Penryn Conservation Area Appraisal

March 2010
This Conservation Area Appraisal was commissioned by Carrick District Council in 2007. At the Carrick Cabinet meeting on 10 February 2009 Members resolved to recommend to the Joint Implementation Executive that the Penryn Conservation Area Appraisal be adopted. It was subsequently endorsed by Cornwall Council as a material consideration within the emerging Cornwall Council Local Development Framework on 24 April 2010. The recommended changes to the boundaries of Penryn Conservation Area were authorised by Cornwall Council and came into effect on 24 April 2010.
# Penryn Conservation Area Appraisal

## Contents

1. **Introduction**
   1.1 Introduction
   1.2 This Conservation Area appraisal
   1.3 The wider context for this appraisal
   1.4 Conservation Area boundary
   1.5 Summary of special interest
   2. **Evolution**
   2.1 Context – location and setting
   2.2 Historic development
   2.3 Archaeological significance and potential
   3. **Spatial Analysis**
   3.1 Special character and relationship between spaces
   3.2 Key views and vistas
   4. **Urban Morphology**
   4.1 The form, materials and detailing of building exteriors
   4.2 Streets
   4.3 Spaces
   5. **Character Areas**
   5.1 Definition of separate character zones
   6. **Issues and Capacity for Change**
   6.1 The Conservation Area’s boundaries
   6.2 Issues
   6.3 Community engagement
   6.4 Next steps
1 Introduction

1.1 Introduction

The Penryn Conservation Area incorporates the town centre, its surrounding residential suburbs and the historic maritime and industrial areas that line its estuarine and fluvial waterfronts. Together, these constitute virtually the entire historic core of the town. It is an important area of historic townscape, containing many listed buildings and attractive views and open spaces.

The Conservation Area was first designated as being an area of special interest in February 1969. At that time, the establishment of Conservation Areas had only recently been made possible by the Civic Amenities Act 1967. Thus, the Penryn designation was a reasonably early one in national terms.

Conservation Areas are defined within today’s current legislation as being ‘areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance’ [Planning (Listed Buildings and Conservation Areas) Act 1990: Section 69(1)(a)]. Designation potentially gives the local planning authority, Cornwall Council, greater control over extensions and demolition, the display of advertisements, and works to trees. Special consideration has to be given to proposals for development or redevelopment within the Conservation Area to ensure that its character and appearance are preserved or enhanced. As with most other Conservation Areas, Penryn comprises living and working communities, with both residential and commercial uses. The purpose of designation is not to stifle or prevent change and evolution, but to control it in such a way as to maintain and enhance character and local distinctiveness.

1.2 This Conservation Area appraisal

English Heritage has advised local planning authorities to carry out appraisals of Conservation Areas within their district to identify their key features and how these combine to give the place its particular character. By establishing what makes a place special and distinct, the local planning authority can ensure more effectively that change through development - or through other changes resulting from its own actions or those of other statutory authorities - do not undermine this character. Wherever possible, change should enhance, not diminish, significance.

As well as identifying the positive features of a Conservation Area, an appraisal can also highlight places where there is scope for improvement. This could be in terms of new development or redevelopment, or more small-scale improvements to, for example, the appearance of street furniture or signage. The results of appraisals can be used to help prioritise available resources for environmental enhancement.

The Penryn Conservation Area was last appraised formally in 1999. Since that time, a number of other studies of Penryn and its future have been undertaken. Moreover, significant investment has been made within the core of the town centre on physical improvements to the built fabric under a Townscape Heritage Initiative [THI] project that was completed in 2007. It is timely, therefore, that this appraisal should review changes to the Conservation Area since 1999 and be used as a platform for
the generation of management strategies for ongoing protection and enhancement of its special character and distinctiveness.

Accordingly, this appraisal highlights the Conservation Area’s special characteristics and identifies possibilities for improvement. It will be used by Cornwall Council in assessing all development proposals that affect the Penryn Conservation Area. It will also provide guidance for property owners and occupiers and developers and their advisors, helping to recognise the distinct character of the area and informing and shaping change.

This appraisal is not intended to be comprehensive. The omission of mention of individual buildings, spaces or features of the Conservation Area should not be taken to imply that they are of no interest or importance to its character.

1.3 The wider context for this appraisal

As noted, Conservation Areas are ‘areas of architectural or historic interest the character or appearance of which it is desirable to preserve or enhance’. They are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990. In addition to this direct statutory protection, Conservation Areas are protected by regional, county and local planning policies. Relevant policies of this kind include:

- The Draft South West Regional Spatial Strategy: Policy ENV1 - Protecting and Enhancing the Region’s Natural and Historic Environment - and Policy ENV5 - Historic Environment;
- Carrick District Wide Local Plan (1998), Policies 4F, 4G, 4H, 4J, 4L, 4M, 4Q and 4R.

This appraisal builds on an extensive body of recent research and planning, which in addition to the foregoing includes:

- The (preceding) Penryn Conservation Area Appraisal (1999), produced by The Conservation Studio;
- Cornwall & Scilly Urban Survey ‘Historic Characterisation for Regeneration – Penryn’ (2005);
- Falmouth & Penryn Combined Development Framework (2005), produced by Terence O’Rourke;
- Town Centre Health Check for Falmouth and Penryn (2001), produced by Colliers Conrad Ritblat and Erdman;
- Penryn Action Plan (1999), produced by GL Hearn Planning;
Penryn Conservation Area Appraisal

- Commercial Road Urban Design Study/Development Framework (2002), produced by Roger Evans Associates:

- Penryn Townscape Heritage Initiative (2008), prepared by Dr Alyson Cooper.

The debt owed to these recent studies is acknowledged. It must be stressed that, after appropriate review, this appraisal borrows and builds from this body of work rather than wastefully seeking to ‘recreate the wheel’.

1.4 Conservation Area boundary

Since designation in 1969, the extent and boundaries of the Penryn Conservation Area have been expanded three times, most recently in 2001 following consideration of the previous Conservation Area appraisal carried out in 1999.

The current boundary of the Area is shown in Map 1.

1.5 Summary of special interest

As has been noted above, this appraisal builds from a number of other recent studies of Penryn and its future. Arguably, foremost amongst these is the thorough and detailed historic characterisation report on Penryn produced in 2005 as part of a wider study of 19 historic towns by the Cornwall and Scilly Urban Study [CSUS]. That project is based within Cornwall County Council’s Historic Environment Service and is jointly funded by English Heritage, the Objective One Partnership for Cornwall and Scilly (itself part funded by the European Union) and South West Regional Development Agency. In its report on Penryn, which covered virtually the same geographical area as the Conservation Area, CSUS found that its special interest could be defined as follows:

‘Penryn is one of the best surviving historic towns of Cornwall.

Its fascinating and complex history, entwined with that of Glasney College, with all its cultural significance, has shaped today’s town.

Its striking landscape setting, estuary location, twin river valleys and dramatic promontory site form an important and attractive element of its unique character. Its strong underlying medieval layout, with swollen market street and surviving burgage strips still define the urban form. Above all, the sheer concentration and survival of 17th, 18th and 19th century buildings is of note. The building stock is also a valuable historic resource, with the potential for enabling the study of Cornish town buildings from the sixteenth to nineteenth centuries. This remarkable built environment is of the highest quality, featuring a wide ranging mix of important building groups including elements of early surviving fabric concealed behind later frontages, prestigious and impressive town houses, robust structures, warehouses, wharfs and quays, recalling the town’s important maritime and industrial economy, and of more recent interest, the group of art deco structures along Commercial Road and The Praze. Unified by the use of granite (itself an internationally important trade centred on the town in the 18th and 19th centuries), stucco and of slate, the town also displays imported red brick and pantiles, unusual in the Cornish setting but at home in this historic port.’

March 2010
This statement of special interest is appropriate and accurate and, accordingly, is re-adopted for the purposes of this Conservation Area appraisal.
Map 1: Penryn Conservation Area

Key:
- Conservation Area
- Scheduled Areas
- Sites of Scientific Interest
- Areas of Ancient Berries
- Other strategic areas

March 2010
Penryn Conservation Area Appraisal

2 Evolution

2.1 Context – location and setting

Penryn is situated on the south coast of Cornwall, 8 miles south west of Truro and 2½ miles north west of Falmouth. In the 2001 decennial census, its population is recorded as 6,227.

Penryn is situated at the head of the tidal part of the River Penryn, an offshoot of the River Fal estuary that runs from Falmouth to Truro at the head of its tidal reach. The historic town was built on a striking promontory overlooking the estuary, with two river valleys – that of the Penryn River to the north of the promontory and Glasney Creek (also known as the College or Antron) to the south – forming natural boundaries to its spread on either side. The earliest medieval quays seem to have lain in the Inner Harbour formed at the junction between Glasney Creek and the estuary. In the second half of the 19th century, the south western end of the town was marked by the dramatic stone railway viaduct crossing the deep Glasney Creek valley.

As the Cornwall and Scilly Urban Survey study notes, the town gets its name (pen rynn meaning 'head or end of a point') from the promontory on which it sits. Yet, its main historical connections and the source of its early wealth and status came from the water through its eastern quays, not the land.

The geology around the Fal Estuary is dominated by Devonian metasedimentary rocks, the Carnmenellis Granite to the west and the St Austell Granite to the east. The shoreline around the estuary is made up of Devonian metasedimentary rocks assigned to the Portscatho and Mylor Slate Formations. The Portscatho Formation is dominantly composed of alternating grey or greenish grey, sandstones and mudstones (slates). The Mylor Slate Formation is well developed around Carrick Roads and is dominated by dark grey slates with thin pale grey sandstones. These Devonian rocks...
Penryn Conservation Area Appraisal

were folded and metamorphosed during a major mountain building event around 300-350 million years ago. Subsequently large granite masses were forced into the Devonian rocks forming the circular Carnmenellis Granite bed to the west of the Fal estuary and the St. Austell Granite outcrop to the east. On the edges of these beds, the granite has decomposed to form china clay.

The geomorphology of the landscape around the Fal Estuary is characterised by steep sided valleys separated by gently rounded interfluves. The larger settlements (Truro, Falmouth and Penryn) are mostly on the western side of the estuary, whilst the eastern side of the estuary is predominantly rural in nature. The surrounding area has been defined in the Cornwall Historic Landscape Characterisation as predominantly of Anciently Enclosed Land (essentially, farmland of medieval origin), with an area of Recently Enclosed Land to the west around Tremough. To the north and north east, the anciently enclosed land contains well-defined medieval strip fields.

2.2 Historic development

As previous studies have identified, the name ‘Penryn’ means ‘the end of the point’ or ‘promontory’, clearly reinforcing the importance to the historic settlement of its topography.

The Domesday Book of 1085 does not refer to Penryn, but the manor of Trewel (Treliever) and that of Tregal (Tregaire) are both mentioned. These later comprised the manor of Penryn, which was divided into Penryn Borough and Penryn Foreign. At the time of Domesday, there were 34 families in the demesne that equated to Penryn Borough. The area was partly of a wooded nature - some 60 acres of woodland are recorded.

The settlement known as Penryn was established in the early 13th century by the Bishop of Exeter, Bishop Brewer, who already owned a palace nearby in the parish of Budock. In 1236, he granted the burgesses their freedom by giving the new town borough status and the first market and fair charter was granted in 1259.

Penryn’s creation was intended to stimulate economic activity in the area, although undoubtedly pre-existing presence of Bishop Brewer’s lands nearby helped dictate its location, along with the clear benefits to be gained from the defensive strengths of the promontory and the convenience of accessibility to the sea along the estuary.

As the 1999 Conservation Area appraisal records, the distinctive long, narrow curving burgage strips on either side of the wide market street, stretching along the length of the promontory, were created soon after establishment of the settlement. Each plot was about an acre in area, reaching into the valleys on either side of the main street, with orchards and gardens at the river ends.

Whilst the early 13th century town had a small chapel, St Mary’s, close to today’s junction of Broad Street and Higher Market Street, it also continued to use the pre-existing parish church, St Gluvias, positioned not in the core of the town on the promontory, but tucked around the northern side of Penryn Creek. This position appears to reflect the location of earlier habitation in the area, which seemingly was centred around the end of the creek and higher ground to its north west. Both St Gluvias church and the existence of a large Romano-British enclosure roughly 17 metres in diameter - now known as Round Ring - are evidence of this. It is believed that St Gluvias was a 6th century early Christian lann site.

In 1265, this was augmented by the foundation of the collegiate church of St Thomas of Glasney by Bishop Bronescombe on the southern outskirts of the town – again in a valley, not on the promontory.
Glasney College became important as a place of ecclesiastical learning and of significance to Cornish culture. The foundation was to play a significant role in the evolution and character of the town. The complex included religious and administrative buildings, the bishop's palace and deer park, a precinct of canon's houses, gardens, and substantial defences on its estuarine side. It has been suggested that 'Glasneth' means 'green vegetation'. The College site, covering almost 5 acres of marshy but densely wooded land, lay within the neighbouring parish of Budock. It is said that the design of the church was based on that of Exeter Cathedral.

Initially, St Mary's Chapel was the easternmost building in the 13th century town centre. It narrowed the town's seaward entrance, forming a defensible gateway. During the 14th and 15th centuries, Penryn developed further east along Broad Street, although for defensive reasons the land at the end of the promontory was left open. St Thomas Street linked the town with Glasney College, although it may well have been in existence before the construction of the College complex since it provided access to the best crossing place over what is now known as Glasney creek.

