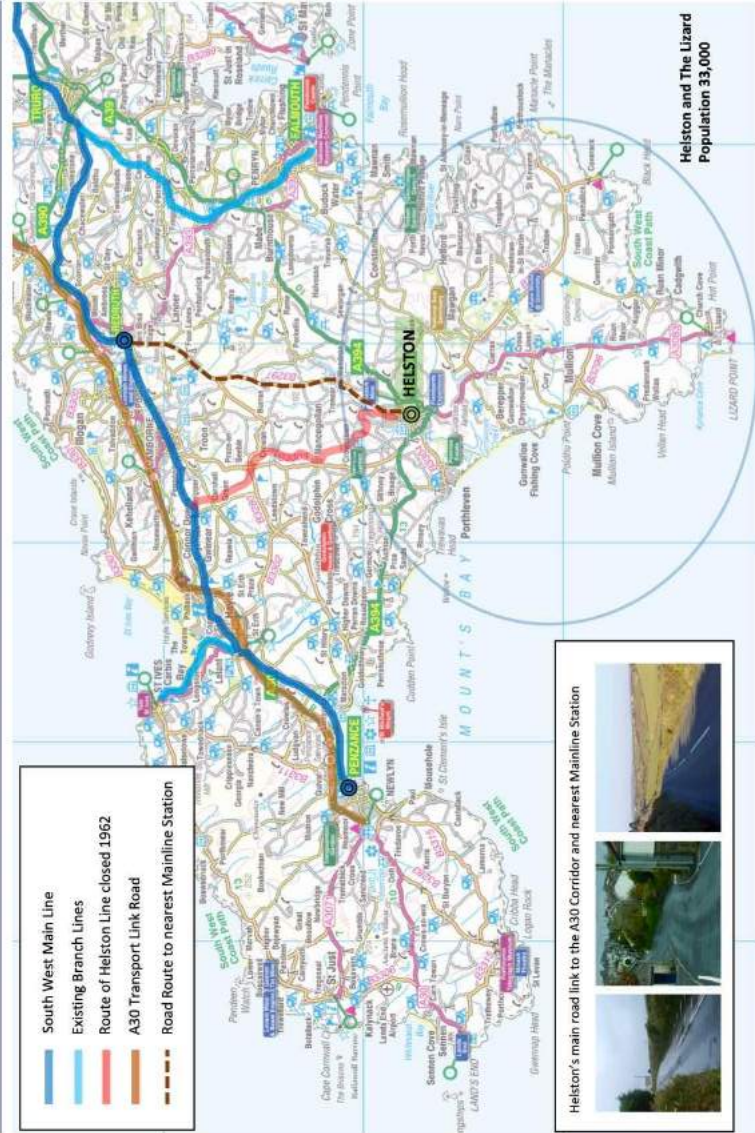
Appendix 1. Reconnecting Helston Place Shaping Plan Overview

IMPROVE HELSTON'S CONNECTIVITY
HELSTON RAIL LINE



PLACE SHAPING PLAN

A Green Commuter Route to connect with rail and centres of employment



- Aim**
- Improve Helston's connectivity**
- Create a link to the main rail line
 - Consider the options for a 'green' commuter route to connect with rail and centres of employment
 - Initially establish a cycle/walking route which can then be expanded to light, possibly electric, passenger rail link
 - Reduce traffic on the difficult B3297 road link
 - Link north coast cycleways to Helston and the Lizard increasing tourism and contributing to the local economy

Current State

The market town of Helston and surrounding communities of the Lizard peninsula have significant economic and deprivation issues. Improving the connectivity of this area is an essential step in addressing these issues. The 8 miles of the old rail line connecting the town can still be traced. Many of the route's platforms remain and many of the bridges are still in public ownership. Although the tracks were removed in 1965, a short section of the line has undergone restoration and now runs regular historic rail journeys for the public.

Issues to Consider

This is a complex, long term project and should not remove the focus from improvements to the B3297

- Development stages proposed:-
- Initial Feasibility funding (approx £10,000) secured to progress assessment via a submission to the Restoring Your Railways Ideas Fund (Nov 2020)
 - Opportunities for Government funding support to develop more detailed Feasibility Study to be pursued in 2021
 - Aim to develop first phase - Walking and Cycling to Praze
 - Second phase - Walking and Cycling from Praze to North Coast cycleways and employment centres
 - Third phase - Light rail options with rechargeable electric passenger units

Complex Project

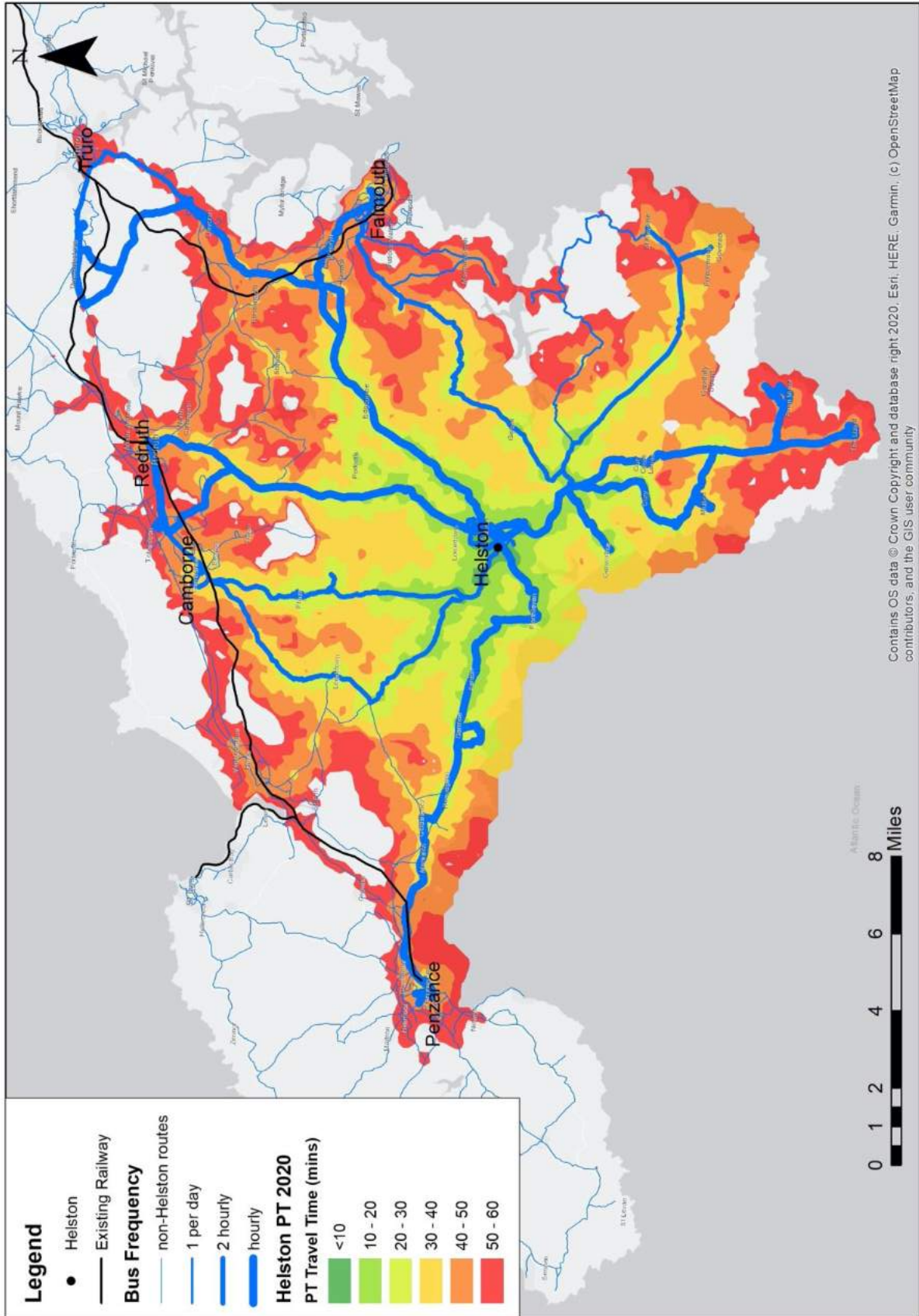
- Typically full rail re-instatement costs around £10M to £15M per mile – so an £80M to £120M project
 - However Light Rail is likely to be substantially less expensive at around £30M to £50M (to be confirmed)
- The project would include:
- Route development via consultation
 - 2 bridges require full rebuild
 - Helston Viaduct will require refurbishment
 - New terminus at Water-ma-Trout
 - Possible additional platforms along the route
 - Link into main rail line requires detailed assessment

Appendix 2. Area Map

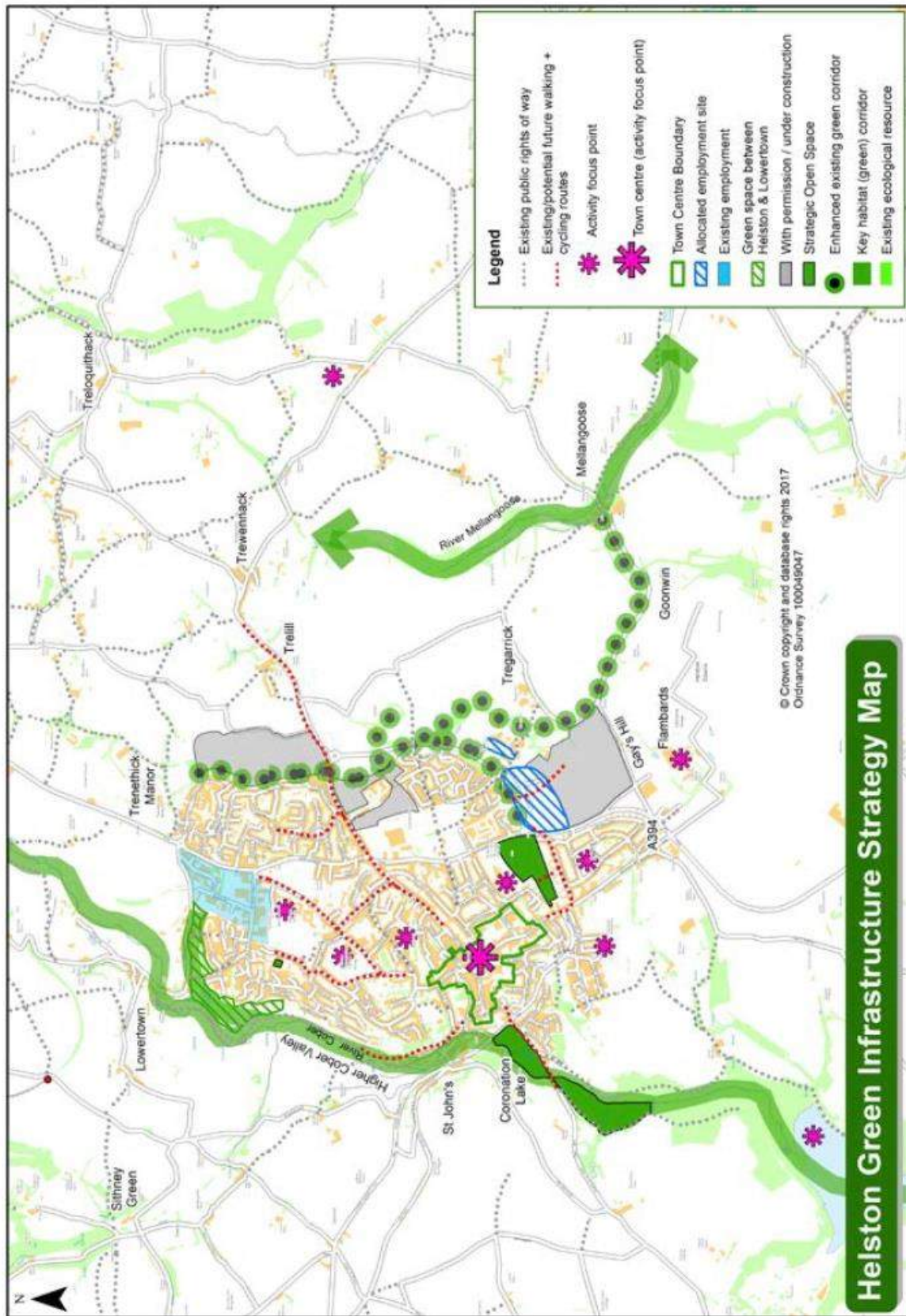


Appendix 5. Helston Town Framework – Green Infrastructure Strategy

Based on optimum travel times (ie. zero connection waiting)



Appendix 5. Helston Town Framework – Green Infrastructure Strategy



BLANK PAGE

PENROSE TRAIL

Project Brief

Date: 21st December 2020

Revision: 03

1. Project Objective

This project is one of the seven projects within the Helston Place Shaping Plan which complement each other and together form a coherent long-term strategy for revitalising Helston town centre.