Penryn was a defended town. Access to it from the north and south was controlled by the crossing points over the two creeks. The town's fortifications were equipped with guns. A map of Penryn dating from around 1540 shows three defensive towers and an encircling wall at Glasney College, probably created as part of Henry VIII's coastal defences.

Medieval Penryn prospered, successfully diverting much foreign trade away from Truro. Its more convenient location - closer to the mouth of the estuary - made it popular with merchants and it rapidly became one of Cornwall's principal ports. By 1327, only a century after its establishment, nearly half of Penryn's population were termed 'foreigners' - most probably meaning 'outsiders' not of Cornish origins. In addition to maritime based trade, fishing was inevitably an important part of the town's economy. The market was situated near to St Mary's chapel, giving rise to the name of Fish Cross for the space at the junction between Broad Street, Market Street and St Thomas Street. Cellars for the storage of fish were built close to the creeks and their quays at the lower ends of the burgage plots.

Glasney College was dissolved in 1548. Temporarily, the loss of the College must have had a profound effect upon the town, since it formed a central part of its life, economy, prestige and administration. Despite this loss, for the remainder of the 16th century, the town continued to prosper and grow.

During the 17th century, the Killigrew family developed the new town and port of Falmouth, despite protests from both Penryn and Truro. As a result, Penryn's premier maritime position receded, although extensive economic activity continued and the town continued to profit from coastal trade based on smaller ships than those using the deep natural harbour at Falmouth. Penryn's Town Quay (now known as Exchequer Quay) was constructed in 1676 in an attempt to control the payment of duties on imported and exported goods.

The 18th and 19th centuries saw continued and varied trading and increasing industrialisation. Penryn gradually transformed itself into an industrial port, supplying goods and food and exporting minerals and stone from its wider hinterland. Despite the competition from Falmouth, Penryn's trade flourished and quays were developed along what is now Commercial Road.

Penryn was a favoured residence for wealthy merchants until the early 19th century - the surviving historic buildings of the town, especially along its most important streets, reflect this.

During the early and mid 20th century, the economic downturn experienced throughout Cornwall affected the town badly, although for a while, its diverse economy buffered the blow to some extent.
The growing town mapped over 340 years from 1540 to 1880

The early plans and maps of Penryn provide important clues, but should not be taken as being entirely accurate representations of the extent of the town or the location and form of individual buildings. Nevertheless, the very fact that maps of Penryn were made in the late medieval and post-Reformation periods indicates something about its comparative significance.

Looking clockwise from the top left, the earliest known plan (1539-40) concentrates on Glasney College, but also shows the older St Gluvias Church separated on the north side of the estuary and the Glasney bridge crossing to the south of the College. Next to it, part of Lord Burghley’s 1580 map (with south at the top) again shows the separation of St Gluvias from the town and from Ye Prace (The Praze) by fields. It also indicates clearly (if not with precise accuracy) the long narrow burgage plots running down the hillsides to the river from the long terraces of houses on the ridge of the promontory. Development on the ridge appears to run from Broad Street to the fork of West Street and Helston Road. Interestingly, the 1580 map also records ‘Commercial Street’ ending at the water’s edge.

The 1788 plan (produced to record properties owned by the Duke of Leeds) marks the appearance of New Street and the Town Quay. It also suggests development has occurred in the interim along West Street (shown as ‘Pig St’) and Helston Road.

Although the tithe map of 1840 was the most detailed and accurate representation up until then, it does not reveal substantial expansion in the preceding 50 years, except along Commercial Road, The Praze and on part of Truro Lane. Both this and the 1880 OS map, record the burgage plots on both slopes of the promontory, many of which have subsequently been developed for housing in the 20th century.
The late 20th and early 21st centuries have seen the town’s economic situation changing with both European, public and private money fuelling regeneration and redevelopment in and around the town.

Of particular importance to this Management Plan, from 2002-08 the Penryn Townscape Heritage Initiative scheme (which included the whole of the Conservation Area) invested in conservation and repairs to targeted buildings within the historic town centre. Despite the success of these various regenerative initiatives, at best Penryn's economic health and outlook remains fragile.

2.3 Archaeological significance and potential

In theory, Penryn should be rich in underground archaeology, but that has largely still to be tested. It is certainly extraordinarily rich in above ground archaeology. As the CSUS study rightly summarised: ‘Penryn's rich and varied historic development has created an equally rich archaeological record. Its historic origins and evolution have shaped today’s town: its roads, lanes and opes, the river courses, quays and leats, the grain of the built environment, building plots, distinctive burgage strips, medieval strip field systems, historic structures and open spaces.’

There are two scheduled ancient monuments in the Conservation Area. These are SM No. 1083 (remains of Glasney College) and SM No. 32953 (relocated cross-head to the east of the Town Hall). A variety of archaeological studies and a few limited excavations have been undertaken in the Area since the 1970s. However, there is undoubtedly much left to discover.

The historic core of the settlement is undoubtedly of particular archaeological interest and sensitivity in that deposits are likely to provide valuable information on its early form and development. The diverse industrial economy of the town is also likely to be well represented in the archaeological record. Elements of the numerous mills and their leat systems survive. Many warehouse structures and manufactories have been lost, but may still survive as below ground remains. There are also boathouses and ship yards, sawmills and timberyards, breweries, foundries, and the like to be considered. Consideration also needs to be given to maritime remains. Along the waterfront, there is good potential for the preservation of organic, waterlogged features or artefacts. The original or earlier phases of the shoreline may be also be detectable. A number of wrecks are recorded in the estuary and are of some archaeological potential.

Opportunities for investigation and recording should be sought during groundworks or when buildings are refurbished or undergo substantial alteration. A detailed archaeological appraisal will almost certainly be essential if substantial intervention with buried layers is involved – for instance when redevelopment of a town centre or former industrial site is being undertaken. In summary, it must be assumed that the entire Conservation Area is of considerable archaeological significance. Accordingly, any proposed development within its boundaries must should include an archaeological evaluation of the site as set out in Planning Policy Guidance Note 16 (PPG16), (this is due to be replaced by PPS5 - Planning for the Historic Environment in the near future).
3 Spatial Analysis

3.1 Special character and relationship between spaces

Inevitably, Penryn is dominated by three inter-related natural features which underpin its special character – namely, its waterside estuarine location (part of which lies within the Conservation Area), the dramatic promontory that forms the setting for the medieval heart of the town, and the two creeks which, splitting at the nose of the promontory, in the medieval period, housed separate ecclesiastical complexes (Glasney to the west of the town and St Gluvias to its north west). Of course, Penryn’s remarkable topography and landscape setting not only form the foundation for its special character; they were crucial to its creation, development and today’s urban form.

Much of the current townscape is based on the surviving urban grain of the medieval settlement. Market Street, the main street within the medieval core, runs along the ridge of the promontory, with the early side roads, St Thomas Street and St Gluvias Street, descending to the south and north respectively to the strategically important crossing points in the creek valleys below. Today’s property boundaries within the historic town centre reflect closely medieval burgage plot divisions and some boundary walls dividing those plots survive in the backlands. As the CSUS study found, these important structures define the distinctive grain of these long, narrow, slightly curving plots.

The split level of Upper and Lower Market Streets, and the centrally sited Grade II* listed Town Hall (formerly, the Market House) in between are together a key defining characteristic of the town centre. Other split level streets, arising from the distinctive topography, are to be found – for instance, at one of the principal modern approaches/gateways to the town centre, the junction between Treliever Road, Brown’s Hill and West Street to the west of the centre.

One of the most notable features of Penryn’s character is the very significant survival of its built historic environment. Architecturally, this gives a strong visual cohesion to the townscape and links separate parts of the Conservation Area. It is critical to recognise that this survival does not reflect a single period in the town’s history; there are important extant assemblages of both prestigious townhouses, industrial and maritime structures, and vernacular buildings variously of the 16th, 17th, 18th, and 19th centuries. To a large degree, these were brought together on and today are unified by the underlying medieval urban plan form that has been described already.

Like many settlements locally (and within the wider County), Penryn is built predominantly of local stone, in this case derived from the Carnmenellis granite outcrop lying on the western side of the Fal estuary. Again, this granite is locally distinctive in being of weathered rusty brown nature, giving the town’s architecture a strongly defined appearance. As might be anticipated, the grander houses of the
wealthy were constructed historically with dressed ashlar blocks of granite, whilst granite rubble or killas stone (the less durable product of the Devonian metasedimentary beds immediately around the Fal estuary) were utilised for more modest dwellings, often being rendered or limewashed for extra protection against the elements.
Although heavily dominant, stone is not the universal walling material. The town also has its share of timber framed and some brick buildings. Red brick is of course seen throughout the town in chimney stacks and dressings, but also occasionally in use as a historically high status building material.

Historic roofs in the Conservation Area are generally of ridged form (but see two hipped roofs in the montage on the previous page), covered with Delabole slate, at its best wet laid in random widths and diminishing courses up the pitch of the roof slope. This distinctive character is emphasised by the sloping topography (Photo Sheet 1), which makes the texture of the town’s historic roofing highly visible.

Elaborate timber door cases and porch hoods make an important contribution to Penryn’s architectural character as do traditional timber sash windows. However, as other studies have noted, these are far from ubiquitous. Survivals of timber mullioned casements and rarer horizontally sliding sashes can also be found around the Conservation Area. Within the historic core, the town also has a number of important historic shop fronts. Such features have so often been lost entirely from settlements that have been economically buoyant in the 20th century. Penryn’s uncertain economic status over the past century has contributed in no small way to retention of its historic character and detail, albeit that inevitable alterations have been made to many shopfronts. In the main, as the 1999 appraisal pointed out, these have involved the simplification of detailing in a way that frequently does not conflict with the general character of the streetscape.

Just as with its architectural detailing and ornament to the buildings, the survival of historic granite pavings, steps, kerb stones, marker stones and street gutters represent a notable feature of Penryn’s townscape and grain. Together, these important remnants of its former fabric provide cohesion and give gritty robustness to many street scenes.

The contribution of 20th century structures, especially an unusual grouping of Art Deco commercial buildings along Commercial Road, to the special character of the town should not be overlooked. More recent architecture has been of mixed quality; regrettably, much of it has adopted materials that do not reinforce the distinctiveness of the Conservation Area. However, considerable design efforts have been made with some landmark sites, including that of Jubilee Wharf.

It is all too easy to concentrate attention on the historic core of the Conservation Area and fail to notice the survival of maritime buildings and spaces along Commercial Road. Although the built environment here is of more mixed quality and interest, there are a significant number of such survivals interspersed with the more mundane, providing a different but important flavour of Penryn’s rich past.

Linkages between different parts of the Conservation Area are provided physically by narrow streets and historic passageways (opes) and visually variously by expansive and restricted views and vistas, which are of fundamental importance to the distinctive character of Penryn Conservation Area. The
Penryn Conservation Area Appraisal

Photo sheet 1: The importance of Penryn’s topography

March 2010
range of views is discussed in more detail in the following subsection, but it is worth emphasising here the intimate linkage between these and the three inter-related natural features (estuary, promontory and creeks) which underpin the special character of the Area. For instance, the collage of images set out in Photo Sheet 2 demonstrates the varied and changing visual interplay between the estuary or creek on the one hand and high ground on the other. The resultant views and vistas divide between overt yet framed/channelled long distance views along the estuary or creek or much shorter closed views where the presence of the channel is merely evoked - perhaps by the briefest of glimpses of mast tops.

The linkage between and separation of areas by opes is at times extremely powerful. Arguably, the most startling ‘ope bridge’ is the transformation of character that occurs from one end of the short College Ope off St Thomas Street to the other. The contribution and influence of Penryn’s opes and narrow streets to its distinctive character cannot be overstressed. Subliminally, they constitute a vital reference back to the underlying medieval urban grain within the town’s historic environment. Physically, they provide both linkage and separation between spaces. Visually, their contribution again tends to split into two – strongly framed ‘snapshot’ vistas and tantalising short closed views that evoke character, drawing the casual visitor on, encouraging exploration of byways and backlands. These views and vistas work so much more powerfully where historic exteriors and street materials survive (or have been reinstated), providing a richer experience to the viewer. Photo Sheets 3 and 4 illustrate some of these themes.

3.2 Key views and vistas

As Photo Sheets 1-4 and various images on page 8 of this appraisal readily demonstrate, strategic views and informal ‘snapshot’ vistas occur almost everywhere within the Conservation Area, such is the impact of the underlying natural form of the landscape. Because of this, it is almost invidious to list ‘important’ views and vistas. For one thing, the informal and ‘surprise’ glimpsed cameo actually makes as critical a contribution to the Penryn’s distinctiveness as any and every key ‘set piece’ panorama. Equally, there is little benefit in setting out a long and precise list of views and vistas, which, by inclusion or omission, seems to imply comparative levels of importance or insignificance of contribution to character that are not entirely appropriate in the case of Penryn. The lesson to be learnt from the illustrations is that strategic and informal views and vistas are absolutely fundamental to the character and essence of the Conservation Area. Literally, they define its sense of place. Whilst this is certainly not unique in English towns and other urban settings, it is unusual and very distinctive.

The implication must be that protection and enhancement of all views and vistas should be a key aim of town planning in the Conservation Area. As has been noted already, the presence of local historic materials in the streetscape (whether as part of building exteriors or in the grain of the streets) adds significantly to their richness. Discordant patterns, textures and built form greatly diminish them. The variation in paving materials, the presence of modern railings and protective barriers, and the visual intrusion of overhead cables, aerials and satellite dish shown on Photo Sheet 4 are testimony to live issues in the management of views in Penryn Conservation Area.