The project aims to create a fully accessible walking and cycling route between Helston and Porthleven through the wonderful and internationally recognised environment of the Penrose Estate.

As well as being an improved amenity for community well-being and a green commuter route, this project will create an attraction which will draw visitors to Helston and thereby improve the town's economic prospects. Proposals include providing town centre visitor information at Fairground car park, signposting for cycling, walking and public transport along key routes from Fairground car park through to the town centre, bus stops at the car park plus cycle racks within the town centre.

County-wide aspirations for Active Travel and Connections are well defined in the Green Infrastructure Strategy for Cornwall published in 2012 and re-inforced through the Cornwall Local Plan. The Cornwall Environmental Growth Strategy emphasises the need for connectedness and the 'healthier, happier, more productive' benefits achieved by improved green infrastructure and access to nature. This project delivers against these county-wide aspirations

The project outputs include the following:-

- Economic benefits in developing the tourism economy - attracting visitors to Helston by creating a recognised trail route and a National Trust entrance to Penrose close to Helston's town centre mirroring the benefits seen by Wadebridge and Padstow from the Camel Trail (est. £3M/year economic benefit)
- Measures as described above (walking, bus, cycling, accessible routes) to draw visitors to Helston town centre
- Completion of a 3.8km 'green' off-road walking and cycling route between Helston, through Penrose and on to Porthleven, improving access through a world class natural environment, promoting health and wellbeing for the community and visitors
- Provision of a safe route, away from the currently used dangerous roadway, especially with regard to access between Penrose from Porthleven
- Reduced motor vehicle transport journeys between Helston and Porthleven
- Provision of a formal cycle route will protect the existing Penrose footpaths, especially along the coast, which are deteriorating due to cycling
- Opportunities for café and cycle hire franchises providing employment and income to support maintenance of Helston's Fairground car park
- The additional benefits of delivering aspirations within the Porthleven Neighbourhood Development Plan as well as the Helston Place Shaping Plan.

Helston has a world class environmental asset on its doorstep but it is poorly signposted with un-loved access points and some key missing links. Helston could be the gateway to the Penrose Trail and benefit economically and socially.


The Aim

Create a fully accessible walking/cycling route between Helston and Porthleven

- Attract visitors to Helston by creating a National Trust entrance to Penrose in the Town
- Provide safe, fully inclusive route between Helston, through Penrose and on to Porthleven
- Safe access to Penrose from Porthleven
- Promote health and wellbeing for visitors and the community
- Signpost visitors to Helston town centre
- Mirror the benefits seen by Wadebridge and Padstow from the Camel Trail (est. £3M/yr economic benefit)




Current State



A world class environmental asset on our doorstep



But...

- No clear entrance, poorly signposted
- Unclear and dangerous access from the B3304
- No defined route for wheelchairs/cycles
- Badly maintained parking area
- No clear reason for people to visit Helston town centre

Penrose Trail

- Widen traffic island to standard for cycle paths and disabled vehicles
- New cycle route alongside road to connect cyclists & disabled buggies to Penrose Trail
- National Trust visitor info/kiosk
- Signposting and visitor information

Helston

The Start of the Trail


- Town Centre signposting
- Car parks with electric car charging points
- New pedestrian bridge to replace old timber structure

Porthleven

Access to the Village and Coastal Routes

- New trail route avoiding dangerous roadway linking directly to Porthleven and coastal trails
- Existing car park improved to provide end point to trail and onward access to Porthleven
- Signposting and visitor information

Penrose Amenity Area transferred to community ownership enabling environmental projects, eg. community orchard, wild flower meadow etc.



PLACE SHAPING PLAN

2. Project Background

Helston is the tenth largest town in Cornwall with a growing population of around 12,000 and is one of the Duchy's oldest settlements. The town is also the gateway to the Lizard peninsula, serving approximately 118 square miles across a notable area of outstanding natural beauty. There are 16 villages within the Lizard with an estimated population today of around 15,000. A further catchment area for Helston covering nearby villages such as Porthleven, Breage and Wendron, provides close to another 15,000 inhabitants, making a total for the town and surrounding districts of approximately 42,000.

Although somewhat distant from the coast itself, Helston's location enables the town to access the additional tourist population visiting the area, however this is mostly to the benefit of large, edge of town retail and there is much to be done to enable the town centre to attract visitors and benefit from the tourist economy. The heritage and architectural attractiveness of the town centre is outstanding and must be regarded as a cornerstone for any proposals which aim for improvement.

Helston is therefore typical of many rural market towns across the UK, challenged by out of town shopping, increasing levels of empty shop premises and declining town centre footfall.

One significant issue for Helston is its lack of connectivity across all modes of transport – Helston can be classed as one of the most isolated towns in Cornwall based upon its reliance on a poor road network for the vast majority of journeys, lack of cycling and green route connectivity and upper decile costs for public transport with poor timetabling that does not encourage use. Additionally, there is insufficient linkage between Coronation Park and Helston town centre, indicating that we need to address the ability to move easily between these locations if we are to enhance economic benefit to the town centre.

In relation to green routes and cycling, Helston is in a particularly poor situation when compared with other towns in Cornwall. Mapping Cornwall's cycle trails shows that Helston and the Lizard are the worst connected areas in Cornwall and fall well behind all other towns in terms of cycling infrastructure and leisure trails (see Appendix 1). Very recent investments in Cornish cycle trails have still ignored Helston's plight.

St.Ives, Bodmin, Hayle, Truro, Camborne, Pool, Redruth, St.Austell, Falmouth and Penryn all have Active Travel maps, produced as part of the Access to Education project and funded by the Department for Transport's Local Sustainable Transport Fund. Helston has had no such support.

Providing green links for an expanding town population with well designed walking and cycling infrastructure have been key elements of town planning for Helston for many years. The 2013 Helston Town Framework and the related Place Based Topic Paper for the Helston and Lizard CNA both identified the aspiration to introduce a walking and cycling network. The Infrastructure Needs Assessment identified walking and cycling facilities as 'necessary'.

Appendix vii

The subsequent 2017 Helston Town Framework repeated these aspirations (ref 4.4 Green Infrastructure). The benefits in terms of reduced transport journeys, access to green spaces and public well-being are clearly set out. However, to date, very little progress has been made against these long held aspirations.

More recently the Helston Place Shaping Plan (2020) has highlighted the benefits of establishing a formal Penrose Trail as an economic driver for Helston town centre by establishing Helston as the starting point of the Trail and attracting visitors to the town.

The lack of cycleways in the town was highlighted in the Helston Walking and Cycling Feasibility Study produced by Cormac in January 2018 which noted that cycling provision in Helston is fragmented and identified the need for better access to the Penrose Estate as one of the proposed improvement schemes. It should be noted that other routes within and to the east of the town were also highlighted for possible implementation and a number of these have been included in the Reconnecting Helston project within the Helston Place Shaping Plan.

The proposed Penrose Trail route between Porthleven and Helston through Penrose will complete 3.8km of off-road trail – this provides 2.5x more shared use cycleway than currently exists in the Helston & Lizard CNA in one project (the existing being the single shared use route from Helston to Culdrose alongside the A3083).

Furthermore, as part of the Cornwall wide carbon reduction targets it is imperative that green commuter routes are developed to encourage a reduction in the use of vehicular transport. Completing the Penrose trail will provide a fully off-road, green commuter link between Helston and Porthleven. Helston Town Council and Porthleven Town Council, with the support of Helston Climate Action Group (HCAG), have both declared a Climate Emergency and this project is one which would support the aspirations of this initiative. This project delivers against the aspirations of the Helston Climate Action Plan (pages 43 & 54).

Many footpaths exist across the Penrose Estate and in lieu of a direct and clearly defined cycle way, increasing numbers of mountain bike users are taking to the pathways as a means to access Penrose from Porthleven. This is causing a nuisance for walkers and a deterioration in the repair of routes designed only for walking. The completion of this proposed link will provide a shorter, properly designed route which will help to reduce the number of cyclists using unsuitable footpaths.

3. Fit with the Helston Place Shaping Plan

Completion of the Penrose Trail is one of the key projects defined within the Helston Place Shaping Plan which includes six other projects under development in parallel. These projects are complementary to the Penrose Trail Project and provide a broad plan for improvement within the town.

The Place Shaping Plan addresses the development priorities for Helston, with individual projects having strong inter-relationships in order to deliver broad improvement in the

town; see ‘Helston – Understanding Our Town’ included within the Town Vitality Fund submission.

The Place Shaping Plan includes the following elements:-

- Reconnecting Helston – examining the potential for reconnecting a rail link to Helston as well as other ways of improving Helston’s cycling & walking accessibility to the North and East
- Re-imagining Helston’s High Streets – a plan to revitalise the public realm of Helston’s town centre
- Helston Cultural Quarter – improvements within and around Market Place, The Museum of Cornish Life, the Drill Hall Yard and access through to the CAST building and Wendron St car park above.
- Town Centre Homes and Workspace – utilisation of empty premises to provide more residential and live/work accommodation within the town centre
- Town Centre Community Hub – creating a community building within the town centre
- Promotion of Helston – already a well-developed marketing strategy for Helston

4. Fit with Existing Policies and Strategies

The aims and objectives of this proposal contribute towards National, Regional and Local strategies and policies as follows:

	Policy or Strategy	Relevance to proposals
National	Central Government ‘Levelling Up’ Agenda (2018)	Proposals seek to revive the fortunes of the UK’s ‘left-behind’ towns and cities.
	Infrastructure Act 2015 commits the Government in England to a ‘Cycling and Walking Investment Strategy’	Incorporating the <i>Get Britain Cycling</i> report (2013) aiming to boost national cycle use from around 2% of trips in Britain at present, to 10% (roughly German levels) by 2025 and to 25% (roughly Dutch levels) by 2050. Also recommended long-term funding for cycling of at least £10 per person annually, rising to £20 as cycle use rises.