Examples of the range of views and vistas requiring active consideration in the planning and management of the Conservation Area include:

- Iconic views up and down Upper and Lower Marker Streets, especially involving the ‘eyecatcher’ Town Hall
Photo sheet 2: The importance of the estuary and creeks
The College Ope ‘bridge’: transporting the pedestrian from the tightly-grained hard landscaped world of St Thomas Street to the hidden greened gardens, expansive views and wandering narrow lanes behind.

Photo sheet 3: The contribution of opes and narrow streets
Photo sheet 4: The contribution of opes and narrow streets
Characteristic views along other significant and central side streets, especially Broad Street, St Thomas Street and St Gluvias Street

Dramatic inward views of the promontory and its taller buildings/grain from the north east (Church Hill) and south (Glasney Terrace)

Back plots and the shape of burgage strips from the foregoing and importantly from the bottom of College Ope off St Thomas Street

Iterative ‘surprise’ vistas along opes in most parts of the Conservation Area

Views of, across and along the estuary

Importance of contribution of mature trees and vegetation to the view of the fields across the estuary from Exchequer Quay

Views along the creek ‘channels’

The powerful landmark formed by the viaduct – for instance, from the junction of Brook Place and College Hill

Allied to the foregoing, the closure provided by the high ground to the west of the railway line capped by residential suburbs as viewed from Exchequer Quay, Bohill and other locations

Views in both directions of the iconic Jubilee Wharf alongside Exchequer Quay

Views out from the ridge of the promontory and certain lower vantage points across unsatisfactory 20th century housing developments to the north of Church Road

Important enclosed views along Bohill and into Bohill from Hill Head.
4 Urban Morphology

4.1 The form, materials and detailing of building exteriors

The majority of buildings within Penryn are of two storeys, although many in the historic core – principally Higher and Lower Market Streets, Broad Street and St Thomas Street are of three storeys given a heightened, more intensive sense of enclosure and containment. The range of built form along Commercial Road and the former maritime industrial areas is greater, but the most cohesive streetscapes here are dominated by historic (and recent imitative) warehouses forms and related commercial structures of three or more storeys.

Traditionally, simple rectangular forms predominate. In most cases, buildings fill the width of the plot – as has already been noted, within the historic core of the town, retention of narrow medieval burgage plots has resulted in continuous terraces of two and sometimes three storeyed structures. Mainly, these are built hard up against the pavement, street or ope.

Generally, street-facing elevations are free of projections, although as previously noted, Penryn does have some good examples of door cases, porch hoods and shop frontages. Building lines are mostly constant along terraces, but occasionally the stepping back of individual or a small group of buildings brings emphasis and adds interest to the local streetscape.

The majority of roofs are of simple pitched construction. The concentration of terraces means that most roofs are of ridged form with gable ends, although, as has already been shown, hipped roofs can also be found. The impact of topography and the variation in age of groups of structures together result in changing eaves lines, even along single terraces. For the same reason, upper and lower cill lines on principal elevations can be quite varied (see above), unlike the archetypal 18th and 19th century terraces of major cities and industrial towns.

The roofscape are very varied – the Conservation Area’s topography has a dramatic impact on appreciation of this. Traditional roofs were covered in Cornish (Delabole) slates, often laid as ‘scantle’ slating, a technique used in West Cornwall, using small slates of random widths set on diminishing courses. The slates were hung on thin laths using oak pegs and were bedded in lime mortar. The technique gives a finely grained and textured roof, contributing significantly to the character of individual buildings and the Conservation Area as a whole. In the recently completed THI funded works in parts of the town centre, renewals of roof coverings were carried out in this way. This work has had a significant beneficial effect upon the streetscape and vistas into and across this section of the Conservation Area. The contribution of decorative and plain red clay cappings should also not be
ignored (Photo Sheet 5). Where loss of original roofing materials - whether slate or otherwise – has occurred, the townscape value and local character become degraded.

Chimney stacks make an important – yet often overlooked contribution – to the Conservation Area’s streetscapes, as do the shadow and emphasis of traditional cast iron gutters at eaves. Where chimneys have been removed, reduced in height, rebuilt in unsuitable modern materials or simply repointed badly in a cement-based mortar, the character and appearance of the individual building and the wider streetscape are nearly always damaged – rather like the impact of bad dentistry.

The range of walling materials has already been discussed and illustrated on pages 7-8 of this appraisal. Considerable damage has been caused to the character and appearance of the Penryn Conservation Area (as in almost every historic street in the country) by poor repointing using inappropriate mortars and finishes. In addition to having a disastrous effect on the appearance of old buildings, this may well hasten decay of the wall fabric itself. Mortars in pointing have to be the sacrificial material, not the stone or brick that forms the matrix of the wall (although where the walling material is of sound good quality granite this is less of an issue, due to its robustness). Lime mortars and renders are a fundamental part of the system that permits old buildings to breathe. They also accommodate greater movement without fracturing than cement based mortars and render. Well-pointed joints in stonework should be slightly recessed behind the face of the stone, not built proud of it like a ribbon or smeared across its face. The colour and texture of pointing mortars are critical too and have to be selected and prepared carefully in new work.

The critical contribution of granite lintels over window and door openings to the character of whole streets is clearly shown by images on this and the preceding page. On some terraces and grander buildings, such as the Town Hall, these are employed as continuous or stepped bands, giving a strong horizontal emphasis to frontages. The same images also illustrate some of the variation in window types, although, overall, vertical sliding sash forms predominate. Nonetheless, there is quite a marked
Photo sheet 5: Roofs and chimney stacks

March 2010
variation in the pattern and distribution of openings in the mass masonry walls, reflecting again the
differences in eaves and cill lines along terraces and groups of historic buildings.

Historic shop fronts are an important element in the streetscape in parts of the Conservation Area. Wherever possible, it is vital that these should be retained and repaired, although a number of buildings have lost some of their traditional detailing and other frontages have been replaced with inappropriate timber, aluminium or PVCu shop fronts. The recently completed THI scheme in the town centre provided grant towards repair or reinstatement of 17 shop fronts, of which 7 were replaced in their entirety. These works emphasised the crucial beneficial impact of reinstating missing historic detail to shop fronts (Photo Sheet 6).

The use of colour on buildings in the Conservation Area is also an important issue. At present, there is no control applied over the choice of colour schemes for external decoration of renders, joinery and metalwork except through the existing Article 4 Direction covering all or parts of Bohill, St Thomas Street, Higher Market Street, Glasney Terrace, College Hill, Hill Head, Carn Rock, Almon Cottages, Saffron Court, Eastwood Road, Quay Hill, Chapel Lane, Helston Road, and Garland Place. Indeed, even in those streets, little co-ordination is evident and generally there is a hotch-potch of sympathetic and inappropriate colour treatments to be seen. The recent THI scheme in the town centre has begun – most successfully - to introduce and encourage the use of a co-ordinated palette of colour within the Conservation Area. The approach adopted, which would benefit general application across the Area, was to use darker colours for the joinery and shop front window detailing, with a lighter contrasting colour for the stucco, render and large wall surfaces to compliment the chosen colour. Loud bright colours, which can be found in a number of places around the Conservation Area, do not make a positive contribution to its character.

### 4.2 Streets

Penryn retains some good examples of robust historic street materials, as has been noted already, in the form of granite pavings, steps, kerb stones, marker stones and street gutters. Granite kerbs are by far the most prevalent of these, providing a strong visual bond across large parts of the Conservation Area. All too often, visually important areas of granite pavings have been compromised by modern service intrusions and repairs/making good using ill-matched materials (Photo Sheet 7).

Other hard surfaces tend to be of tarmac, modern concrete slabs or concrete block paving. These all jar visually within the streetscape and compromise the distinctive character of the Conservation Area. The THI scheme in the town centre has re-established sections of historic granite street materials, including the use of granite planters, to very considerable aesthetic benefit. These improvements need to be safeguarded and extended.

There is a lack of co-ordination of street signage and furniture in the Conservation Area, resulting in streetscapes becoming cluttered and compromised. Overhead servicing also degrades the built environment in many locations. These negative contributions will be discussed again in more detail in a later section.

### 4.3 Spaces

Spaces are as important as structures in the built environment. These may be formal or informal, the ‘accidental’ result of the layout of intersecting streets or planned spaces (such as a historic market
Penryn Conservation Area Appraisal

Photo sheet 6: Shop fronts

Top and middle – before (left) and after (right) THI funded works; bottom – after THI works. Note positive impact of use of co-ordinated colour palette.

March 2010
Photo sheet 7: Materials and elements in the public realm
place), they may be hard landscaped, open ground, or a mixture of garden, planting, paths and boundary enclosures.

Parts of Penryn Conservation Area are marked by the absence of greening, particularly in the form of trees. Although this places greater visual emphasis on hard landscaping in the form of street materials, along Higher and Lower Market Streets, West Street, and Broad Street for example, it has the inverse effect of placing considerable importance on individual trees and other planting, where these occur, whether in the foreground or as a backdrop to a local view (see below).

Works funded as part of the THI scheme have given a strong emphasis to Fish Cross – the junction between Lower Market Street, Broad Street and St Thomas Street – as an urban space. This is an important enhancement to this part of the town that should be protected by future management.

As has already been mentioned, the slopes of the promontory - behind the historic core of the town - and the creek valleys tend to have a very different character, which to a large degree, is far greener. The contrast with the town centre is pronounced and an important aspect of the character of the Conservation Area overall.
5 Character Areas

5.1 Definition of separate character zones

The special interest of Penryn and its Conservation Area is made up of a number of distinct character zones. The boundaries of these are inevitably somewhat subjective, and based not only on physical characteristics but on the dynamic experience of walking or driving through the Area and the perceived point of passage from one character zone to another - what has usefully been described as the ‘boundaries of experience’. Sometimes, this experience results from intangible triggers as much as tangible structures and features. Hence, the experience of character is shaped amongst other things by awareness of enclosure or openness and degrees of noise and activity. These intangible contributions provide edges to areas just as much as lines on a map or changes of use.

A number of different subdivisions of the character areas of Penryn have been made over recent years, culminating in the identification of five separate zones in the CSUS study in 2005. After careful consideration of these various codifications, it has been concluded that there is little benefit to be gained from attempting a completely new definition of the principal character areas. The work of the CSUS study was thorough and detailed and, with one slight exception, is adopted unchanged in this appraisal for clarity and continuity. The exception relates solely to the descriptive tags used for the five character zones, since those utilised by CSUS are not immediately self-explanatory and easily located and so will not necessarily recognised unambiguously by everyone.

The five character areas that will be described below are:

<table>
<thead>
<tr>
<th>Name adopted in this appraisal</th>
<th>Name used in 2005 CSUS study</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Town centre: the medieval core</td>
<td>Medieval commercial core</td>
</tr>
<tr>
<td>2. The merchants’ quarter (Broad Street to Bohill)</td>
<td>Mercantile quarter</td>
</tr>
<tr>
<td>3. Eastern Quays and Glasney creek</td>
<td>Maritime and industrial Penryn - Glasney</td>
</tr>
<tr>
<td>4. Commercial and industrial corridor (Commercial Road and The Praze)</td>
<td>Maritime and industrial Penryn – Gluvias</td>
</tr>
<tr>
<td>5. Residential suburbs</td>
<td>Residential urban suburbs</td>
</tr>
</tbody>
</table>

These five character areas are illustrated in Map 2 and are analysed below on a street by street basis.

In describing the rationale behind its attribution of character areas, the CSUS study notes that, irrespective of the more intangible elements referred to above, each of these five areas has an individual internal coherence resulting from being:
‘Differentiated from each other by their varied historic origins, functions and resultant urban topography, by the processes of change which have affected each subsequently (indicated, for example, by the relative completeness of historic fabric, or significant changes in use and status), and the extent to which these elements and processes are evident in the current townscape. In simple terms, each Character Area may be said to have its own individual ‘biography’ which has determined its present character.’

As that study goes on to note, understanding the distinct character of each of these areas provides a platform for and responsible approach to planning and managing future change across Penryn’s Conservation Area.

The description of each character area starts with illustrations and a plan. A summary is then provided of the area’s interest and defining characteristics along with some principal issues affecting its present and future management.
Penryn Conservation Area Appraisal

Town Centre: the medieval core

March 2010
Penryn Conservation Area Appraisal

Summary

Today’s town centre and main commercial street formed the heart of medieval Penryn. The underlying urban grain of Market Street (as it is known to the west of Saracen Place) and Higher and Lower Market Street (as it is called to the east) is essentially of medieval origin. The street runs along the spine of the promontory (see image on page 4 of this appraisal), widened dramatically for the former market place at its western end and lined for the rest of its length with the remnants of narrow medieval burgage strips. These have dictated today’s plot and property boundaries.

The former market house (now the Grade II* listed Town Hall) is the most important historic building in Penryn. The building seen today – rebuilt in 1825 with its tower added in 1839 - is the latest of several generations on the site since a market house was first recorded in the mid to late 16th century. Set in an island location a little to the east of Saracen Place, separating Upper and Lower Market Streets, it represents an iconic image of the town and its Conservation Area.

The character area has a high level of surviving historic buildings, including many prestigious three storey town houses. Some of these have been converted subsequently for retail and/or commercial use. There remains a good collection of historic timber shop fronts, mainly of 19th century origin, but 31 Higher Market Street has an important 18th century shop front incorporating two projecting timber bay windows. Before the recent Townscape Heritage Initiative grant aided scheme, a number of these shopfronts were in poor condition or had suffered inappropriate alterations, damaging their character. It is to be hoped that this important investment in their conservation will act as a catalyst to ongoing care and repair.