Appendix vii

	2010 to 2025 Access to the Countryside Policy	Initiative to make sure everybody should have the opportunity to access, use and enjoy England's natural environment and outdoor spaces
	Decarbonising Transport: Setting the Challenge (2020)	This proposal seeks to utilise 'greener' fuels where possible, along with modal shift, to contribute to the de-carbonisation of transport in Cornwall.
Regional (LEP)	Draft Local Industrial Strategy (2020)	Relates specifically to Place, People, and Infrastructure
	10 opportunities (2018)	Relates specifically to the opportunities of 'Tourism' and 'Location'
County	Cornwall Local Plan (2010 -2030)	Multiple policy impacts including:- Policy 3: Role & Function of Place Policy 17: Health & Wellbeing Policy 25: Green Infrastructure Policy 27: Transport & Accessibility
Local (Helston)	Helston Town Framework (2017)	The Green Infrastructure Strategy specifically identifies the link to Penrose as part of its aspiration
	Helston Place Shaping Plan (2020)	Strategic plan to address the vitality and future development of Helston.
	Helston Climate Action Plan (2019)	Objective to address the climate emergency declared by Helston Town Council and Cornwall Council. Includes the aspiration to 'Transform Public Transport' and reduce Helston's reliance on the road network
	Place Based Topic Paper – Helston & the Lizard (2013)	Identifies the issues of isolation and the need to address the area's heavy reliance on road transport. Additionally, 'everyone enjoying a high quality of life' and 'healthy and balanced communities'

5. Penrose Trail Project Values

The Penrose Estate is an extremely important environmental asset and it is therefore essential that Project Values are defined so that all proposals maintain a clear focus with respect to these high-level desired outcomes.

Protecting the Environment

Penrose and the adjacent areas around Helston are a significant asset of great importance. Protected as an AONB with areas of SSSI the value of the area cannot be understated. Proposals must respect the nature of the site, emphasising and promoting the need to protect the area.

Broadest possible Community Involvement and Access

The area is accessed by a wide variety of users: walkers, horse riders, cyclists, vehicles as well as people working on the land and tourists visiting the area. The project must ensure that inclusivity and, where necessary, safe separation of different users are of the highest priority. It is important that a broad range of community groups are involved in the development process and that the project delivers strong community ownership of the end result.

Carbon Reduction and Environmental Benefit

Helston Town Council has declared a climate emergency and the town has developed a Climate Action Plan. The project must not only respect this Plan but also find ways to assist in delivering the Climate Action goals.

Healthy Living

The health and wellbeing of our community is of utmost importance. The project must deliver community benefit in this regard. It must support the Healthy Town element of Helston's promotional programme and deliver against Cornwall's Local Plan – Health and Wellbeing policy 17.

6. Penrose Trail Proposals

In order to establish a trail to the standard of recognised routes such as the Camel Trail, there are a number of areas along the route which need to be addressed, and so the project can be divided into discrete phases, as set out below:-

Phase 1 – Access to Penrose at Helston

As identified in the Helston Walking and Cycling Feasibility Study produced by Cormac in January 2018 there is a need for better access to the Penrose Estate in Helston. Currently the entrance to Penrose is accessed from a narrow pathway alongside the busy B3304. Provision for crossing from the cycle route recently installed by South Kerrier Alliance CIC around the lake in Coronation Park, is inadequate for cycles and those requiring mobility assistance. Additionally it is not possible to signpost a cycle route to Helston Town Centre from Penrose because of these issues.

As a fundamental driver for the project is to encourage visitors to explore Helston and the town centre; the lack of clear walking or cycling route, lack of signage nor any form of public transport for the less able to access the town requires attention.

Working with Cornwall Council and Cormac, designs for addressing these issues and generally improving the appearance of the entrance to Penrose have been developed – see details in Appendix 2. As well as the works around the Penrose entrance, this also includes better cycle access along Porthleven Road from the A394, signage along routes to the town centre, bus stops at the entrance to Penrose (Fairground car park) to provide public transport access to the town centre and cycle stand provision in various areas of the town centre.

These are draft at this stage subject to Road Safety Audit (December 2020), stakeholder discussions/budget check (February 2021) and public consultation (March 2021). Funding is via the Cornwall Council Walking & Cycling Programme and subject to above implementation should occur mid 2021.

Design Documents:

Helston Walking & Cycling Feasibility Study by Cormac – complete – see Appendix 2

Detailed Scheme Design – complete – see Appendix 2

Funding: via Cornwall Council Walking and Cycling Programme 2018

Capital Cost: to be confirmed

Funding Split: 100% Walking and Cycling Programme

Implementation: by Cormac

Completion: mid 2021

Phase 2 – Linking Penrose to Porthleven

This phase will create a fully accessible walking and cycling route between Porthleven and the existing routes within the Penrose Estate. It will deliver the missing link of the off-road route connecting Porthleven to Helston through one of the most scenic areas of Cornwall.

The route proposed within this project skirts the edge of two fields of pasture land (classed as Post Medieval Farmland) between the Shrubberies Hill entrance to Porthleven and the Penrose Estate entrance at Penrose Cross (see enclosed diagrams). The proposed route is 680m in total length and will complete the 3.8km Penrose Trail.

The Porthleven Neighbourhood Development Plan identifies the provision of a link to Penrose as Policy A1 under Infrastructure and Facilities, stating that 'residents often seek to connect with the north-western entrance of the estate from the eastern end of Porthleven which is only accessed via a public road with no footpath or street lighting'.

The proposed route is wholly on land owned by the National Trust and the Trust have been fully involved and supportive of the project. The Penrose Estate is free to everyone to access and the National Trust is fully supportive of public open access across the area. As part of their commitment to the project they have allocated the area for the trail, have committed to support financially with the donation of new wildlife corridor planting along the route and will take responsibility for the maintenance of the route once completed.

It should also be noted that the route of the trail follows a course which was once a public access footpath between Porthleven and Penrose. The project therefore re-instates a lost amenity which was last recorded in the 1888 Ordnance Survey of the area.

Details outlining the proposed route are included in Appendix 3.

Funding for this phase has been sought from the Community Infrastructure Levy (CIL) Fund. This application has been submitted and we are awaiting the CIL Board's decision.

A project team is in place and, subject to funding and subsequent planning application, the project could be completed in September 2021.

Design Documents:

CIL Bid Submission by South Kerrier Alliance CIC – see Appendix 4

Funding: via CIL Programme 2020 plus match funding – bid submitted

Capital Cost: £50,120

Funding Split: £45,520 CIL, £4,000 National Trust, £600 South Kerrier Alliance CIC

Implementation: by South Kerrier Alliance led team incl. National Trust, Helston Climate Action Group and Porthleven Town Council

Completion: September 2021

Phase 3 – Fairground Car Park and Penrose Amenity Area

Cornwall Council own a significant portion of land between Helston and the National Trust's Penrose Estate property. This includes the large Fairground car park to the east of the River Cober and open 'parkland' known as Penrose Amenity Area to the west.

The car park is a free amenity which is well used by Helston residents and visitors. It is, however poorly maintained with uneven surfaces and no indication that it is at the entrance to such beautiful environment. The area has the appearance of derelict brownfield site and does not give a good impression of Helston nor the Penrose area.

A large section of the Fairground car park is identified as an area where historic unregistered landfill activity has happened. This suggests there may be issues with contaminated material being encountered during construction works. A ground investigation will be required at the detailed design stage.

It is proposed that the car park area be significantly improved, with better surfaces, clearly marked parking areas to maximise space utilisation and good connecting pathways. There is potential for ongoing maintenance to be funded by income from the lease of space to small trading units (cycle hire and tea/coffee kiosk). Additionally, the location would be ideal for electric car charging points and possibly overnight touring van hook ups.

Current estimates suggest formalised parking bay numbers could be in the region of 210 cars plus provision made for 2 coach parking bays and 2 HGV parking bays. However, to protect any new surface it may be prudent to ban HGV parking, allowing 4 coach parking bays and limit access by height restriction barrier to the majority of the parking area.

The Amenity Area is semi-wild, being maintained only with occasional grass cutting. It is a wonderful asset for the town with the Cober running alongside and areas of grass, woodland and carr (seasonal wetland of alder and willow), although it is not well known

Appendix vii

outside of the local area. There is an opportunity to enhance this space with plans developed by Helston Climate Action Group, including a community orchard and tree planting, space for the group to run events, educational activities and workshops as well as ensuring the land is protected and managed in line with its status as a key environmental asset for the town.

Furthermore, the provision of a recognised National Trust entrance (signage and visitor information kiosk) adjacent to the parking area would mark the start of the Penrose Trail, giving the area a much better appearance and stature, thereby providing Helston with a strong asset attracting wider public awareness.

Clearly this phase of the proposal will require capital investment and afterwards higher levels of management and maintenance than at present. It has therefore been proposed that the opportunity for transfer of the car park and Amenity Area to community management should be assessed, with the potential for a Not For Profit Community Asset structure to ensure the site is maintained for the benefit of Helston. A structure similar to that of Coronation Park will ensure that the area is managed, maintained and enhanced with community involvement. This also supports Cornwall Council's Devolution agenda which has been enacted successfully for previous community projects within Helston.

To assess and develop this phase of the Penrose Trail project, Cormac were contracted by Cornwall Council to develop a Feasibility Study. The study was completed in September 2019 and provided outline designs and budget costings. These are enclosed in Appendix 7.

Initial discussions with Cornwall Council have been undertaken with regards to the devolution process and subsequent management. All relevant Council service sections have been consulted and the above proposals have been agreed in principle. The intention is to progress this activity towards formal agreement during 2021 with the objective of completion for the 2022 season.

Design Documents:

Helston and Porthleven Link Feasibility Report by Cormac – see Appendix 5
 Penrose Amenity Area Environmental, Ground Investigation, Contamination Risk Assessment and Wildlife Reports – see Appendix 6

Funding: TBA

Capital Cost: £446,017 to £607,100 dependent upon car park surface design (per Cormac Feasibility Report & comparative costing from DA Giles, excluding design and accessible bridge) – see Appendix

Surveys: £7,000

Design: £24,552 (DA Giles) to £67,260 (Cormac)

Legals Fees: £5,000 estimate for devolution of asset

Funding Split: TBA

Implementation: Financial Year 2021/22

Completion: March 2022

Phase 4 – Highburrow Amenity Area

Cornwall Council own the area of land above the SW Coast Path between Loe Bar Road and Coopers Lane to the east of Porthleven. Noting that Phase 2 of the Penrose Trail project provides an end to the trail at Coopers Lane, the site provides an ideal location for a trail end point. The location has stunning views out to sea over the coast path and easy access via Loe Bar Road into Porthleven. With parking and open green space (which could be enhanced at low cost into a more formal picnic area) the area forms an ideal end point to the Penrose Trail.

The land was once a mining waste disposal site. It includes a small car parking area accessed through uneven tracks surrounded by areas of grass and low-level natural shrubs (gorse, blackthorn etc.).

The car park is currently a free car park with no marked bays but current estimates suggest formalised parking bay numbers will be in the region of 14 cars. Vehicle access is via a 2.4m wide track and vegetation growth, particularly in the summer, reaches the edge of the access making it look and feel narrower. The existing access road also has a raised area of grass growth in the centre of the track which, if left unchecked, will continue to grow and will begin to make it difficult for vehicles to use without catching on the underside of the vehicles, potentially causing damage.

A new surface across the car park would open up an opportunity to provide defined disabled parking bays close to access points around the car park.

The views from the site are outstanding and the potential to provide usable public open space would enhance the area's use for both the community and visitors.

It is proposed that the car park area be significantly improved, with better surfaces, clearly marked parking areas to maximise space utilisation and good connecting pathways.

Clearly this phase of the proposal will require capital investment and afterwards higher levels of management and maintenance than at present. It has therefore been proposed that the opportunity for transfer of the area into a more suitable management structure should be assessed. Options for future ownership include the National Trust, noting that the nearby National Trust owned Loe Bar (or First Downs) car park is deteriorating rapidly with risk of loss to cliff erosion. Alternatively, the potential for a Not For Profit Community Asset structure to ensure the site is maintained for the benefit of Porthleven would be possible.

Asset transfer to a suitable management organisation supports Cornwall Council's Devolution agenda.

To assess and develop this phase of the Penrose Trail project, Cormac was contracted by Cornwall Council to develop a Feasibility Study. The study was completed in September 2019 and provided outline designs and budget costings. These are enclosed in Appendix 5.