Detailing of buildings along Market Street and Higher and Lower Market Street is quite varied. A number of shopfronts project forward – occasionally these are matched by oriel windows at first floor level. Buildings lining Market Street are variously of two and three storeys height. There is a noticeable concentration of stucco rendered elevations towards the Town Hall end, with more exposed stone elevations towards Helston Road and West Street. Along Upper Market Street (the south side of the eastern length of the street), the buildings – although essentially part of a continuous frontage – are a mix of two and three storeys. Across the street, Lower Market Street properties are mostly three storey.
Courts of houses, built at the back of plots, set at right angles to the street and reached by opes, are a distinctive feature of this area. Regrettably, courts to the rear of the south side of Market Street and their accompanying burgage plots have been obliterated from the urban grain by 20th century housing development. However, on its north side these survive, with long curving garden boundaries running down the slope of the promontory to the rear of 20th century residential properties in Penmarin Road.

Although the medieval grain remains largely intact, further loss and damage to this critical survival (and hence to the distinctive character of Penryn Conservation Area) resulted from the construction of the Methodist chapel in 1891, the formation of the adjacent Saracen Place road junction and a bank building (now the Town Council's offices at 41 Higher Market Street) in the 20th century, and the insertion of the architecturally somewhat brutal Post Office building into the south side of Market Street in the 1970s.

Traffic has a negative impact on this character area as does the clutter of ill-planned signage and street furniture that often goes with modern town centres. This is needless. Better consideration and co-ordination can achieve major gains in character. The THI scheme has given a lot back to the area, but future management of this is an issue and more needs to be done. Much damage is caused to historic materials in the public realm by failure to co-ordinate underground and street surface works, including the nature of repair and making good carried out on completion.

**Highlights**

- The high level of survival and integrity of historic buildings
- The impact of the underlying medieval urban grain
- Views and vistas through and out from the town centre influenced by Penryn’s strong topography
- The impact of topography on the form of streets – especially in split levels along Market Street and at the junction with West Street/Helston Road
- The achievements of Penryn THI
- The Town Hall
- The predominance of traditional local materials in the architecture
- The variety in form and appearance of individual properties
- The survival of granite elements in the public realm and street scene
Issues for consideration

- Lack of economic stability in the town centre
- Isolation from principal commercial activity in town and from the waterfront
- Decline of the area’s ‘urban pre-eminence’
- Poor visitor penetration into town centre
- Safeguarding the future of and building upon recent THI investment
- Traffic
- Car parking
- Street signage
- Streetscape issues
- Negative contributions of 20th century interventions in built grain
- Under-valued and under-utilised public open space around Town Hall

Penryn’s fine historic architecture is almost overpowered here in Market Street by modern street materials (although the granite kerbs make an important contribution), painted road markings and a plethora of street furniture. The 1970s Post Office (right) intrudes into the streetscape.

In Lower Market Street, the street scene is again compromised by signage and painted lines, along with an intrusive high level CCTV mounting. The negative impact of replacement of granite paving with tarmac is obvious. Lack of use of
Summary

This character area includes Broad Street, the upper reach of New Street, the upper (western) end of Quay Hill, St Thomas Street, College Ope, the northern end of College Hill, Bohill and Charter Close.

Broad Street, the physical eastwards continuation of Upper and Lower Market Street along the spine of the promontory, seems to have been laid out somewhat latter than the core of Bishop Brewer’s 13th century settlement, perhaps in the late 14th or early 15th century. It linked the developing town with the estuary and, over the centuries, became lined with wealthy merchants’ houses. It remains dominated by these and the underlying medieval urban grain with its burgage plots, today. Broad Street is an outstandingly complete historic street. Whilst some 17th century buildings survive, the majority belong to the 18th and 19th centuries. Almost all buildings are of two or three storeys.

At its western end, at the junction with Upper and Lower Market Street, St Thomas Street and New Street, Broad Street widens into an informal space known as Fish Cross, reflecting the former presence of a fish market here. Historically and now, Fish Cross represents an important urban focal point. It has recently been reinvigorated with the help of THI funding, removing parking spaces and an unsightly bus shelter, strengthening its status as a public space and extending and reinstating characterful historic paving materials. As elsewhere, the issue now is how this invaluable benefit will be protected and maintained in the future. At its eastern junction with Quay Hill, Broad Street opens out into a semi-public open space known as The Square. This is lined on its west and north sides by two large and imposing houses, both of which are listed buildings. Until WWII, this square had a third built edge, but this and further houses to the east were demolished following bomb damage. As the CSUS report notes, as a result of this erosion of the urban grain, the ‘tight containment and quality of urban form of Broad Street ends abruptly in Quay Hill’. Life and character bleeds out, exacerbating the isolation of Broad Street and Bohill from the waterfront despite their remarkably close proximity.

St Thomas Street runs down the south facing slope of the promontory from Fish Cross. Bending to the right at the base of the hill, it crosses over Glasney Creek to meet with Hill Head (although it should be noted that some modern maps show Hill Head continuing to the base of the hill slope where Bohill interconnects with St Thomas Street. As the 1999 Conservation Area observed, where St Thomas Street climbs the slope, the two and three storeyed houses are packed tightly together, giving the street a strong sense of enclosure. Once it levels out and cross the creek, the urban form opens out markedly so that buildings become interspersed with gardens and yards. As has already been noted, a dramatic change of character is also experienced when passing through the entrance to College Ope off St Thomas Street and entering a far greener more expansive environment, surrounded by gardens and a scattering of houses.
St Thomas Street was of importance historically as the principal connection between the town centre and Glasney College. Today, its western side is a rich tapestry of varied facades from Fish Cross to the base of the hill (and beyond). Its eastern side is less intact and cohesive, being damaged by a number of less than satisfactory 20th century intrusions – although the 1980s Library is a reasonably successful sympathetic insertion into the streetscape. The buildings are a mixture of two and three storeys with individual details that add life to the street. No.8 is an important 17th century timber framed merchant’s house – as other have pointed out, this must be a reasonable reflection of the appearance of many buildings in early post-medieval Penryn.

In addition to this rendered timber framed elevation, materials evident in the streetscape include stone, painted stucco, slate hanging and an eyecatching three storey brick elevation with rusticated quoins to nos.32-34, an 18th century house that was subsequently divided into two.

The area around Glasney creek at the base of St Thomas Street and Hill Head has considerable potential for enhancement. Currently, appreciation of an interesting vista along the creek is hindered by parking, a boundary wall and waste bins behind the Famous Barrel public house. The character of the informal ‘square’ is also degraded by the proliferation of satellite dishes on visible elevations and an untidy yard.

The character of Bohill has been somewhat compromised by traffic engineering in the late 20th century, but it retains importance as part of the historic urban grain, and, most importantly, it could with...
careful attention be enhanced again. Ill-considered signage, concrete bollards and the use of tarmac and concrete block paviers in a lane which cries out for granite pavings to complement its fine surviving granite water channels are the main culprits, along with the obliteration of former burgage plot property boundaries resulting from the development of Charter Close towards its northern end in the 1980s. This is a good demonstration of the damage that can be done to a town’s distinctive character by new development that fails to recognise and respect the underlying centuries old historic grain that otherwise permeates the built environment. Originally Bohill seems to have acted as a medieval back lane to the burgage plots running down the hillside from the south side of Broad Street. Surviving historic buildings are of some interest, mainly of two storeys, in a mixture of materials including high quality tuck pointed brickwork to no.33, and occasionally set at appealingly odd angles to the main street line.

Highlights

- The high level of survival and integrity of historic buildings
- The impact of the underlying medieval urban grain
- Views and vistas through, out from and into the town centre influenced by Penryn’s strong topography
- The achievements of Penryn THI in Broad Street and St Thomas Street
- The predominance of traditional local materials in the architecture
- The variety in form and appearance of individual properties
- The survival of granite elements in the public realm and street scene
- Fish Cross
- The dramatic change of character experienced in passing through College Ope from St Thomas Street
Issues for consideration

- Lack of economic stability in the town centre
- Isolation from principal commercial activity in town and from the waterfront
- Decline of the area’s ‘urban pre-eminence’
- Poor visitor penetration into town centre
- Safeguarding the future of and building upon recent THI investment
- Traffic
- Car parking
- Street signage
- Streetscape issues
- Continued under-use of public open space at ‘Fish Cross’, the junction between Broad Street and St Thomas Street, despite THI investment and the resulting greatly enhanced environment
- Compromise of the medieval burgage urban grain by the Charter Court development
- Inappropriate 20th century insertions on St Thomas Street
- Soil from dogs on pavements and especially along the visually important College Ope
- Impaired outward views down Quay Hill from some recent developments
- Sudden loss of urban grain between Broad Street/The Square and Quay Hill leaches life and character from this end of the character zone
- In association with the Eastern Quays and Glasney creek character area, the potential for enhancement of a ‘Creek Square’ at the junction between St Thomas Street, Bohill and Hill Head with opening up of views along Glasney creek.

This image encapsulates three serious issues affecting the Merchants’ Quarter character area – the importance of keeping historic buildings in good repair using traditional materials and techniques (THI grant aid helped conserve and safeguard the future of the King’s Arms), the ongoing management of the public realm to build upon the successes of the THI funded works, and the continued negative impact of traffic in the historic core of Penryn.
Three further issues in an area that potentially has much to offer – the ‘flattening’ of sense of place that results from the use of tarmac and other modern street materials in a historic setting, the powerful negative impact of traffic signs and groups of satellite dishes even when viewed from some distance, and the widespread problem of car parking and/or parking-restrictive street markings affecting critical views, vistas and streetscapes.
Penryn Conservation Area Appraisal

Eastern Quays and Glasney creek
Summary

This character area includes the site of Glasney College, Glasney Terrace, the greater part of College Hill, Hell Head, Eastwood Road, the Inner Harbour, the bottom (eastern) end of Quay Hill and Exchequer Quay. Topographically, it relates to the tip of the promontory and the valley of Glasney creek to its south. Incorporating Penryn’s medieval quays, it was the economic heart of the town and the focus of maritime and industrial activities. Although a number of industrial premises remain, some are under threat and others have been converted to residential accommodation in recent years. This has spawned additional development of apartment blocks.

Due to its origins, the area has a very different character to those previously described. In general terms, the built environment is far more open and less cohesive. Warehouse buildings, stores and industrial premises including workshops are mixed and contrast with small groups of historic and modern residential properties – mainly, although not entirely of small scale – gap sites, gardens, yards and hardstandings. Two farm complexes survive within this part of the Conservation Area, depleted of the greater part of their former lands. There remains a mix of uses which characterises the area, but this is diminishing with continuing conversion of industrial buildings to residential use. Along with and related to original use, materials and building size vary widely too – industrial structures range from single storey workshops and stores through to bulky three storey warehouses, whilst residential properties range from small two storeyed terraced and semi-detached dwelling houses through to four to five storey apartment blocks. Stone dominates as the traditional visible building material with timber joinery, but there are also many rendered structures and a smaller number of brick buildings. Modern apartment blocks in the Inner Harbour and on College Hill are adopting ‘anywhere’ marina architectural detailing and finishes, especially mixed painted render and stained/painted timber boarded upper elevations with pronounced ‘mock motif’ gables interrupting the principal visible facades.

As the new apartments on College Hill amply demonstrate (bottom left image), there are significant planning issues involved in development in areas of mixed use and building type. It is very easy to
destroy historic character and sense of place by dwarfing the old with the new. There is also a risk that adopted ‘popular’ styles – here, as previously described, typical ‘anywhere’ marina architecture – can be slavishly used out of implied context, a considerable distance from the Inner Harbour, any water, and the large scale historic buildings that housed its associated industries. Appropriateness of context almost always underlies distinctiveness of character.

The surviving quays are of enormous value to this character area and to Penryn as a whole. Foremost amongst these, Exchequer Quay, with its imposing 17th and 18th century granite baulk walls is critically still in use, although the visual dominance of car parking over all other uses is unfortunate. The quaysides have the potential to be archaeologically rich as well, with the likelihood that the remains of earlier structures are buried within made up ground and the existing baulks. Many of the associated warehouses experienced neglect in the latter years of the 20th century as a result of economic decline and redundancy. Some have been lost, whilst others have converted to residential use. At the time of the last appraisal in 1999, Daniel’s Warehouse had already been converted, but the prominent Anchor Warehouse site was in poor condition and a matter of grave concern. This has now been repaired and converted – a major success which should not be overshadowed by the somewhat shallow design of the adjacent associated new development work.

As has been mentioned, several former industrial buildings in this character area are under considerable threat, including the former smithy (more recently, a joinery workshop) at the junction between Eastwood Road, Glasney Terrace and Hill Head (bottom right image on the preceding page). Retention of such buildings depends upon timely identification of a beneficial and economically sustainable new use; yet their retention is also critical for the future vitality and interest of the character area and indeed that of Penryn Conservation Area as a whole. It is not just industrial buildings under threat in this character area. Amongst others, the prominently positioned Eastwood Farm (at the junction between Falmouth Road and Eastwood Road) and outbuildings at College Farm are also in dilapidated condition (see images 46 and 61 at the beginning of this section). These represent a real threat to the health and future of the character area, but also offer the potential for its enhancement.