Appendix vii

Initial discussions with Cornwall Council have been undertaken with regards to the devolution process and subsequent management. All relevant Council service sections have been consulted and the above proposals have been agreed in principle. The intention is to progress this activity towards formal agreement during 2021 with the objective of completion for the 2022 season.

Design Documents:

Helston and Porthleven Link Feasibility Report by Cormac – complete – see Appendix 5

Funding: TBA

Capital Cost: £80,470 to £90,670 dependent upon car park surface design (per Cormac Feasibility Report)

Surveys: £8,000

Design: £6,970 (Cormac)

Legals Fees: £4,000 estimate for devolution of asset

Funding Split: TBA

Implementation: Financial Year 2022/23

Completion: March 2023

Phase 5 – Additional Off-Road Extension within Porthleven

Completing the above phases of the Penrose Trail create a fully off-road route to the junction of Coopers Lane and Shrubberies Hill on the east side of Porthleven. This will still require on road cycling within Porthleven and approximately 25m of on road walking to reach conventional footpaths within the village.

The land to the south of this junction is in private ownership and has potential for housing development. It is therefore recommended that, should any potential development of this land be considered, a planning requirement to provide the 'missing' 25m section of footpath and also a cycle route to Highburrow car park through the development be included as conditions of planning. Cornwall Council may consider it sensible to address the 25m section of footpath at an earlier date (noting that this was a significant cause of concern during the planning approval process of the now complete Shrubberies Hill housing development).

This would further enhance the amenity and provide the benefit of safer walking and cycling within Porthleven. It will also address the issue of increased community usage due to increased numbers of homes within the area.

Design Documents:

None available at present

Funding: via Section 106

Capital Cost: TBA

Funding Split: 100% Private

Implementation: TBA

Completion: TBA

Phase 6 – Accessible Bridge across the River Cober at Fairground Car Park

The existing timber bridge across the Cober gives pedestrian access from Fairground Car Park to the Penrose Amenity Area. It is reaching end of life and will likely soon need to be removed. It does provide safe access from the car park to the Amenity Area and Penrose Trail without the need walk or cycle alongside the busy B3304 Porthleven Road and is well used.

The potential for replacing the current structure with a fully accessible bridge which would be suitable for walking, cycling and mobility assistance equipment (eg. trampers, electric wheelchairs etc.) would provide a high-quality amenity. This new 'shared use' bridge across the River Cober will need to be 3.5m wide with 1.4m high parapets to meet current standards (the existing bridge is approximately 1.5m wide). The access route on the south side (car park side) will need to be widened on the approach to the bridge, with the existing stone walls removed/rebuilt to accommodate.

With a suitably designed and 'in keeping' structure, this would enhance the area and provide a strong entrance to the Penrose Trail and Estate – an impressive attraction for Helston. It should be noted that attention will need to be given to this item in the near future due to the age of the current timber structure.

Design Documents:

Helston and Porthleven Link Feasibility Report by Cormac – complete – see Appendix 5

Funding: TBA

Capital Cost: £185,000 (per Cormac Feasibility Report)

Funding Split: TBA

Implementation: Financial Year TBA

Completion: TBA

Ends

DT 10th December 2020

Appendices

- Appendix 1. Cycle Trails in Cornwall – Helston’s Connectivity
- Appendix 2. Phase 1 – Helston Walking & Cycling
- Appendix 3. Phase 2 – Linking Penrose to Porthleven
- Appendix 4. Phase 2 – CIL Bid Submission
- Appendix 5. Phase 3 – Helston and Porthleven Link Feasibility Report by Cormac
- Appendix 6. Phase 3 - Penrose Amenity Area Environmental, Ground Investigation, Contamination Risk Assessment and Wildlife Reports
- Appendix 7. Penrose Trail Initial Cost Assessment

Appendix vii

Appendix 1. Cycle Trails in Cornwall – Helston’s Connectivity

Helston & The Lizard CNA is the Most Inaccessible and Unconnected Town in Cornwall for Safe Cycling



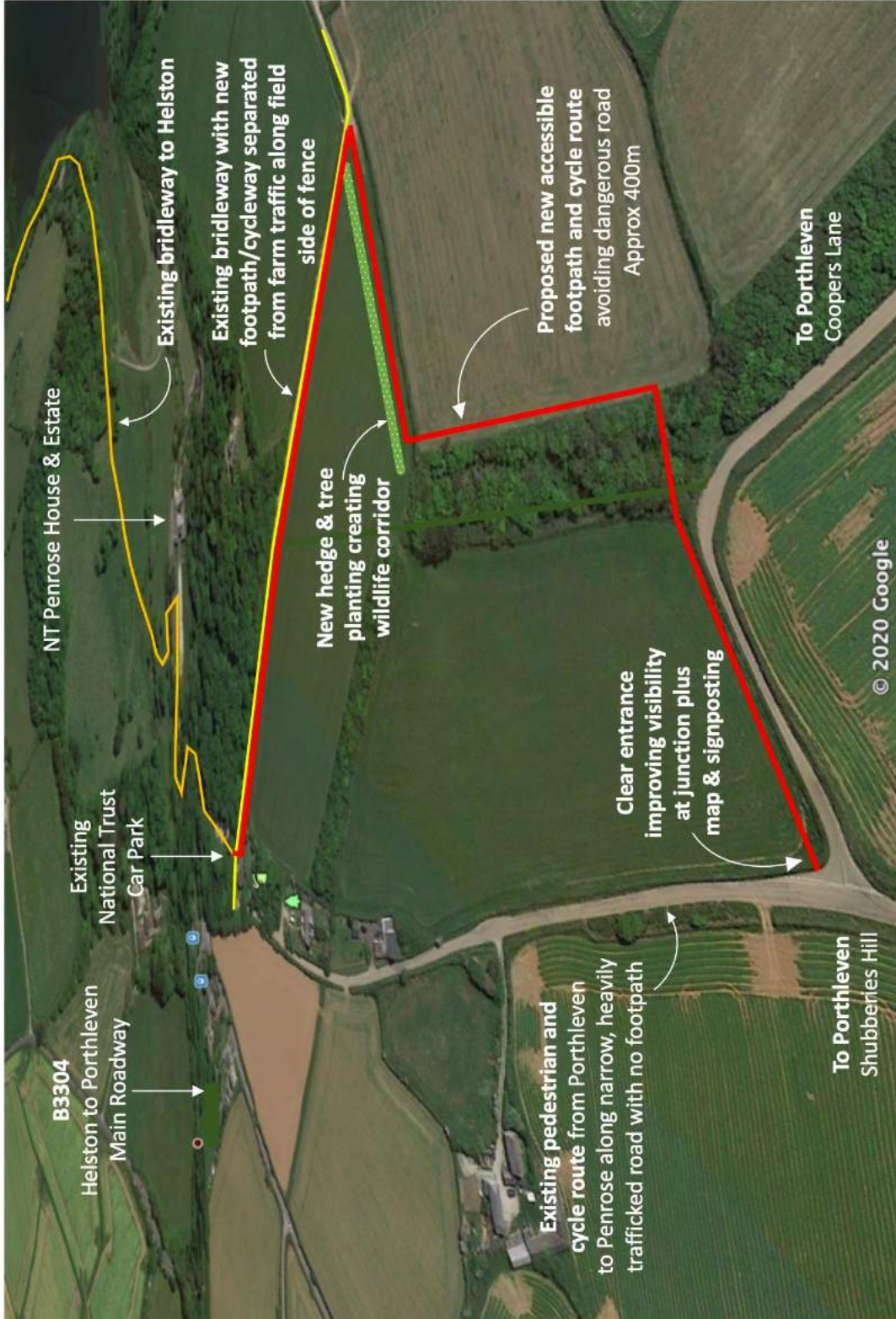
Appendix 2. Phase 1 – Helston Walking & Cycling

Cormac Walking and Cycling Feasibility Report 2018

Omitted from Town Vitality Fund Bid for brevity – documents can be supplied if required

Appendix 3. Phase 2 – Linking Penrose to Porthleven

Proposed New Trail Link between Porthleven and Penrose – Perspective View



Appendix 4. Phase 2 – CIL Bid Submission

Full CIL submission documents omitted from Town Vitality Fund Bid for brevity – documents can be supplied if required.

Appendix 5. Phase 3 – Helston and Porthleven Link Feasibility Report by Cormac

See enclosed PDF document

Drawings supplied by Cormac have been omitted from the from Town Vitality Fund Bid for brevity – documents can be supplied if required.

Appendix vii**Appendix 6. Phase 3 - Penrose Amenity Area Environmental, Ground Investigation, Contamination Risk Assessment and Wildlife Reports**

Omitted from Town Vitality Fund Bid for brevity – documents can be supplied if required

Appendix 6. Penrose Trail Initial Cost Assessment

PENROSE TRAIL - INITIAL COST ASSESSMENT - FOR GUIDANCE ONLY

March 2020

INITIAL ASSESSMENT

Concept discussions with stakeholders and agreement of routes

Helston - Fairground & Penrose Amenity Area	complete	01/11/2019	SKA, Helston TC Amenities, Councillors & Cornwall Council
Porthleven - Highburrow Car Park	complete	01/11/2019	SKA, National Trust, Porthleven TC, Councillors & Cornwall Council
Penrose - National Trust trail section	complete	01/11/2019	Per concept discussions with National Trust (Alastair Cameron)
Public Consultation	complete	13/11/2019	Helston business & public consultation meetings - positive response

INITIAL FEASIBILITY

Formal assessment of technical feasibility and initial budget costing

Cormac Assessment CTT011561/HPL/R001	complete	10/10/2019	Report issued - costings used for initial cost assessment below
Cycle Path Assessment	complete		Ref Adam O'Neil - Cormac - awaiting cost assessment

SURVEYS

Information collection to inform detailed design phase

Penrose Amenity Area

Wildlife Survey	complete	01/05/2016	
Ground Investigation & Contamination Risk Ass't	complete	01/06/2016	
Environmental Database Report	complete	01/03/2016	
Pollution Risk Assessment	complete	01/03/2016	
Historic Landfill Investigation	complete	01/03/2016	

Fairground Car Park

Topology Survey	1,000		
Ecology Report - esp invasive species	1,000		
Flood Risk Assessment	1,000		
Ground Investigation - contamination & water table	2,000		
Desk top mining study	500		

Reports exist from 2005 and 2008 - update only

Highburrow Car Park

Topology Survey	1,000		
Ecology Report - esp invasive species	1,500		
Rain Event Risk Assessment	1,500		
Ground Investigation - contamination	2,000		
Desk top mining study	500		
Survey contingency	3,000		
	<u>15,000</u>		

CAPITAL WORKS

incl budget cost estimates by:

	Cormac	Cormac	DA Giles
	Gravel Parking	SUDSpave	Gravel Parking Roads only

PHASE 1 - ACCESS WORKS AT HELSTON

Cycle and access works to provide route from Coronation Park and Fairground Car Park to the Penrose Trail

Detailed design incl surveys/road safety audit	8,000	8,000	Estimate only - awaiting Cormac confirmation of costs
Crossing - pedestrian refuge and road widening	33,500	33,500	Estimate only - awaiting Cormac confirmation of costs
Cycle path incl road widening to Penrose entrance			
Signage	2,000	2,000	Estimate only - awaiting Cormac confirmation of costs
Contingency	5,000	5,000	Estimate only - awaiting Cormac confirmation of costs
	<u>48,500</u>	<u>48,500</u>	

PHASE 2 - FAIRGROUND CAR PARK WORKS

See CIL Bid Submission

£50,120 capital requirement - sourced separately via CIL bid (pending)