As we have seen already, historically Glasney College was an extremely important foundation culturally. Today, little of substance remains (image 51) and negligible interpretation is provided to the interested visitor to the open and slightly untidy recreational ground which takes up the core of the historic College site. The archaeological potential of the site is considerable and it is a significant missed opportunity for Penryn.

The principal negative features within this character area are: the various neglected and dilapidated buildings; the intrusion of modern non-distinctive ‘anywhere’ architecture and a number of conversions of dubious quality; poorly designed and ill-coordinated signage, street furniture and lighting; the spread of non-historic materials such as tarmac and concrete block paving in the public realm and visible private hard landscaped areas; the lack of public access to much of the waterside along Glasney creek; overhead cables and other dominant servicing; and, views of 20th century housing of unsatisfactory aesthetic quality and design. Threats include: continuing economic decline and redundancy; lack of investment in essential care and repair; residential development pressures leading to the spread of unsuited architectural styles and forms in inappropriate/character-damaging locations; and, the continuing spread of non-historic materials in the public realm.

**Highlights**

- The surviving evidence of mixed maritime, industrial, agricultural and residential uses, including a number of important historic buildings and structures – some undeniably imposing, yet some of modest form but high townscape and historic value
Views and vistas along and across the estuary and Glasney creek

Wide ranging views of the historic town running along the ridge of the promontory and the surviving evidence of medieval burgage plots in the gardens running down the hill slope

Views to the striking railway viaduct and the hillsides behind from various vantage points

**Issues for consideration**

- Lack of suitable entrance gateway at the edge of the Conservation Area along Falmouth Road
- Degradation of historic character of Falmouth Road section of Conservation Area by recent developments
- Poor state of repair and economic decline of unconverted historic properties along length of Eastwood Road and in the recently added College Hill section of the Conservation Area
- Lack of visitor penetration away from Falmouth Road Traffic
- Car parking
- Street signage
- Streetscape issues
- Lack of public use of the Glasney creek area
- The empty marina
- Ongoing maintenance of the historic quay walls
- Vulnerability of remaining maritime based industries in the area
- Lack of interpretation and celebration of the site of Glasney College, a Scheduled Ancient Monument
- High archaeological potential across the area
- Use of standardised ‘marina architecture’ for recent residential apartments along Eastwood Way and as far inland as the western end of College Hill
- The dwarfing of low rise historic housing on College Hill by the out of scale apartment development on College Hill
- In association with the Merchants’ Quarter character area, the potential for enhancement of a ‘Creek Square’ at the junction between St Thomas Street, Bohill and Hill head with opening up of views along Glasney creek.
Commercial and industrial corridor
Summary

The Commercial and Industrial Corridor is divided into two distinct blocks – Commercial Road running from Exchequer Quay to Church Road and, some way to the west, an industrial zone running from The Praze (the westwards continuation of Commercial Road) to the river channel at the base of the north facing promontory slope. These linear zones of economic activity had clearly developed from relatively intensive historic use of the waterfront and the immediate river valley. Much of the ground is reclaimed land, reflecting the changing underlying topography over time.

Today, this character area – and especially the Commercial Road element – is the most active economic sector of Penryn. The CSUS report termed it ‘vibrant’, but that is perhaps an overstatement of its economic strength and prevailing sense of place.

Historically, Commercial Road grew from backlands and tracks lying below the medieval burgage plots that ran down the north facing slope of the dominant promontory. The first development of any significance in this area appears to have occurred at the tail end of the 18th century. Thereafter, development of the estuary banks was rapid, such that by the time of an 1844 tithe map there was already quite a concentration of buildings and yards and a new road connecting Church Road to the main quay on the line of today’s Commercial Road. This road appears to have been a consolidation of the earlier tracks that initially merely linked individual wharfs and other areas of activity. The second half of the 19th century saw yet further development, although the essence of the Commercial Road that we see today did not appear until road widening had removed all existing buildings on its southern (promontory) side in the late 1930s following construction of a new fixed bridge at its junction with Falmouth Road by Exchequer Quay. The realigned southern side of Commercial Road was redeveloped, replacing the continuous built edge with a more disparate pattern of development, lacking cohesion and strength of grain, but conversely containing several individual buildings of contemporary Art Deco design that are now recognised to be of some merit and which make a positive contribution to the otherwise rather patchy character of the area.

Today, Commercial Road functions as a local secondary bypass to the main town centre and is regarded by many as being representative of the town in general. During survey work for the present Conservation Area appraisal, one resident commented ‘Local people I know outside the town tell me, proudly, “Oh I never go to Penryn, except Asda”. That sums up the damage done to the town centre by an ill-considered superstore building. Everyone sticks firmly to the ring road via Asda, or if they’re daring, Commercial Road and past Jubilee Wharf. Many people think that the frankly rather ugly Commercial Road is Penryn’. Ironically, given its origins, it has the feel of an area for passing through unless one has pressing business there. Occasional glimpses of the estuary and mast tops can be gained, but access to the waterfront seems well nigh impossible. This is one of Penryn’s overarching problems, history, accident and highways issues jointly have conspired to eradicate its vital historic connections with the water.

Almost inevitably, prevailing land use in the area over the past two centuries and the after effect of the road widening scheme of the 1930s have created an urban grain characterised by large scale buildings on big sites. Buildings on the northern side of Commercial Road – and their plots – present a greater cohesion than those to the south which were comprehensively redeveloped around, facing the waterfront and road, although, as noted above, public accessibility to the water’s edge is minimal.

As the CSUS report observes, the physically separated second zone within this character area, which lies further to the west, exhibits linearity similar to that of Commercial Road, but, importantly, its alignment is to the small (now culverted) river channel not the main road. The Praze was an old route out of the town from Church Road. The industrial/commercial zone here began to be developed in the 19th century, but much that is seen today belongs to the 20th century, including the 1930s Art Deco
Cornish Linen Service laundry building (which is slightly incongruously attached to a stone built 19th century terrace of modest housing). As the area map demonstrates, aside from the laundry complex, this zone effectively lies off The Praze behind the (mainly 19th century) housing that lines the main road and close up against the base of the hill slope from where it is overlooked by recent apartment developments.

Materials in this zone reflect the relatively modern nature of the structures, with a concentration of sheet claddings including corrugated asbestos cement sheeting. The Cornish Linen building stands out with its painted rendered walls, variously under flat and sheeted ridged roof coverings. The Commercial Road section is more varied. At its Jubilee Wharf close to the base of Quay Hill and facing Exchequer Quay is unashamedly a steel-framed building clad in timber and contrasting sheet materials. It brings vigour and a certain idiosyncratic style to Commercial Road – although, in fairness, inevitably it is not universally admired within the local community. Be that as it may, it is appreciated for the life that it is bringing to this part of Penryn. Moving westwards along Commercial Road, a considerable diversity of styles and materials is experienced with high quality historic granite warehousing interspersed with more mundane and functional sheet clad framed buildings. As has already been observed, the north side is more cohesive than the south, but the latter contains some good 20th century architecture, and a common bond between the two is the size of the individual sites.
Buildings on both sides of Commercial Road are under pressure for conversion to residential use as a result of the economic uncertainties facing current retail and reasonably light industrial uses. A balance needs to be achieved between such conversions and the risk of loss of important historic buildings to neglect or redevelopment. Perhaps the optimum realistic approach is to permit beneficial changes of use that do not compromise the interest of buildings on the south side of Commercial Road, but to resist the loss of maritime and related uses on its north side adjacent to the water.

Islington Wharf off Church Road to the north of the estuary lies on reclaimed ground. Today, it is a self-contained area of mixed industrial and maritime use. In the 19th century, it was the site of a foundry and large tannery. Several historic structures survive including a listed warehouse on the eastern edge of the site dating from the mid 19th century. The wharf is enclosed, looks inward and appears to the visitor to be private – unwelcoming of public access. Church Beach alongside is inadequately signed and, like Islington Wharf, is an under-used asset by the visiting public despite being one of the few places where access to the waterside is possible.

**Highlights**

- The surviving evidence of mixed maritime, industrial, and residential uses, including a number of important historic buildings and structures – some undeniably imposing, such as the robust warehouses and the surprising Art Deco influences
- Views and vistas along and across the estuary, when and where access can be obtained
- The much under-used Church Beach
- The wide panorama of the historic town running along the ridge of the promontory from Church Road and parts of Islington Wharf

**Issues for consideration**

- Lack of economic stability
- Competition from out of town
- Poor visitor penetration away from Exchequer Quay
- Traffic
- Car parking
- Pedestrian safety
- Street signage
- Streetscape issues
- Negative contributions of 20th century interventions in the built urban grain
- Erosion of historic character and interest
- Erosion of urban grain
- Loss of maritime related industries and premises, often in favour of residential conversions

March 2010
Lack of integration of the river with the streetscape and activity

Lack of connection with town centre

Lack of connection and signage to Church Hill, Islington Wharf and Church Beach

Vulnerability of all historic environment including Art Deco buildings
Penryn Conservation Area Appraisal

Residential suburbs

March 2010
Summary

This character area includes Helston Road and West Street running along the spine of the promontory to the west of the town centre, a large and very mixed block of land dominated by residential use on the north facing slope of the promontory, housing along The Praze, and older residential properties and St Gluvias Church on Church Road. There is not complete homogeneity in terms of architecture or built character (although there is some); clearly what links these streets is character derived from use.

Helston Road, West Street, Truro Lane, Shute Lane with Mutton Row, St. Gluvias Street, New Street, St. Thomas Street and Bohill contain long terraces of varied 18th and 19th century houses and cottages, many of them listed, and packed tightly together forming a strong streetscape. Conversely, Penmarin Road is dominated by housing development from the first half of the 20th century – this was incorporated into the Conservation Area in 2001 to bring coherence to the form of the Area. The Praze has groups of 18th but mainly 19th century terraced housing interspersed by gaps. The historic buildings on Church Lane are generally of larger scale and, by the Church, of some refinement and architectural interest.

As the CSUS study noted, many of these streets are in fact ancient routes, which have been built along with ribbon development as the town expanded during the 17th, 18th and 19th centuries. Although now predominately residential, historic uses were more varied, including a rope walk at The Praze, along with shops and pubs, schools and chapels. Burgage plot boundaries and a medieval field system dictate the pattern of development along West Street and Helston Road, although these have been lost to the south of Helston Road through construction of modern housing estates.

Typically, the houses are of two storeys, although some are of three storeys. Killas stone and granite are dominant for walling, with many houses partly or fully rendered. Several slate hung properties can also be found, such as 69 West Street which has recently been repaired grant aided by Penryn THI. As elsewhere in the older parts of the Conservation Area, traditional Cornish slate or Welsh slate roofs are the norm.

As 69 West Street (left hand image) clearly demonstrates, although this is largely a residential area, important redundant shopfronts do survive and are clearly a fundamental part of the character of the area. West Street also retains evidence of historic social hierarchy, with slightly larger houses on its north side. These presumably had the benefit of views across the river valley below. Their counterparts on the south side are marginally more modest and densely packed (right hand image).

The historic windows are in timber and generally are of sash form, usually with granite lintels and detailing, but occasionally with brick arches. Historic doors are also of timber as would be expected.

March 2010
Doorcases are a prominent feature of some buildings, with a sprinkling of ornate porch hoods. Many houses incorporate a central alleyway giving access to the rear of the house and plot.

Recent development of St Thomas Court off West Street highlights an issue of concern for the whole of Penryn Conservation Area where the strong medieval urban grain underlies the modern townscape. Whilst some effort has been made to use external materials such as painted render and slate hanging on some of the new houses, the shape of the development is especially alien to the local street scene, striking a highly discordant note and undermining local sense of place.

Equally, whilst good historic street materials do survive in this character area, little effort has been made to integrate the new development into its Conservation Area setting by adopting appropriate public realm materials. This is damaging and a lost opportunity to contribute to Penryn’s important built environment with new construction.

The final point which should be mentioned is the importance of topography throughout this character area, but especially in steep narrow streets such as New Street, Truro Lane, Mutton Row and Shute Lane. Here, the impact of topography dominates all other influences on the form of building and the distinctive local character.

**Highlights**

- The extent of survival of historic buildings, often in densely packed terraces
- St Gluvias Church which forms a landmark in wide ranging views
- Associated 17th and 19th century houses adjacent to the Church
- The Art Deco influenced Stuart Stephen Memorial Hall of 1928 in West Street
- The predominance of traditional local materials in and the affect of topography on the architecture
- The survival of granite elements in the public realm and street scene
- Views and vistas along and across the river valley and from the promontory
- Mature trees in gardens visible from Helston Road and West Street and the much more extensive greenery in Church Road.
Penryn Conservation Area Appraisal

Issues for consideration

- Erosion of historic character through demands of changing fashions and social/cultural norms and spread of ‘marina architecture’ to the promontory (St Thomas Court, West Street)
- 20th century housing developments including that in Penmarin Road
- The visual impact of 20th century housing estates on the hill slope north of The Praze
- Incremental loss of historic environment and architectural integrity in parts of the suburbs
- Safeguarding the future of and building upon recent THI investment
- Traffic
- Car parking
- Street signage
- Streetscape issues
- Overhead cables
- Vulnerability of important historic grain of medieval field system off West Street and medieval burgage plots elsewhere
- Litter and soiling of pavements by dogs
- Lack of control of weeds in visible backlands and opes
- Lack of suitable entrance gateways from the north west and at the railway station (which lies just outside the Conservation Area, but is a key arrival point)
- Spread of apartment developments eg at junction between Brown’s Hill and the Praze
- Lack of attractive signage to the town centre
- Compromise of views and vistas
6 Issues and Capacity for Change

6.1 The Conservation Area’s boundaries

The boundaries of the Conservation Area were last reviewed and subsequently extended in 2001. After consideration, no recommendation for alteration of the boundary is felt to be relevant at the present time.

6.2 Issues

Issues affecting the various character areas have been set out in the preceding section. In summary, the principal issues confronting the Conservation Area are:

- **Comparative economic weakness of the town as a whole and/or economic downturn in the UK**

  The 1999 Conservation Area appraisal found that of 64 shops, public houses and former bank premises in Penryn’s town centre, 12 were empty and 11 had been or were in the process of being converted into residential properties. The situation has barely improved in the intervening 9 years, despite the successful investment of THI and associated funds in the physical fabric and public realm. In addition, the surviving traditional maritime based industries in Penryn are under considerable pressure and threat.

  Unquestionably, the health and vigour of the Conservation Area is extremely vulnerable to the economic standing of the town and its comparative and competitive status within Cornwall and the South West region.

- **Ongoing isolation of the town centre from principal commercial activity in town and from the waterfront**

  The town centre and adjacent character areas have been compromised and continue to be threatened by their isolation up on the promontory from economic activity along Commercial Road.

- **Further retail and commercial development ‘out of town’**

  The views of the resident cited above pinpoint clearly the perceived damage that has been done to Penryn’s fragile economy by out of town development. Further retail growth away from the Conservation Area could undermine the viability of the historic core entirely, putting the historic environment at grave risk.

- **Increased vehicular traffic**

  Traffic and traffic management are severely compromising the quality of the public realm throughout Penryn. Traffic is one of the key issues that confronts effective management of the Conservation Area. As many have observed, the proliferation and poor quality of signage in the Conservation Area results in visual clutter. On-street parking affects pedestrian safety and hinders traffic flow, whilst also compromising appreciation of views and the fine streetscape. To date, traffic management and parking schemes have failed to respect the character of the
Penryn Conservation Area Appraisal

Conservation Area and have not proven entirely successful. The town centre has inadequate car parking provision and the natural topography renders car parks located away from the ridge unpopular.

- **Lack of appreciation of the characteristics, factors and features that make Penryn special and give it value**

As has already been noted, planning and management decisions built from any other platform than a sound understanding of Penryn’s special interest and distinctiveness are likely to prove to be bad decisions, resulting in damage to the town’s and the community’s best interests.

- **Further erosion of local distinctiveness and important characteristics within Penryn’s historic environment by inappropriate new development**

Lasting damage has been caused to the character of the Conservation Area by developments in the past twenty years that have ignored and over-written the underlying historic plan form and urban grain of the town. There is increasing usage of design elements and materials in new developments that do not respect local traditions and distinctiveness.

- **Community/stakeholder apathy**

Public apathy and lack of social cohesion are affecting the whole country, but, in seeking to make step changes in a place like Penryn and its Conservation Area, these traits can be extremely limiting. One business person interviewed in the town during preparation of this Management Plan hit the nail on the head, ‘Suggestions for improvements are continually being met with “Oh well, it’s always been like this in Penryn”. So we end up squabbling over crumbs from a very small cake when what we need to do is grasp the idea of making the cake bigger. For that, people have to want to become involved, show some initiative and real enthusiasm for making the town a success...If we all do our bit, with the town’s wonderful architecture and intact Market Street, potentially good transport links and given some well-placed joined-up investment, it could be the most sustainable town in Cornwall.’ Apathy is a real threat to making sustainable progress, but it is important to record that the public engagement event held to inform preparation of this Appraisal and the associated Management Plan was particularly notable for the enthusiasm and collective will that was shown by all who attended.

Other issues to be addressed include:

- Undoubtedly partly as a result of the isolation of the town centre from Commercial Road and the waterfront, there is poor visitor penetration into the town centre and other attractive parts of the Conservation Area

- Lack of attractive and enticing entrance gateways into the Conservation Area

- Under-valued and under-utilised public open spaces

- Lack of interpretation and celebration of the site of Glasney College, a Scheduled Ancient Monument

- Compromise of important views and vistas.

March 2010
6.3 Community engagement

Following initial survey work, a walking workshop was held on 10 May 2008. 34 members of the community attended. After a tour of parts of the Conservation Area, a workshop was held in Penryn’s Town Hall to discuss issues arising from and to inform production of the Conservation Area appraisal and Management Plan. This was a very successful and informative event.

The Penryn Conservation Area Management Plan contains proposals for enhancement of the Conservation Area and associated management actions that were raised by many members of the local community. Those receiving consistent support were:

- Introduction of entrance gateways to the town
- Enhancement of opes
- Re-establishing links to watersides
- Improvements to wayfinding
- Improvements to car parking
- Rationalisation of signage and reduction of street clutter
- Redevelopment of the Post Office in Higher Market Street
- Implementation of a one way traffic system in the town centre
Penryn Conservation Area Appraisal

- Improve the management of parking regulations to stop parking on double yellow lines, parking at bus stops, and driving on payments.

- Safeguard surviving historic retail use within the town centre through a policy of actively discouraging conversion to residential and other uses.

- Encourage retail use and its economic success by introducing financial incentives to new business – for instance, develop and fund a one year rate reduction or ‘holiday’ for new retail businesses.

- Promote, enhance and interpret the Glasney College site, providing a sensory garden and improved ‘greening’ of the space. Fund archaeological and other investigation to inform the project.

- Promote riverside walk along Glasney valley, improving its access from College Hill within this character area and the riverside walk itself.

- Enhance and promote the various riverside areas through improved interpretation, provision of public access, provision of a slipway and removal of derelict craft.

- Publicise Estuary walk and provide parking spaces to encourage walkers to use the water front.

- Establish long term programme to eradicate or substantially reduce visual interference and negative contribution to street scenes of overhead service cables

- Develop, improve and promote walks along Church Beach

As part of the workshop, attendees were asked to consider ways of integrating the University and its students and staff into the culture of the town so as to benefit the Conservation Area. This stimulated a lot of very positive suggestions, including:

- Improve communication between the University, the town and the Town Council in order to determine what the University wants from the town and its residents and how the two can work together to mutual benefit.

- Encourage the University to use public buildings such as the Town Hall and Temperance Hall for staging exhibitions, performances etc.

- Promote the town positively to students to encourage them to use local facilities.

- Involve the University in the decision making process of the town’s development.

- Encourage the University to promote Penryn and vice versa.

- Include ‘Penryn’ in the University's title – for instance, Tremough Penryn.

- Encourage the University to use the town as a tool for teaching projects and to publish and archive the student’s work in the local library.

- Encourage the University to make the campus more accessible to residents.

- Promote University events in the town.
Promote the University in the town by hosting a May Ball or Rag Week.

Include the University in the town’s revitalised Fair Day

Provide a shuttle bus service between the town and University to encourage use of public transport and local shops and facilities.

Improve public transport generally (rail, bus, park and ride) to reduce existing parking problems.

Improve parking facilities for students

Involve the University in future Conservation Area appraisals and in ongoing management of the historic town.

Use the University to undertake practical projects that will enhance and improve the town (for instance, horticultural and sustainability projects).

Provide a seat on the town council for a member of the University’s staff and/or student.

Provide a craft centre in the town to allow students to exhibit their work – perhaps making use of the proposed visitor centre.

Encourage student oriented shops and outlets that will persuade students to visit and use the town centre.

Work with University to develop public art for Penryn in agreed locations including the proposed gateways.

The workshop also generated ideas for the improvement and enhancement of Penryn beyond the boundaries of the Conservation Area. These ideas included:

- The need for major enhancements to the railway station, its immediate surrounds and its linkage to the town centre as a vital entry point into the Conservation Area
- Encourage development and use of Penryn’s reservoir to link to the town as a water attraction and public space
- Create an island in the estuary to encourage bio-diversity, wildlife, educational use etc.
- Enhance and promote the riverside areas through improved interpretation, provision of public access, provision of a slipway and removal of derelict craft.
- Repair and maintain historic craft.
- Revitalise Penryn’s Fair Day
- Promote the town for use as a setting for films and television dramas.
- Publicise the ‘secrets’ of Penryn on a website and in local and national newspapers and journals.
- Provide local residents with free access to the water and river transport.
- Encourage use of water transport to bring visitors to the town.
Encourage residents to involve themselves in community activities within their local neighbourhoods by promoting planting schemes, maintaining their areas etc.

Encourage and promote cultural activities such as theatre, music, festivals and the arts.

6.4 Next steps

The Penryn Conservation Area Management plan has been prepared in conjunction with development of this appraisal. It contains seven draft policies for management of the Conservation Area and ends with a summary of 35 key management actions to be implemented over the next 5 years before the Conservation Area appraisal and the Management Plan are due for review.
This Conservation Area Management Plan was commissioned by Carrick District Council in 2007. At the Carrick Cabinet meeting on 10 February 2009 Members resolved to recommend to the Joint Implementation Executive that the Penryn Conservation Area Management Plan be adopted. It was subsequently endorsed by Cornwall Council as a material consideration within the emerging Cornwall Council Local Development Framework on 24 April 2010. The recommended changes to the boundaries of Penryn Conservation Area were authorised by Cornwall Council and came into effect on 24 April 2010.
CONTENTS

1 Introduction ........................................................................................................... 1

2 Attributes of the Conservation Area .................................................................. 3
  2.1 Description ........................................................................................................... 3
  2.2 Historic Context .................................................................................................. 3
  2.3 Summary of special interest .................................................................................. 5
  2.4 Strengths and weaknesses, threats and opportunities ........................................ 6

3 General Policy Recommendations ..................................................................... 13
  3.1 Introduction ........................................................................................................... 13
  3.2 The Local Planning Context ................................................................................ 13
  3.3 Management Plan Policies .................................................................................. 14

4 Care and Enhancement in the Conservation Area ............................................ 20
  4.1 Introduction ........................................................................................................... 20
  4.2 Best care and maintenance .................................................................................. 21

5 New Design in the Conservation Area ............................................................... 35
  5.1 Guidance on enhancements and new development ........................................... 35
  5.2 Guidance on changes within the public realm ..................................................... 38
  5.3 Specific physical enhancement projects across the Conservation Area as a whole .................................................. 42
  5.4 Specific management action for character areas within the Conservation Area .................................................. 53
  5.5 Essential enhancements in the setting of the Conservation Area ....................... 63
  5.6 Making the most of a major opportunity ............................................................ 64
  5.7 Other desired projects to benefit the Conservation Area .................................. 66

6 Protection ............................................................................................................. 67
  6.1 Introduction ........................................................................................................... 67
  6.2 Designations ........................................................................................................ 67
  6.3 Locally listed buildings ....................................................................................... 68
  6.4 Article 4 Direction ............................................................................................... 70

7 Enforcement ............................................................................................................ 72
  7.1 Introduction ........................................................................................................... 72
  7.2 Listed Buildings At Risk ...................................................................................... 72
  7.3 Enforcement powers ......................................................................................... 73

8 Implementation of the Management Plan ......................................................... 74
  8.1 Introduction ........................................................................................................... 74
  8.2 Overseeing the plan ............................................................................................ 74
  8.3 Implementing the plan ....................................................................................... 74
  8.4 Resources required for effective implementation ............................................ 75
  8.5 Monitoring, evaluation and review of the management plan ............................. 76
  8.6 Summary of actions ........................................................................................... 76

ANNEX I: Legislative Background ......................................................................... i
ANNEX II: Retained Local Plan Policies Relevant to the Conservation Area .......... v
ANNEX III: Sources of Further Information ......................................................... vi
ANNEX IV: Article 4 Direction – Approved Palette of Colours ............................. viii
ANNEX V: Proposed Article 4 Direction ................................................................. ix

March 2010
1 Introduction

This Management Plan for Penryn Conservation Area was commissioned by Carrick District Council in October 2007. It has been prepared in accordance with national planning policy and guidance. Its purpose is to present a practical and understandable guide, for use variously by the local planning authority, property owners and occupiers, developers and their advisors on the type and extent of development that is permitted and desirable within and surrounding the Conservation Area.

This Management Plan has been developed from the 2008 Character Appraisal of the Penryn Conservation Area and has been produced in consultation with the local community. It sets out objectives for the protection and enhancement of the conservation area, seeks to address weaknesses and threats identified in the Character Appraisal, and bring forward opportunities to enhance the area. The Management Plan should be read in conjunction with the Character Appraisal which is available on the Cornwall Council website www.cornwall.gov.uk.

In addition to the 2008 Conservation Area Appraisal, this Management Plan builds on an extensive body of recent research and planning, including:

- The Penryn Conservation Area Appraisal (1999), produced by The Conservation Studio;
- Cornwall & Scilly Urban Survey ‘Historic Characterisation for Regeneration – Penryn’ (2005);
- Falmouth & Penryn Combined Development Framework (2005), produced by Terence O’Rourke;
- Town Centre Health Check for Falmouth and Penryn (2001), produced by Colliers Conrad Ritblat and Erdman;
- Penryn Action Plan (1999), produced by GL Hearn Planning;
- Penryn Townscape Heritage Initiative (2008), prepared by Dr Alyson Cooper.

The Management Plan encourages the Council, property owners and occupiers, developers and their advisors, and the local community at large to engage in the conservation, beneficial use and enhancement of the local historic environment. This will help secure the long term viability of Penryn and its Conservation Area as an important social and economic asset.