PHASE 3 - FAIRGROUND CAR PARK WORKS

Re-surfacing of Fairground car park incl paths, signage, replacement bridge

Detailed design	67,260	67,260	24,552	DA Giles design by Hydrock (quoted at 13,400)
Sub-base & kerbs	inc	inc	115,862	
Type 2 carriageway within main car park	169,300	169,300	162,133	
Gravel/Sudspave construction for parking bays	93,242	203,000	93,242	
Signage	3,000	3,000	3,000	
Replace existing timber bridge as existing - pedestrian only	25,000	25,000	25,000	New bridge for cycles and pedestrians (4m wide) £185,000
3m wide pedestrian/cycle route through car park	0	0	0	Included in Phase 1
Type 2 carriageway within side car park	60,800	60,800	inc	
Gravel/Sudspave construction for side parking bays	inc	93,500	inc	
Knee rail barriers to car park spaces	12,000	12,000	6,281	
5 no. electric car charging points	0	0	0	
New height barrier	2,500	2,500	2,500	
Contingency	38,000	38,000	38,000	
	<u>471,102</u>	<u>674,360</u>	<u>470,569</u>	

PHASE 4 - PORTHLEVEN ROUTE AND CAR PARK

Connecting trails between Porthleven and Penrose, refurbishment of High Burrow Car Park, signage

Detailed design	6,970	6,970	
New trail within National Trust area to Penrose	0	0	Inc Phase 2
Type 2 carriageway within car park	27,200	27,200	
Gravel/Sudspave construction for parking bays	6,000	16,200	
Type 2 new widened access road	11,500	11,500	
Pedestrian/cycle route to south	12,300	12,300	
Picnic benches on plinths	5,000	5,000	
Signage	2,500	2,500	
Contingency	9,000	9,000	
	<u>80,470</u>	<u>90,670</u>	

PHASE 5 - ADDITIONAL OFF ROAD EXTENSION WITHIN PORTHLEVEN

Suggested via S106

No funding allocation in Penrose Trail Project	0	0	
--	---	---	--

PHASE 6 - ACCESSIBLE BRIDGE ACROSS COBER AT FAIRGROUND CAR PARK

3.5m wide with 1.4m high parapets incl Planning Permission

4m wide bridge addition - estimate	178,200	178,200	incl 10% contingency
------------------------------------	---------	---------	----------------------

TOWN CENTRE COMMUNITY HUB

Creating a facility for Families and Young People within the
Town Centre

Project Brief

Date: 21st December 2020

Revision: 02

1. Project Objective

This project is one of the seven projects within the Helston Place Shaping Plan which complement each other and together form a coherent long-term strategy for Helston.

The project aims to:-

- Improve the vitality of Helston by establishing a community facility in the heart of the town
- Provide space and support for a wide range of community activities, especially for families and young people
- Provide a reason for residents of Helston and its surrounding areas to visit Helston town centre, increasing footfall and consequent economic improvement
- Ensure that such a facility has easy access, suitable pathways, public transport and car parking available
- Create a business model for the facility which underpins long term sustainability in financial and social terms
- Create employment in the establishment and operation of the facility
- Utilise existing vacant premises in the town centre thereby contributing to improvement in the built environment of the town
- Assess existing provision in and around Helston to ensure gaps are addressed and no overlaps are created
- Ensure the broadest possible community involvement in the development and running of the facility

The project outputs include the following:-

- <TBA> sqm. of empty or under-utilised floorspace converted to active community space
- Improved community facilities available to 35,000 (Helston CAN) residents
- <TBA> additional people jobs created within the town centre
- <TBA> community groups utilising the facility
- <TBA> new community groups and businesses established by Helston residents

As part of the project we will work to create a business model which will ensure the Hub has long term sustainability, potentially with a mix of community and private/business usage and possibly income from other sources available within the curtilage of the building (eg. car parking, electric car charging points, pop-up events etc.).

Importantly, we will liaise with existing community groups and businesses and consult with the public to identify ideas and preferences for new community facilities. Part of this work will use survey questionnaires to assist in prioritising public preferences.

Appendix viii.

We will also identify businesses, charities and other commercial organisations which could have a 'fit' with particular premises and provide an income generation element to support the viability of the Hub if they were to locate their activities to a part the building.

It should be noted that the ambition of this project aligns with that of the Helston Climate Action Plan and we aim to involve members of the Climate Action Group in the development of the project.

The project will technically assess suitable vacant premises within the town centre and perform assessments on the basis of:-

- Available space and what type of facilities the building would be able to support
- Condition of the building
- Terms of acquisition
- Investment required to establish the facility
- Financial and other support available
- Potential for income generation

Possible incentives via Cornwall Council and others will be investigated and the potential for grant funding will be examined to ensure that any work to establish the Hub within a Helston building respects the historic nature of Helston's built environment and recognises opportunities to deliver against Helston Climate Action Plan.

See Appendix 1 for Project Overview.

2. Project Background

Helston is the tenth largest town in Cornwall with a growing population of around 12,000 and is one of the Duchy's oldest settlements. The town is also the gateway to the Lizard peninsula, serving approximately 118 square miles across a notable area of outstanding natural beauty. There are 16 villages within the Lizard with an estimated population today of around 15,000. A further catchment area for Helston covering nearby villages such as Porthleven, Breage and Wendron, provides close to another 15,000 inhabitants, making a total for the town and surrounding districts of approximately 42,000.

Although somewhat distant from the coast itself, Helston's location enables the town to access the additional tourist population visiting the area, however this is mostly to the benefit of large, edge of town retail and there is much to be done to enable the town centre to attract visitors and benefit from the tourist economy. The heritage and architectural attractiveness of the town centre is outstanding and must be regarded as a cornerstone for any proposals which aim for improvement.

Helston is therefore typical of many rural market towns across the UK, challenged by out of town shopping, increasing levels of empty shop premises and declining town centre footfall.

Key facts:

The collective population of Helston and the surrounding area is estimated to have increased by 5.6% in the period 2011 to 2019: from just over 33,000 to approaching 35,000. The greatest increase was in those aged over 65 which grew by over 20% in the period (Cornwall population growth is 6.7% over the same period).

There has been a general depopulation in people who are of 'working age' and particular gains in those who are in their early 70s. People over the age of 65 have increased in number by over 20%. Helston North saw the biggest fall in 25-49 year-olds at almost 15%.

There is evidence to suggest that young people are significant in depopulation with falls in the region of 12-13% estimated. Significant falls amongst those aged 18-49, with a bias to the 18-24 age group will not be good for long term economic prospects of the town.

Helston and The Lizard have a Local Plan allocation of 2,300 additional homes for the period 2010-30 of which 1,363 (almost 60%) have been delivered, with another 1,301 either with planning permission or under construction and a further 320 windfall: exceeding the allocation with a total of almost 4,000 homes to be delivered over the Plan period. However, housing demand is still very strong with new building unable to keep up with demand. Unfortunately, the majority of new homes in Helston are on the town's periphery where access to out of town supermarkets is easier than access to the town centre.

The Local Plan includes the objective to *'maintain and enhance Helston as a high-quality service and retail centre for its local residents and its surrounding parishes. To provide more employment opportunities within Helston, in doing so reducing the reliance on Culdrose as the primary employer, whilst still continuing to support its continued operation. Enable the provision of rural workspace and encourage business mentoring and support.'*

Key points relating to this were raised during our consultations can be summarised as follows:

- There is significant concern over the lack of footfall and consequent ongoing decline in the vitality of Helston town centre
- The visual appearance of unkempt properties, empty shops and poorly maintained public areas is the most commented upon and complained about issue
- The phrase 'Why would you come to Helston?' is often used
- The situation is causing a decline in the community's pride in their town – a dangerous factor which, based on experience of other parts of the UK, has an accelerating effect in town centre decay
- All projects must incorporate a Carbon Reduction and Environmental benefit, not only respecting the Climate Action Plan but also finding ways to assist in delivering the Climate Action goals.

It is clear from our public consultations that one of the most significant issues within the community is defined by the question 'Why would you want to visit Helston?'. We need to provide reasons for Helston's increasing number of residents to use their town centre.

Appendix viii.

Helston's recent decline has been rapid. The town has experienced the fastest rate of increase in empty retail premises of any town in Cornwall – a 7.0% decline in the last 3 years leaving Helston at 15.5%. This is 3.5% worse than the Cornwall average of 12.6% (national average 12.9%).

An HCIC survey of town centre businesses in November 2019 showed that trade was worse in 2019 vs 2018 for 42% of these businesses, with 25% seeing no change. These statistics pre-date the coronavirus pandemic which has undoubtedly accelerated this decline.

Centre for Towns Research has noted that Helston has a higher than average economic vulnerability to the impact of Covid across all towns in England and Wales. Covid vulnerability is through the fact that retail jobs account for 13% (compared to 9.3% country-wide) and the retail sector accounts for 48% of Helston's GVA.

Towns such as Penzance, St.Ives, Redruth, Truro and Falmouth have a critical mass of arts and cultural assets with visitor numbers enabled through larger town centre residential communities and stronger connectivity. Helston also has a wealth of cultural and heritage assets of which only a few are developed enough to exploit visitor patronage.

There is potential for Helston to use heritage, the arts and community venues to create a coherent year-round offer, enhancing attraction for both residents and visitors.

The town centre of Helston has fallen behind the majority of Cornish towns in investment terms over many years and has been overlooked for many recent funding opportunities:

- High Street development funds
- Cornwall Council Cycle Way funding
- CLLD funding (the geography allocated to Helston makes it virtually impossible to access funds)
- Coastal Towns funding
- Towns Fund – not selected by Cornwall Council
- High Streets Heritage Action Zones (Historic England) – not prioritised by Cornwall Council
- Green Infrastructure for Growth – not selected by Cornwall Council

As a town for which heritage is its fundamental unique selling point it is interesting to note that Helston has had only £3.00 per head allocation of Lottery funding vs a South West average of £27.00 per head and an England average of £46.00 per head (2018).

It is estimated that there are at least 58 empty premises within the town centre which could be converted to residential and live/work space. This gives a potential for an additional 116 residents living, shopping, socialising and working in the town centre and the opportunity for additional visitor footfall created by the consequent increase in town vitality.

Conclusions:

- Town centre economics are poor and change is needed
- Increases in population must be turned into increases in town centre footfall
- We must find ways of attracting families and younger people into Helston to assist in boosting its vitality
- With retail in significant decline we must find ways to re-purpose empty or closed premises – improving the declining aesthetics as well as providing community facilities
- Creating a strong social business model within the town will provide better facilities, employment and, importantly, pride in our town
- There is a large (mostly younger, part-time, retail and service employed) sector who have low incomes and struggle to access employment and training outside of the area due to the lack of connectivity/cost of transport – better facilities within the town will start to address this issue
- Helston’s buildings must be protected, improved and used as economic drivers
- There is much opportunity at the moment with the declining value of commercial property

A Helston Town Centre map is included in Appendix 2.

3. Fit with the Helston Place Shaping Plan

Creating a Community Hub is one of the key projects defined within the Helston Place Shaping Plan and, in fact, one of the most popular projects from the public consultation work done to date. The six other projects within the Plan are complementary and provide a broad approach to drive improvement within the town.

The Place Shaping Plan addresses the development priorities for Helston, with individual projects having strong inter-relationships in order to deliver broad improvement in the town; see ‘Helston – Understanding Our Town’ included within the Town Vitality Fund submission.

The Place Shaping Plan includes the following elements:-

- Reconnecting Helston – examining the potential for reconnecting a rail link to Helston as well as other ways of improving Helston’s cycling & walking accessibility to the North and East
- Re-imagining Helston’s High Streets – a plan to revitalise the public realm of Helston’s town centre
- Helston Cultural Quarter – improvements within and around Market Place, The Museum of Cornish Life, the Drill Hall Yard and access through to the CAST building and Wendron St car park above.

Appendix viii.

- The Penrose Trail – creating a defined walking and cycling link between Helston and Porthleven to attract visitors and support community health, well-being and travel between the towns
- Town Centre Homes and Workspace – utilisation of empty premises to provide more residential and live/work accommodation within the town centre
- Promotion of Helston – already a well-developed marketing strategy for Helston

4. Fit with Existing Policies and Strategies

The aims and objectives of this proposal contribute towards National, Regional and Local strategies and policies as follows:

	Policy or Strategy	Relevance to proposals
National	Central Government 'Levelling Up' Agenda (2018)	Proposals seek to revive the fortunes of the UK's 'left-behind' towns and cities.
	Industrial Strategy white paper (2017)	Long term productivity plan to be achieved by delivering the circumstances for good jobs
	National Planning Policy Framework (2019)	Detailing how the overarching planning policies should be applied, our proposals would seek to support local development for employment.
	Revitalising High Streets Agenda (2019)	Initiative to make sure the nation's high streets continue to be at the heart of local communities and revitalise buildings, helping to reverse the decline of our town centres.
Regional (LEP)	Draft Local Industrial Strategy (2020)	Relates specifically to Place, People, Business Environment and Ideas
	10 opportunities (2018)	Relates specifically to the opportunities of 'Location' and 'Tourism'
County	Cornwall Local Plan (2010 -2030)	Multiple policy impacts including:- Policy 4: Shopping, Services and Community Facilities Policy 5: Jobs and Skills Policy 13: Design Policy 22: Best Use of Land and Existing Buildings Policy 24: Historic Environment
Local (Helston)	Helston Town Framework (2017)	Includes the objective 'To deliver community facilities that are thriving and well used, providing a range of activities for all ages, in doing so help to reduce rural isolation'.

	Helston Place Shaping Plan (2020)	Strategic plan to address the vitality and future development of Helston.
	Helston Climate Action Plan (2019)	Objective to address the climate emergency declared by Helston Town Council and Cornwall Council. Specifically, to establish a Community Hub within Helston
	Place Based Topic Paper – Helston & the Lizard (2013)	Specifically, Community Services: Encourage improvements to community services, health care and education provision and enhance current levels of provision where
	Conservation Area Assessment & Management Strategy (2010)	Identifies the importance of Helston’s historic town centre and strategies for management of town centre structures and features
	Helston Townscape Heritage Initiative - Simmons & Richards (2009)	Identifies heritage assets, management and improvement options

5. Project Values

Helston Town Centre is an extremely important part of Helston and it is therefore essential that Project Values are defined so that all design and development works maintain a clear focus with respect to these high-level desired outcomes.

Broadest Possible Community Involvement and Access

The success of any community project will only be achieved with the involvement of the broadest possible range people from our community. The project must ensure that community consultation drives the focus of this development.

Protecting and Promoting Helston’s Heritage

Helston is the second oldest town in Cornwall and its exceptional built heritage is of crucial importance both to the community and to the town's distinctiveness and economic potential. Proposals must, where applicable, respect the historic nature of the town.

Carbon Reduction and Environmental Benefit

Helston Town Council has declared a climate emergency and the town has developed a Climate Action Plan. The project must not only respect this Plan but also find ways to assist in delivering the Climate Action goals.

Contribution towards a Healthy Town

The project must contribute to the health and well-being of our town; not just at an individual level but also in terms of community cohesion and social interaction.

6. Proposals

These proposals have been developed following consultation between Helston CIC, Helston Town Council, various community groups and businesses in the town.

A good deal of work has already been completed with the two most suitable vacant premises within the town assessed for their potential.

The Old Factory Shop – Coinagehall Street



Internal Area: 1,400 sqm
 Availability: Leasehold at approx. £17,000 pa
 Layout: small, 2 storey office space, large 2 storey open areas at 500 sqm each, lower basement at 200sqm
 Condition: Poor

Following site visits the building was assessed for suitability and a detailed cost and investment assessment developed – see Appendix 3.

Conclusions

The prominent position of the building is ideal for a town centre facility and the size of available space suits our proposed need. Improvement and public use of this building would have a significant impact on the visual appeal and vitality of Coinagehall Street.

However, it was calculated that an investment level of £632,000 would be required to convert the building into a functioning community facility.

From this assessment the team concluded that this does not represent good value for money in investment terms into a leasehold structure with ongoing significant maintenance issues.

It was noted that if a low-cost sale of the building could be negotiated then the feasibility of this level of investment would be improved. However, the risks associated would be high and not suitable for a community group such as HCIC.

Potentially a private developer option could be effective and we continue to monitor this opportunity.

The Old Budgens Supermarket – The Parade



Internal Area: 1,800 sqm
 Availability: TBA
 Layout: large open upper floor 1,000sqm
 lower subdivided basement

Condition: Good

Following several site visits and meetings with the owner/developer the building has been assessed for suitability with potential layout plans developed for a Community Hub.

The building is, in our view, of the scale, location and condition to be a credible Community Hub conversion. Additionally, adjacent to the building is a large area of car parking (Trengrouse Way Car Park, owned by Cornwall Council) which would greatly enhance the facility providing potential space for markets, events and outdoor public gatherings.

There is direct access to the town centre via Horse & Jockey Lane which, as a thoroughfare, is included for improvement within our Reimagining Helston's High Streets project. Additionally, Trengrouse Way, one of the most significant 'gateways' into the town for pedestrians, cyclists and vehicles, runs alongside the building providing excellent access.

Other community facilities including the Health Centre, Library, Cornwall Council One Stop Shop and Health Clinic adjoin the site. Developing a Community Hub in this area would strengthen a Health and Well-being Zone within the town.

Should this opportunity progress, we would wish to discuss the opportunity for devolution of the car parking area from Cornwall Council to the managing CIC in order to enable more use of this outdoor space and also allow the car parking fees to contribute to the financial viability of the building's business model.

In addition to providing the aspirations set out in Section 1: Project Objectives above, a number of other opportunities could be achievable within the building:

- Large workshop and storage space to consolidate Helston Town Council equipment
- Space to support electric battery charging and maintenance activities which may be associated with an electric hopper bus system (as proposed in the related 'Reconnecting Helston' Place Shaping Project)
- Ideal facilities to support the HIVE Charity and their production of meals from free supermarket 'out of shelf date' food
- Potential linkages with the local Food Bank
- Potential for servicing the new Food Hub established by Helston Farmers Market (South Kerrier Alliance)

The building is currently owned by a developer and entwined within a larger, complex proposal for developments within Helston. It is therefore not possible to progress our investigations at this point and we await the outcome of discussions between the Developer and Cornwall Council before we are able to proceed to further assessment.

Indicative layout options for the building have been proposed by the project team and these are currently incorporated into discussions between Cornwall Council and the Developer. These are included in Appendix 4.

Appendix viii.

No other premises have been identified as suitable for a Community Hub at present, although there are undoubtedly opportunities for smaller scale developments within the main town streets. These will need to be explored if progress is not forthcoming with the Budgens Supermarket.

7. Supporting and Funding the Process

To progress the opportunity, specifically for the Budgen's Supermarket, key items of support required are:

A Project Team to manage the project:

The Project Team will operate as a sub-group under the Helston Place Shaping Board structure and will include representation from:-

- Helston CIC
- Helston Place Shaping Board (preferably a town centre resident and a local Cornwall Councillor)
- Helston Town Council (preferably Mayor)
- Rebuild Southwest (see <https://www.rebuildsouthwest.co.uk>)
- Helston Climate Action Group
- Cornwall Council (Planning Officers)

All project team members will be volunteers or employees of Cornwall Council

Costs to project: £0

The team will only be able to progress this project once agreements have been reached between the Developer, Cornwall Council and Helston Town Council.

Subject to progression, the following activities will be required:

- Full assessment of existing community provision to define gaps and overlaps
- Exploration of potential uses/tenants/community groups who will form service providers within the building
- Consultation with the public and local businesses to define a priority of need
- Survey and assessment of the building to identify likely capital and running costs
- Discussions with Cornwall Council regarding the car park and surrounding area to the building, including any additional support available for establishing the facility
- From the above, development of a strong, well researched Business Plan
- Agreement and establishment of a corporate entity to acquire the lease/freehold, refurbish and operate the building. This is likely to be a dedicated Community Interest Company
- Application and negotiation with potential funding bodies
- Subject to all of the above, implementation of the plan and Business Model

There are significant unknowns at the moment but the potential, especially relating to the Budgens Supermarket, is significant. It is essential that we progress this project if we are to achieve a number of the key goals defined within the Place Shaping Plan.

We therefore wish to allocate monies within the **Towns Vitality Funding** to support progression of the project, although these monies are contingent upon progress with the Developer negotiations:-

- Employment of a professional researcher to support the project team in assessment of existing community provision to define gaps and overlaps and manage consultations and explore opportunities for suitable uses/tenants/community groups
Estimate: £3,000
- Costs associated with surveys and assessments of the building including development of concept plans and layouts
Estimate: £9,000
- Legal costs in establishing a Community Interest Company and managing the process of acquisition
Estimate: £5,000
- Employment of a professional to research and apply for funding to support the project in terms of capital for building development
Estimate: £5,000


Total funding requested from the Towns Vitality Fund: £22,000

The objective of this funding is to take the project to a pre-commitment stage, ie. to the point where formal acquisition can take place.

Further funding, in addition to the capital works funding, will be required to support the project through its physical development stage including project management and professional support.


Appendix 1: Project Overview

HELSTON TOWN CENTRE COMMUNITY HUB




**PLACE
SHAPING
PLAN**

Helping to Bring Life Back to the Highstreet



Theatre?
Venue?



Attractive community space

Aim

Create a Community Hub within the town centre

- Utilise empty shop premises for community use
- Provide a space for community activities
- Provide low cost, short term office space for micro businesses and start-ups
- Possibly a well-being centre?
- With a café (?) and events programme, attract more people to the town centre

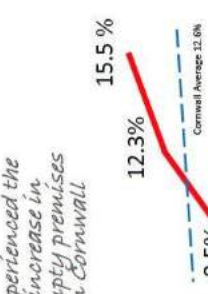
Possible Locations

Factory Shop
Budgens/Coop
many others...


Current State


Architecturally attractive, historic, unique town centre
Planned significant increase in local housing and population
But...
Deteriorating retail offering
Footfall in the town centre is declining challenged by edge of town retail outlets
Many empty shop premises creating a downward spiral in economic terms

Helston has experienced the fastest rate of increase in town centre empty premises of any town in Cornwall



Year	Empty Premises (%)
2017	8.5%
2018	12.3%
2019	15.5%
Cornwall Average	12.6%

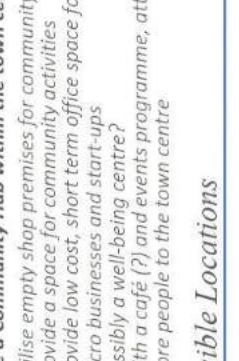




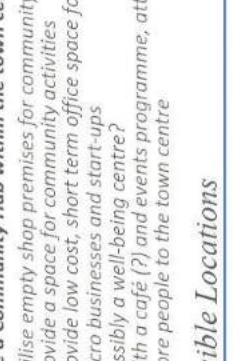
Events?

Affordability? Availability?