The three key objectives of the Management Plan (supported by the Character Appraisal) are:

- To acknowledge the issues facing the management of the Conservation Area;
Penryn Conservation Area Management Plan

- To provide policies for the positive management of the Conservation Area, thereby ensuring that the value of this local historic environment is protected, conserved and enhanced;

- To set out a prioritised programme of actions in support of these policies, to be achieved within the current life cycle of the Management Plan.

The format of this document reflects the two main priorities of a Conservation Area Management Plan:

- To ensure the ongoing protection of the existing buildings, spaces and townscape of the Conservation Area and,

- To guide its future development in a manner that respects, builds upon and enhances its special character and appearance.

The Plan begins with a description of the essence of Penryn's Conservation Area (Map 1) and the opportunities, threats and issues facing its future management. It then details general and specific planning policies and controls effective across the Conservation Area, before outlining proposals for enhancement of the Area. The Management Plan culminates with recommendations regarding heritage protection measures and with an implementation programme.

March 2010
Map 1: Penryn Conservation Area
2 Attributes of the Conservation Area

2.1 Description

Penryn is situated on the south coast of Cornwall, 8 miles south west of Truro and 2½ miles north west of Falmouth. In the 2001 decennial census, its population is recorded as 6,227.

Penryn is situated at the head of the tidal part of the River Penryn, an offshoot of the River Fal estuary that runs from Falmouth to Truro at the head of its tidal reach. The historic town was built on a striking promontory overlooking the estuary, with two river valleys – that of the Penryn River to the north of the promontory and Glasney Creek (also known as the College or Antron) to the south – forming natural boundaries to its spread on either side.

2.2 Historic Context

As previous studies have identified, the name ‘Penryn’ means ‘the end of the point’ or ‘promontory’, clearly reinforcing the importance to the historic settlement of its topography.

The Domesday Book of 1085 does not refer to Penryn, but the manor of Trewel (Treliever) and that of Tregal (Tregaire) are both mentioned. These later comprised the manor of Penryn, which was divided into Penryn Borough and Penryn Foreign. At the time of Domesday, there were 34 families in the demesne that equated to Penryn Borough. The area was partly of a wooded nature - some 60 acres of woodland are recorded.

The settlement known as Penryn was established in the early 13th century by the Bishop of Exeter, Bishop Brewer, who already owned a palace nearby in the parish of Budock. In 1236, he granted the burgesses their freedom by giving the new town borough status and the first market and fair charter was granted in 1259.

Penryn’s creation was intended to stimulate economic activity in the area, although undoubtedly pre-existing presence of Bishop Brewer’s lands nearby helped dictate its location, along with the clear benefits to be gained from the defensive strengths of the promontory and the convenience of accessibility to the sea along the estuary.

As the 1999 Conservation Area appraisal records, the distinctive long, narrow curving burgage strips on either side of the wide market street, stretching along the length of the promontory, were created soon after establishment of the settlement. Each plot was about an acre in area, reaching into the valleys on either side of the main street, with orchards and gardens at the river ends.

Whilst the early 13th century town had a small chapel, St Mary’s, close to today’s junction of Broad Street and Higher Market Street, it also continued to use the pre-existing parish church, St Gluvias, positioned not in the core of the town on the promontory, but tucked around the northern side of Penryn Creek. This position appears to reflect the location of earlier habitation in the area, which seemingly was centred around the end of the creek and higher ground to its north west. Both St Gluvias church and the existence of a large Romano-British enclosure roughly 17 metres in diameter - now known as Round Ring - are evidence of this. It is believed that St Gluvias was a 6th century early Christian lann site.
In 1265, this was augmented by the foundation of the collegiate church of St Thomas of Glasney by Bishop Bronescombe on the southern outskirts of the town – again in a valley, not on the promontory. Glasney College became important as a place of ecclesiastical learning and of significance to Cornish culture. The foundation was to play a significant role in the evolution and character of the town. The complex included religious and administrative buildings, the bishop’s palace and deer park, a precinct of canon’s houses, gardens, and substantial defences on its estuarine side. It has been suggested that ‘Glasneth’ means ‘green vegetation’. The College site, covering almost 5 acres of marshy but densely wooded land, lay within the neighbouring parish of Budock. It is said that the design of the church was based on that of Exeter Cathedral.

Initially, St Mary’s Chapel was the easternmost building in the 13th century town centre. It narrowed the town’s seaward entrance, forming a defensible gateway. During the 14th and 15th centuries, Penryn developed further east along Broad Street, although for defensive reasons the land at the end of the promontory was left open. St Thomas Street linked the town with Glasney College, although it may well have been in existence before the construction of the College complex since it provided access to the best crossing place over what is now known as Glasney creek.

Penryn was a defended town. Access to it from the north and south was controlled by the crossing points over the two creeks. The town’s fortifications were equipped with guns. A map of Penryn dating from around 1540 shows three defensive towers and an encircling wall at Glasney College, probably created as part of Henry VIII’s coastal defences.

Medieval Penryn prospered, successfully diverting much foreign trade away from Truro. Its more convenient location - closer to the mouth of the estuary - made it popular with merchants and it rapidly became one of Cornwall’s principal ports. By 1327, only a century after its establishment, nearly half of Penryn’s population were termed ‘foreigners’ - most probably meaning ‘outsiders’ not of Cornish origins. In addition to maritime based trade, fishing was inevitably an important part of the town’s economy. The market was situated near to St Mary’s chapel, giving rise to the name of Fish Cross for the space at the junction between Broad Street, Market Street and St Thomas Street. Cellars for the storage of fish were built close to the creeks and their quays at the lower ends of the burgage plots.

Glasney College was dissolved in 1548. Temporarily, the loss of the College must have had a profound effect upon the town, since it formed a central part of its life, economy, prestige and administration. Despite this loss, for the remainder of the 16th century, the town continued to prosper and grow.

During the 17th century, the Killigrew family developed the new town and port of Falmouth, despite protests from both Penryn and Truro. As a result, Penryn’s premier maritime position receded, although extensive economic activity continued and the town continued to profit from coastal trade based on smaller ships than those using the deep natural harbour at Falmouth. Penryn’s Town Quay (now known as Exchequer Quay) was constructed in 1676 in an attempt to control the payment of duties on imported and exported goods.

The 18th and 19th centuries saw continued and varied trading and increasing industrialisation. Penryn gradually transformed itself into an industrial port, supplying goods and food and exporting minerals and stone from its wider hinterland. Despite the competition from Falmouth, Penryn’s trade flourished and quays were developed along what is now Commercial Road.
Penryn Conservation Area Management Plan

Penryn was a favoured residence for wealthy merchants until the early 19th century - the surviving historic buildings of the town, especially along its most important streets, reflect this.

During the early and mid 20th century, the economic downturn experienced throughout Cornwall affected the town badly, although for a while, its diverse economy buffered the blow to some extent. The late 20th and early 21st centuries have seen the town’s economic situation changing with both European, public and private money fuelling regeneration and redevelopment in and around the town.

Of particular importance to this Management Plan, from 2002-08 the Penryn Townscape Heritage Initiative scheme (which included the whole of the Conservation Area) invested in conservation and repairs to targeted buildings within the historic town centre. Despite the success of these various regenerative initiatives, at best Penryn’s economic health and outlook remains fragile.

2.3 Summary of special interest

In its 2005 report on Penryn, which covered virtually the same geographical area as the Conservation Area, the Cornwall & Scilly Urban Survey [CSUS] found that its special interest could be defined as follows:

‘Penryn is one of the best surviving historic towns of Cornwall.

Its fascinating and complex history, entwined with that of Glasney College with all its cultural significance has shaped today’s town.

Its striking landscape setting, estuary location, twin river valleys and dramatic promontory site form an important and attractive element of its unique character. Its strong underlying medieval layout, with swollen market street and surviving burgage strips still define the urban form. Above all, the sheer concentration and survival of 17th, 18th and 19th century buildings is of note. The building stock is also a valuable historic resource, with the potential for enabling the study of Cornish town buildings from the sixteenth to nineteenth centuries. This remarkable built environment is of the highest quality, featuring a wide ranging mix of important building groups including elements of early surviving fabric concealed behind later frontages, prestigious and impressive town houses, robust structures, warehouses, wharfs and quays, recalling the town’s important maritime and industrial economy, and of more recent interest, the group of art deco structures along Commercial Road and The Praze. Unified by the use of granite (itself an internationally important trade centred on the town in the 18th and 19th centuries), stucco and of slate, the town also displays imported red brick and pantiles, unusual in the Cornish setting but at home in this historic port.’

The King’s Arms and Fish Cross after THI investment

March 2010
2.4 Strengths and weaknesses, threats and opportunities

The strengths of the town and its Conservation Area are derived from its distinctive character and the following three key elements:

- A distinctive and strong underlying topography
- The importance of the estuary, creeks and waterfronts to the settlement
- An exceedingly rich built historic environment

Penryn’s distinctive character derives from:

- very substantial survival of its medieval layout and grain, including burgage strip plots in key locations which still define its urban form and the nature of its streets, opes and open spaces
- the concentration of its surviving 17th, 18th and 19th century buildings
- the extensive use of local traditional materials and detailing, and the coherence that this brings to its streetscapes
- the major contribution made both by key and passing views and vistas that result from the combination of the town’s striking topography and its estuarine setting.

The Conservation Area contains five distinct character areas. These are:

- Town centre: the medieval core
- The merchants’ quarter (Broad Street to Bohill)
- Eastern Quays and Glasney creek
- Commercial and industrial corridor (Commercial Road and The Praze)
- Residential suburbs.

The Conservation Area Appraisal highlights the positive aspects of each character area and identifies key significant issues and threats to their effective conservation and enhancement. In summary, the Area’s weaknesses and threats are:

- Comparative economic weakness of the town as a whole and/or economic downturn in the UK
Penryn Conservation Area Management Plan

The 1999 Conservation Area appraisal found that of 64 shops, public houses and former bank premises in Penryn's town centre, 12 were empty and 11 had been or were in the process of being converted into residential properties. The situation has barely improved in the intervening 9 years, despite the successful investment of THI and associated funds in the physical fabric and public realm. During survey work for the present Conservation Area appraisal, in conversation, one shopkeeper reflected ‘Penryn is a lovely little place. It ought to be buzzing, but it’s locked in a vicious circle of declining footfall, closed businesses and empty shopfronts.’

In addition, the surviving traditional maritime based industries in Penryn are under considerable pressure and threat.

Unquestionably, the health and vigour of the Conservation Area is extremely vulnerable to the economic standing of the town and its comparative and competitive status within Cornwall and the South West region.

- **Ongoing isolation of the town centre from principal commercial activity in town and from the waterfront**

The CSUS rightly found that the town centre and adjacent character areas have been compromised and continue to be threatened by their isolation up on the promontory from economic activity along Commercial Road. During survey work for the present Conservation Area appraisal, one resident commented ‘Local people I know outside the town tell me, proudly, “Oh I never go to Penryn, except Asda”. That sums up the damage done to the town centre by an ill-considered superstore building. Everyone sticks firmly to the ring road via Asda, or if they’re daring, Commercial Road and past Jubilee Wharf. Many people think that the frankly rather ugly Commercial Road is Penryn’. This is a reasonable summary of the plight of the town’s historic core and represents a substantive threat for its future sustainability and potentially the survival of its special interest. Commercial Road itself now lies within the Conservation Area, but its own well-being would also be greatly strengthened by a more cohesive Penryn. For the present, it too shows signs of economic weakness and instability.

*The distancing of the town centre from the activity in Commercial Road*
Further retail and commercial development ‘out of town’

The views of the resident cited above pinpoint clearly the perceived damage that has been done to Penryn’s fragile economy by out of town development. Further retail growth away from the Conservation Area could undermine the viability of the historic core entirely, putting the historic environment at grave risk.

Increased vehicular traffic

Traffic and traffic management are severely compromising the quality of the public realm throughout Penryn. Traffic is one of the key issues that confronts effective management of the Conservation Area.

As many have observed, the proliferation and poor quality of signage in the Conservation Area results in visual clutter. On-street parking affects pedestrian safety and hinders traffic flow, whilst also compromising appreciation of views and the fine streetscape. To date, traffic management and parking schemes have failed to respect the character of the Conservation Area and have not proven entirely successful. The town centre has inadequate car parking provision and the natural topography renders car parks located away from the ridge unpopular.

Lack of appreciation of the characteristics, factors and features that make Penryn special and give it value

As has already been noted, planning and management decisions built from any other platform than a sound understanding of Penryn’s special interest and distinctiveness are likely to prove to be bad decisions, resulting in damage to the town’s and the community’s best interests.

Further erosion of local distinctiveness and important characteristics within Penryn’s historic environment by inappropriate new development

The CSUS and Conservation Area appraisal studies have demonstrated that lasting damage has been caused to the
Penryn Conservation Area Management Plan

character of the Conservation Area by developments in the past twenty years that have ignored and over-written the underlying historic plan form and urban grain of the town. There is increasing usage of design elements and materials in new developments that do not respect local traditions and distinctiveness.