- Need Cornwall Council support for rate rebate
- Need Landlord support for affordability
- Need a capable team to dedicate time to feasibility and fundraising
- Need funding to support a feasibility study

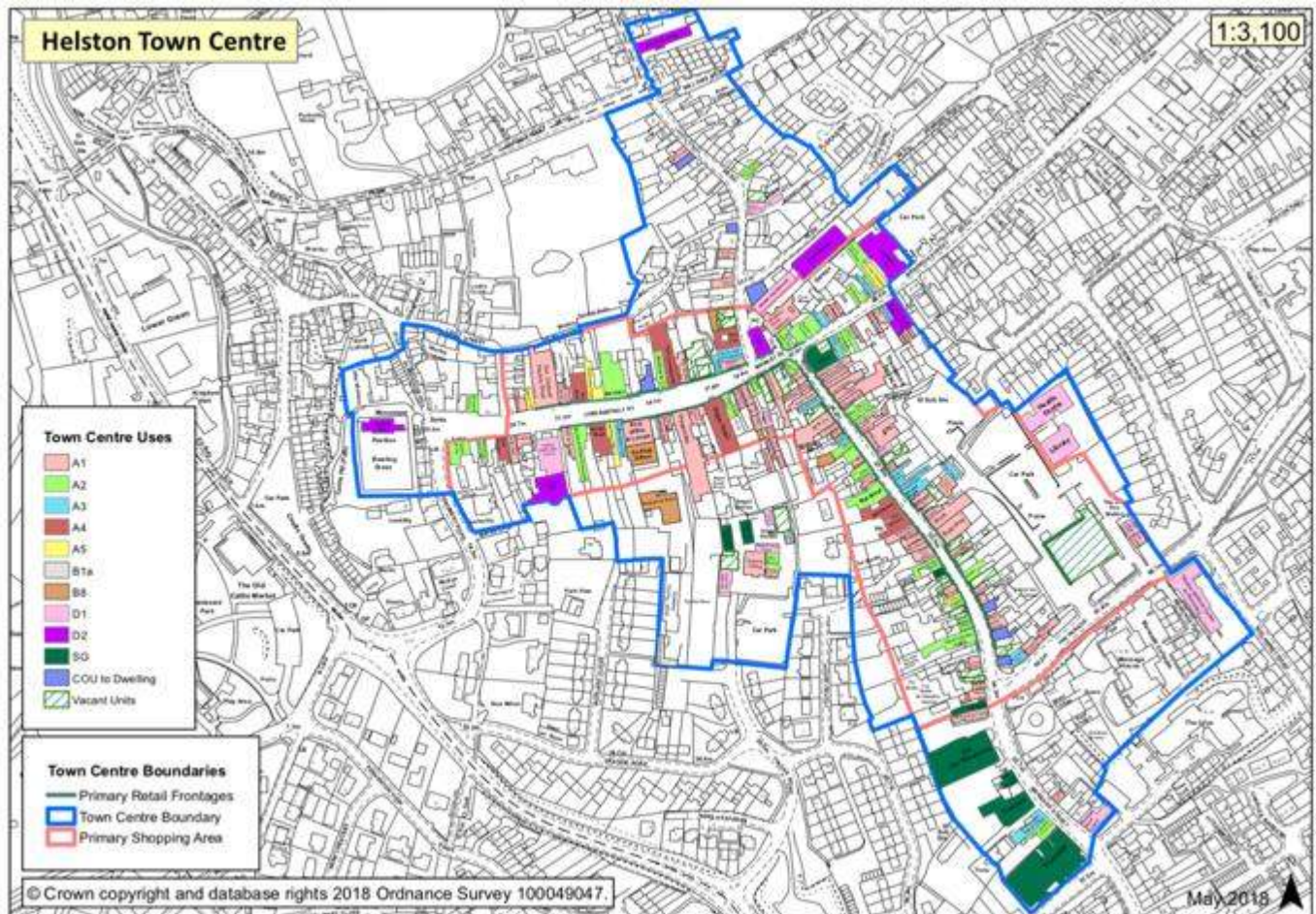


Bowling?
Indoor skating?
Childrens' Play?
Studios?
Workspace?
Café?



Appendix 2: Town Centre Area

Area identified within the blue Town Centre Boundary line



Appendix 2: Factory Shop Analysis

Old Factory Shop - Draft Assessment
28th November 2019

Item	Area (sqm)	Proposed Function	Rate (£/sqm/yr)	Income	Comment
Ground Floor					
Shop	514.12	Bowling Alley - 24no 2 person games/day @ £4/person Café/communal facility	n/a	70,000.00	Subdivision/electric/metering/fire planning - works likely required Full fit out and kitchen works will be required
Disabled Toilet	5.29	Sufficiency of facilities will depend on use	n/a	20,000.00	Likely to need more facilities
Lower Ground Floor					
Storage	174.61	?		3,000.00	Uninsulated - not classed as habitable - based on Gillian's storage idea
Plant Rooms	24.16	Plant			
Loading Bay	13.81	Access - possible storage		?	No use identified
First Floor					
Office 1	12.69	Office for rent	90	1,142.10	Electric/metering/fire planning - works likely required to enable individual rented spaces
Office 2	33.57	Office for rent	90	3,021.30	
Kitchen	11.56	Kitchen	70	809.20	Re-fit required - charge pro-rata to tenants For HOC staff?
Store/Reception	7.11	Reception & Staff Base			
Toilets	20.78	Sufficiency of facilities will depend on use	70	1,454.60	Needs to be modified - unisex or M/F
Store 1	20.03	?	?	?	Uninsulated - not classed as habitable
Store 2	7.99	?	?	?	Uninsulated - not classed as habitable
Store 3	11.05	?	?	?	Uninsulated - not classed as habitable
Main Store	358.01	3x 100sqm hall/gym spaces £8/hr each@25% utiln. 12hrs/day	n/a	26,280.00	Uninsulated - not classed as habitable - may need toilet facilities
Second Floor					
Office 3	11.07	Office for rent	90	996.30	Electric/metering/fire planning - works likely required to enable individual rented spaces
Office 4	8.54	Office for rent	90	768.60	
Office 5	48.83	Office for rent	80	3,906.40	Re-fit required - charge pro-rata to tenants
Kitchen	6.72	Kitchen	70	470.40	Re-fit required - charge pro-rata to tenants
Toilet & Handwash	12.14	Sufficiency of facilities will depend on use	70	849.80	Likely OK with update - charge pro-rata to tenants
Circulation	65.00	Estimated			
Total	1,367.08	Agent's details indicate 1,230.00 (?)		132,698.70	Total Income - items (?) missing from this total

Item	Cost (£)	Notes
Rent	12,000.00	
Rates	2,075.00	RV £41,500 x 0.479 @80% mandatory & 15% discretionary relief
Building Management	2,500.00	Part re-charge to tenants on pre-rata basis
Café Operation	15,000.00	Based on 75% of income (incl staff costs)
Bowling Alley Operation	40,000.00	Est - management, maintenance etc. (incl staff costs)
Accounting & Invoicing etc	500.00	Part re-charge to office tenants on pre-rata basis
HS&E (Risk Asssts etc)	500.00	Part re-charge to office tenants on pre-rata basis
Utilities		
Electricity	7,000.00	Assume office tenants cover own electricity
Gas	6,000.00	Assume gas heating to large spaces operated by HOC
Water	1,500.00	Estimate
Security	500.00	Part re-charge to office tenants on pre-rata basis
Cleaning & Environmental		
Internal	6,000.00	Estimate (assume office tenants cover own cleaning)
Hygiene Services/Toiletries	400.00	Part re-charge to office tenants on pre-rata basis
External	1,200.00	Part re-charge to office tenants on pre-rata basis
Waste Management	1,250.00	Part re-charge to office tenants on pre-rata basis
Pest Control	400.00	Part re-charge to office tenants on pre-rata basis
Hard Services		
M&E Maintenance	2,000.00	Part re-charge to office tenants on pre-rata basis
Lift M&M	1,500.00	
Fabric Repairs General	2,500.00	Part re-charge to office tenants on pre-rata basis
Overheads		
On Site Management	40,000.00	1.5 Staff - wages/tax/NI/costs (excl café/bowling staff)
Administration Costs	2,500.00	
Telephone/IT	500.00	
Insurances	3,000.00	
Marketing	2,000.00	
Sinking/Reserve Fund	3,000.00	
Total per annum	139,750.00	

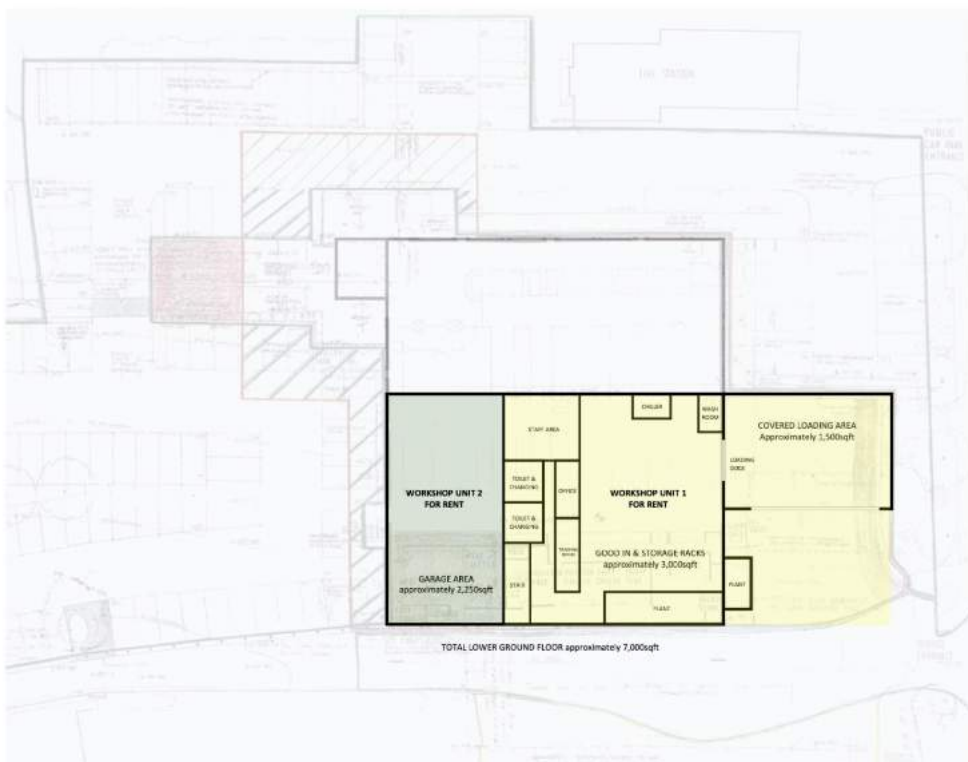
Item	Area (sqm)	Rate (£/sqm)	Cost (£)	Comment
Ground Floor				
Shop	514.12	150	77,118.00	Subdivision inc M&E, partitions & décor
Additional Toilets			8,000.00	Lump sum estimate (based on services available)
Fit out			160,000.00	Bowling equipment installation
Café fit out			35,000.00	Kitchen and front of house
Signage			3,000.00	Lump sum estimate
Frontage			5,000.00	Allowance for frontage improvements
Lower Ground Floor				
Lower Ground Floor	212.58	0	0.00	Leave as is
First Floor				
Office Refurbishment	53.37	280	14,943.60	inc Electrics/Fire/Décor/Flooring
Office Toilets & Kitchens	32.34	200	6,468.00	
Stores and Main Store	397.08	300	119,124.00	inc insulate, heating, lighting - 3no. Hall/gym spaces
Refurb/additional toilets			6,000.00	Lump sum estimate
Fit out	397.08		10,000.00	Lump sum for any equipment
Second Floor				
Office Refurbishment	68.44	280	19,163.20	inc Electrics/Fire/Décor/Flooring
Office Toilets & Kitchens	18.86	300	5,658.00	
Circulation	65.00	150	9,750.00	Fire/Décor/Flooring
Wireless network etc.			5,000.00	Lump sum estimate
Permissions			500.00	eg change of use etc.
Inspections/certificates			2,000.00	Lump sum estimate
Other?		?	?	
Other?		?	?	
Other?		?	?	
			486,724.80	
Design & Management	15% of total		73,008.72	
Contingency	15% of total		73,008.72	
Contribution by Landlord	?		-?	
Total			632,742.24	Total Capital Cost - items (?) missing from this total

Appendix 4: Budgens Supermarket – Building Layout Options

Option 1



FORMER BUDGENS BUILDING
The Parade
Trenrouse Way
Helston
TR13 8AF
Upper Ground Floor



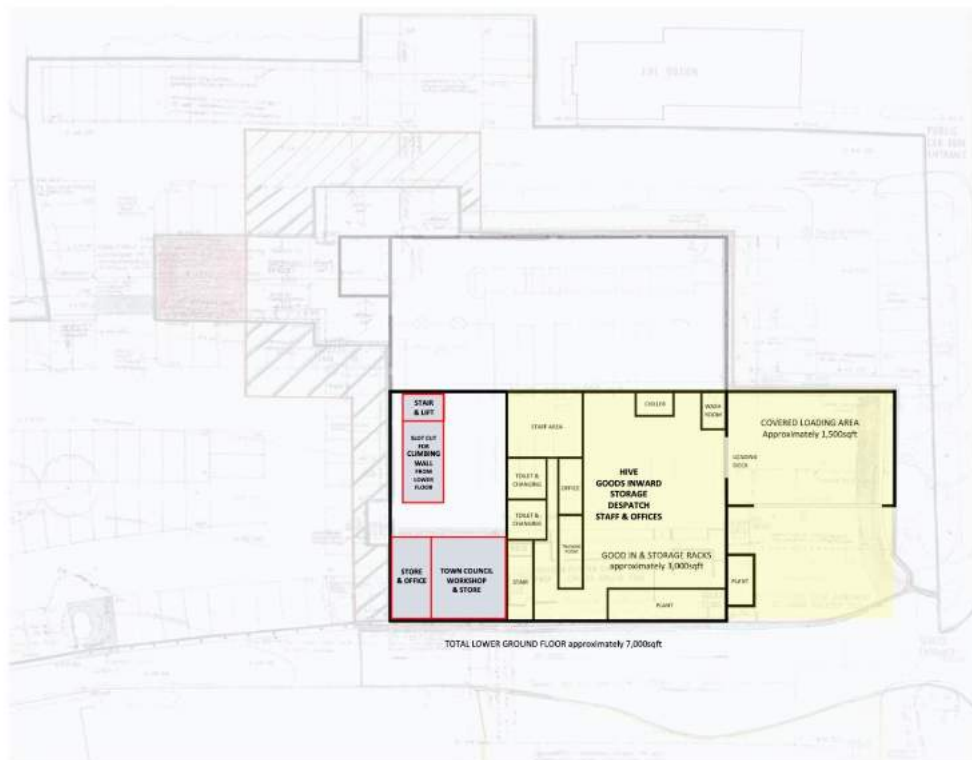
FORMER BUDGENS BUILDING
The Parade
Trenrouse Way
Helston
TR13 8AF
Lower Ground Floor

Appendix viii.

Option 2

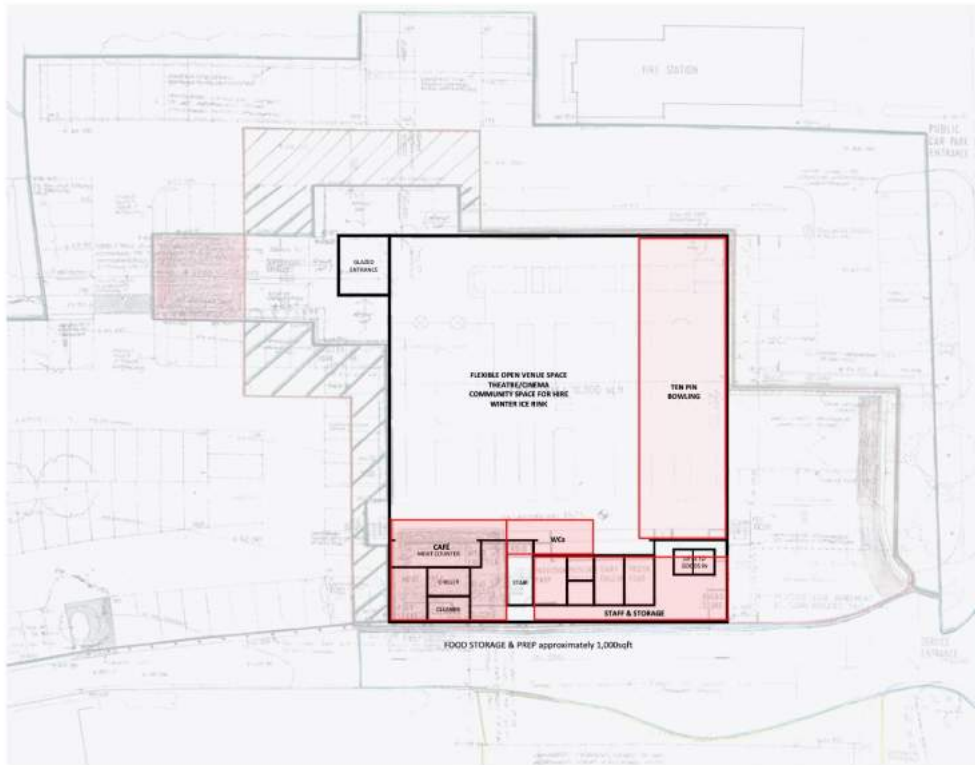


FORMER BUDGENS BUILDING
The Parade
Trenrouse Way
Helston
TR13 8AF
Upper Ground Floor

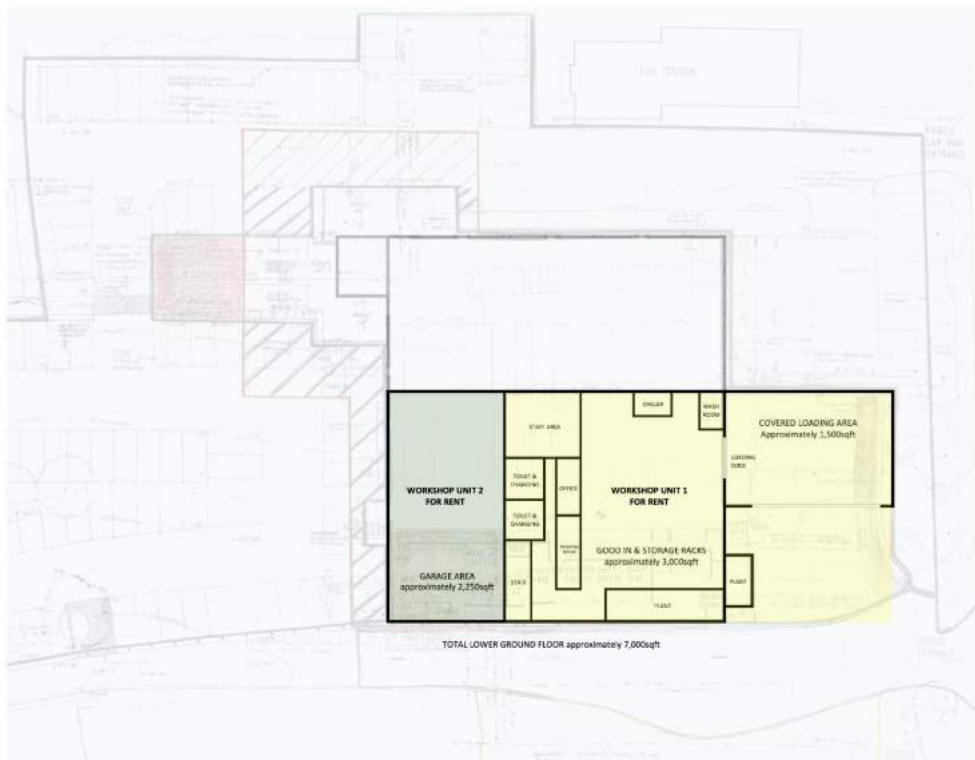


FORMER BUDGENS BUILDING
The Parade
Trenrouse Way
Helston
TR13 8AF
Lower Ground Floor

Option 3



FORMER BUDGENS BUILDING
 The Parade
 Trengrouse Way
 Helston
 TR13 8AF
Upper Ground Floor



FORMER BUDGENS BUILDING
 The Parade
 Trengrouse Way
 Helston
 TR13 8AF
Lower Ground Floor

Helston Place Shaping Plan
Town Vitality Fund Application Summary

DRAFT

Appendix ix.
 Rev 01 22nd December 2020

All costs exclude VAT

Costs are based on quotations where indicated or previous project experience

Project Ref	Project	Item	Costs (£)		Comment	
			Priority 1 to July 2020	Priority 2 post July 2020		
A	Helston Cultural Quarter	1. RIBA Stages 2 & 3				
		Heritage Architect Fees	10,745		Quote - based on result of formal tender of Design Brief	
		CDM Costs	800			
		Contingency	5,000		Incl. Statutory Approvals, additional Surveys and Assessments	
		Consultation Workshops	1,000			
		2. RIBA Stage 4				
		Technical Design Stage Costs	15,000			
		Construction Phase Planning		5,000		
		Capital Funding Bid - Search and Application	5,000			
B	Re-imagining Helston's High Streets	1. Stage 2 - Outline Brief and Consultation Documents				
		Town Planning Consultant Fees	10,000			
		Traffic Studies and Mitigation Design	10,000		Assumes additional Cornwall Council input at zero cost	
		Design Development - Heritage Design	10,000			
		2. Stage 3 - Public Consultation				
		Consultation Lauch Event		3,000		
		3. Stage 4 - Live Trail				
		Design Development and Trial		0	Assumed by Cornwall Council	
4. Stage 5 - Public Consultation						
		Consultation Lauch Event		3,000		
		Capital Funding Bid - Search and Application		5,000		
C	Reconnecting Helston	1. Rail Reconnection				
		Ideas Fund Funding Bid	10,000		Quoted and already advanced from the Town Vitality Fund	
		Match Funding for Pre-SOBC (next stage)		10,000	Quoted - contingent on Ideas Fund bid success and award of £34,000	
		2. Helston Hopper Bus Concept				
		Consultant - Transport Specialist		5,000		
		3. Green Infrastructure links to the North				
Feasibility Study & Outline Design	5,000		Cormac/Aecom (building on work already completed)			
Capital Funding Bid - Search and Application		5,000				
D	Town Centre Homes and Workspace	1. Stages 1 to 4 - Assess & Assist Initial Prospects				
		Promotion and Investigation Work	6,100		Assumes additional Cornwall Council input at zero cost	
		2. Stage 5 - Assess 'Alternative Approach'				
Potential for Community Involvement		1,000	Visits & Legal Fees to assess the concept of a CIC investment			
E	Penrose Trail	1. Phase 3 - Fairground Car Park & Penrose Amenity Area				
		Surveys	7,000		Quotes & estimates	
		Design		24,552	Quote & estimate (note: Cormac estimated £67,000 Design Fees)	
Legal Fees		5,000				
F	Town Centre Community Hub	1. Pre-Acquisition Assessment				
		Researcher to Assess and Define Opportunity	3,000		Incl. public consultation and review of sub-tenant options (eg. HIVE)	
		Building Surveys & Assessments	9,000		Timing dependent upon Developer/Cornwall Council discussions	
		Legal Fees		5,000		
		Capital Funding Bid - Search and Application		5,000		
G	Consultation	1. Digital Consultation Tool	5,000			
Sub-total			112,645	76,552		
Total Requested from Town Vitality Fund			189,197			