- **Community/stakeholder apathy**

Public apathy and lack of social cohesion are affecting the whole country, but, in seeking to make step changes in a place like Penryn and its Conservation Area, these traits can be extremely limiting. One business person interviewed in the town during preparation of this Management Plan hit the nail on the head, ‘Suggestions for improvements are continually being met with “Oh well, it’s always been like this in Penryn”. So we end up squabbling over crumbs from a very small cake when what we need to do is grasp the idea of making the cake bigger. For that, people have to want to become involved, show some initiative and real enthusiasm for making the town a success...If we all do our bit, with the town’s wonderful architecture and intact Market Street, potentially good transport links and given some well-placed joined-up investment, it could be the most sustainable town in Cornwall.’ Apathy is a real threat to making sustainable progress, but it is important to record that the public engagement event held to inform preparation of this Plan was particularly notable for the enthusiasm and collective will that was shown by all who attended.

Other issues to be addressed include:

- Undoubtedly partly as a result of the isolation of the town centre from Commercial Road and the waterfront, there is poor visitor penetration into the town centre and other attractive parts of the Conservation Area

- Lack of attractive and enticing entrance gateways into the Conservation Area

- Under-valued and under-utilised public open spaces

- Lack of interpretation and celebration of the site of Glasney College, a Scheduled Ancient Monument

- Compromise of important views and vistas

Two of the principal gateways into the Conservation Area

The site of Glasney College

March 2010
A number of opportunities exist to build upon the Conservation Area’s strengths and to mitigate or overcome these weaknesses and threats. In particular, Penryn may benefit from:

- **Combined Universities in Cornwall (CUC) Tremough Campus**

  As CUC’s website notes, ‘CUC is playing a key role in the transformation of Cornwall’s economy. According to an independent study commissioned by CUC, the initiative will create more than 4000 jobs by the year 2025. Spending by students and staff is also providing a welcome boost to the local economy. In the years ahead, the combined effect of a larger graduate workforce, expert support for local businesses and the creation of new businesses as a result of academic research will play a very major role in the development of the kind of knowledge-based economy which can ensure Cornwall’s future prosperity.’ The location of the Tremough Campus, shared by the University of Exeter, Cornwall Campus (including the Institute of Cornish Studies and Camborne School of Mines) and University College Falmouth on a 70 acre former convent school site a little over one mile from the centre of Penryn and roughly 500 metres from the western end of its Conservation Area offers a very significant potential benefits for the future.

- **Improved rail services to Penryn Station**

  It is anticipated that funding through the EU Convergence Programme for track improvements will greatly enhance rail services to Penryn from Truro and Falmouth from 2009. The station environs, as an important gateway to the town and its Conservation Area, requires enhancement – this too is a major opportunity.

- **Townscape Heritage Initiative scheme**

  The recently completed THI scheme invested in total £2,374,059.45 on grant-aided properties and improvements to the public realm in parts of the town centre. As the exit report on the scheme observes, along with other regenerative initiatives, it has ‘stimulated a readily identifiable increase in a sense of pride, particularly within the business sector…The improvement in the quality of the built environment continues to attract new businesses into the town such as new art galleries, cafes, wine bars and new restaurants. This in turn attracts more visitors.’ One of the main issues facing the town is the best way in which to build from the legacy of this comparatively modest investment in the public realm, whilst safeguarding its considerable achievements and the principles and approaches that shaped its outcomes.

- **Useful Link**

  The final report on Penryn’s THI can be found on the Council’s web site at www.cornwall.gov.uk/default.aspx?page=17388

- **European Structural Funds: The Convergence Programme**

  In addition to investment in passing loops on the Truro to Falmouth branch rail line, Convergence Programme funds may become available for, amongst other local initiatives:

  - An incubator unit at the Tremough campus for the propagation of knowledge based industries;
Penryn Conservation Area Management Plan

- A Combined Universities in Cornwall (CUC) master plan to assist in embedding the benefits of the CUC in Penryn and surrounding area;

- A fibre optic information and communications technology [ICT] connection to Penryn as one of a number of hubs within Cornwall;

- Improvements to employment prospects on the Kernick Industrial Estate

- Possible private sector redevelopment of older premises in Commercial Road and West End including a former garage and quarry for employment and mixed uses;

- Strengthening of maritime employment opportunities outside the Conservation Area at Ponsharden, including added benefits and spin-offs to the Ponsharden Park and Ride/Float site and new marine related floor space;

- A sustainable transport network serving Penryn and Falmouth.

- **Enhancing local distinctiveness**

  The protection and enhancement of the Conservation Area offers an opportunity to reinforce civic pride and promote local traditions and distinctiveness. This has already been amply demonstrated by the successful outcome of the recent THI scheme.

- **Partnership working in implementation of the Management Plan and ongoing initiatives**

  Planning and management derived from an understanding of the special interest and distinctiveness of Penryn and the way in which these attributes are vulnerable provide an opportunity to develop the town and its Conservation Area in a sustainable and effective manner. This requires extensive and intensive partnership working between the many stakeholders in Penryn’s future. As the Government has observed in making its commitment to review of Heritage Protection, consideration of the historic environment must lie at the heart of an effective planning system.

- **Education**

  Educational initiatives provide opportunities for communicating the value of the Conservation Area to a wide range of audiences, and at different levels.

- **New development**

  There are real opportunities for heritage to inform the design of new development and improvements within the Penryn Conservation Area, thereby creating interesting areas that reinforce local distinctiveness.

March 2010
Underlying key principle

The premise running through this Management Plan is that management decisions about the care and use of each and every part of Penryn’s Conservation Area will only prove to be sustainable in the long term, if they have been shaped by a coherent understanding of why the area is of special interest and the ways in which its distinctive character and interest can be compromised by change, misuse or neglect. Planning and management decisions built from any other platform are likely to result in that distinctiveness and special value being permanently damaged in some way.
3 General Policy Recommendations

3.1 Introduction

The Penryn Conservation area owes its designation and its protection to national legislation in the form of the Planning (Listed Buildings and Conservation Areas) Act 1990. The detailed obligations set out in that Act are described in Annex 1 of this report. In summary, the Act aims to give protection to areas which are judged to have special architectural or historic qualities. As the title suggests, the emphasis in Conservation Areas is on the area, or on groups of buildings, rather than individual buildings. The quality of an area may relate to its historical unity or, in a more mixed environment, to the consistency and harmony between building and features of different periods. In the case of Penryn, a detailed analysis of the Conservation area has been provided in the Conservation Area appraisal undertaken contemporaneously with production of this Management Plan.

The designation of a Conservation area brings into force certain controls over development, but the legislation and the official guidance which accompanies it are not intended to freeze the process of change. Instead, the intention is that change should be managed in a positive way to maintain the qualities which make up the special character of the area in question. This Management Plan focuses on the management processes and the priorities for the Penryn Conservation Area. This section outlines the local planning context within which the Plan has been developed. It then provides policy recommendations which are applicable to the whole of the Conservation Area, and which form the basis of the more detailed recommendations in the chapters which follow.

Useful Link
Further information on the background to Conservation Areas, including guidance on their appraisal and management, can be found on the English Heritage web site at www.english-heritage.org.uk or at www.helm.org.uk

3.2 The Local Planning Context

Cornwall Council's Local Development Framework is being produced within the context provided by National Planning Policy and in conformity with Regional Guidance. It has regard to the emerging Regional Spatial Strategy.

At the time that this Management Plan is being prepared, the Local Development Framework is still in the process of evolution and consultation continues to take place. Indeed, this Plan, and the consultations which have taken place during its drafting, is part of that process. Until the Local Development Framework is complete, selected retained policies from the Carrick District Local Plan (April 1998) – as determined by the Secretary of State in September 2007 - still apply. Of particular relevance to this report are four retained policies. These are reproduced in full in Annex II of this report. However, in summary, they provide protection to the Penryn Conservation Area as follows:
The setting of the listed buildings, and the spaces and groupings of buildings which form this setting (Policy 4D);

- The role of development in preserving or enhancing the special character of a Conservation Area, and the presumption in favour of retaining buildings which make a positive contribution to such an area (Policy 4F);

- The design of new or the refurbishment of existing shop frontages to respect the architectural integrity of the buildings and the character of the Conservation Area (Policy 4Q);

- Signs (including advertisements) to respect the architectural integrity of the Conservation Area (Policy 4R).

3.3 Management Plan Policies

In the light of national legislation and guidance and Local Plan policies, this Management Plan recommends certain draft policies for the protection and enhancement of the Penryn Conservation Area. These policies are based on the evaluation contained in the concurrently prepared Conservation Area Appraisal (2008), and they also reflect the outcome of public consultation. They are policies which are designed to apply to the whole of the Conservation Area.

Retained Policy 4F of the Local Plan policies states: ‘Proposals for development in a Conservation Area should preserve or enhance the special character of the area in terms of scale, height, form and massing, respecting the traditional pattern of frontages, vertical or horizontal emphasis, detailing and materials. There will be a presumption in favour of retaining buildings which make a positive contribution to the character or appearance of Conservation Areas.’

This policy applies to the Penryn Conservation Area because of the distinctive character of its streetscapes and setting and, especially, the considerable survival and integrity of its historic grain. In the application of this policy, it will be important to have regard to the particular qualities of the five distinct character areas which make up the wider Conservation Area. Proposals for development or changes to buildings, open spaces and the public realm must demonstrate how the proposal relates to the qualities of the particular character area.

The draft policies which follow relate to, and expand upon, the retained Local Plan policies. In each case, the draft policy is accompanied by an explanation, to show how that policy relates to the special qualities which characterise the Penryn Conservation Area.

**DRAFT POLICY 1**

**Developments within Penryn Conservation Area through their scale, height, massing and usage of materials should respect and reinforce both local and distant inward and outward views/vistas.**

**Explanation**

This builds directly upon retained Policy 4F which specifically seeks to protect and enhance the ‘scale, height, form and massing’ of buildings
Penryn Conservation Area Management Plan

and their ‘traditional pattern of frontages, vertical or horizontal emphasis, detailing and materials’, but does not explicitly aim to protect and enhance views and open spaces.

Section 3.2 of the 2008 Conservation Area appraisal concludes that strategic views and informal ‘snapshot’ vistas occur almost everywhere within Penryn Conservation Area, such is the impact of the underlying natural form of the landscape. Because of this, it is almost invidious to list ‘important’ views and vistas, as the numerous informal and ‘surprise’ glimpsed cameos actually make as critical a contribution to the Penryn’s distinctiveness as any and every key ‘set piece’ panorama. Protection of these strategic and informal views and vistas is extremely important. They define and underlie the Conservation Area’s sense of place. Whilst this is certainly not unique in English towns and other urban settings, it is unusual and very distinctive.

**DRAFT POLICY 2**

Alterations to the roads, streets, lanes and opes in Penryn Conservation Area - including general repairs, making good and all changes to the carriageway, pavements, parking layouts, street furniture, signage and Penryn’s service infrastructure - should have regard to the distinctive character and long term conservation of the Conservation Area.

**Explanation**

Activity and life are essential to the social, economic and cultural wellbeing of the town, but can also be destructive. In particular, the 2008 Conservation Area appraisal shows that dominance of traffic and parking in narrow historic streets are having an immensely negative effect on the character and vitality of Penryn Conservation Area. Achieving the right balance between activity and the quality of a place is never easy.

The intention of this policy is to emphasise that the quality of streets and spaces should not be sacrificed to meet the needs of traffic or parking. In many cases, the retention of historic street layouts and surfacing has a more positive effect of traffic calming and regulation than more engineered solutions. As the Conservation Area appraisal reveals, much damage has been caused to the character of Penryn’s Conservation Area by ill-considered repair of surfaces and components within the public realm.

Signage and service infrastructure are essential, but their location needs to be planned to respect the character and importance of the Conservation Area. Currently, considerable damage is being caused to the streetscape by cluttered signage and some service infrastructure – especially overhead cables.

**DRAFT POLICY 3**

Proposals for new development or the change of use of existing buildings should take account of the importance of vitality, ambient character and historic uses of both individual buildings and areas within Penryn Conservation Area and its individual character areas.

**Action**

The Council will take responsibility for overseeing implementation of protocols for use internally and by statutory undertakers and other stakeholders in the treatment of the public realm in Penryn Conservation Area.
Penryn Conservation Area Management Plan

Explanation

The nature and intensity of uses of buildings and areas are an important consideration in the preservation or enhancement of the special character of Penryn Conservation Area and its future vitality, in accordance with retained Policy 4F of the Local Plan. Part of the character of a Conservation Area is the ‘mix’ of uses in it; this ‘mix’ relates to the types of building in the area, as well as the functions of particular neighbourhoods.

Generally speaking, there is a presumption that the best uses for historic buildings are those for which the buildings were designed, or if that is not possible, that alternative uses of a sympathetic kind should be identified. As one example, during public consultation, a strong view was expressed by many that the continued loss of potential retail accommodation within the historic commercial core of the Penryn’s town centre to conversion to residential use was unsustainable and undesirable, not the least due to the resultant change in character of that part of the Conservation Area. The intention of this policy is not to stifle changes of use and its implementation should not be permitted to lead to increased vacancy rates in property in the relevant sections of the Conservation Area. However, the policy does indicate that primacy should be given to uses which are historically appropriate to the building or area concerned.

DRAFT POLICY 4

Opportunities will be sought to enhance access to and views/vistas to, along and across the estuary and creeks at Penryn.

Explanation

The 2008 Conservation Area appraisal concludes that the Fal estuary, the Penryn River and Glasney creek are a fundamental part of Penryn’s character. At present, access and potential views of importance in many places are hindered by structures, boundary walls and other elements making a negative contribution within the local street scene. In the public consultations for this Management Plan, participants laid great stress on the role that water plays in defining the identity of Penryn and the importance of improving visual and physical accessibility to the estuary, creeks and water.

Implementation of this policy must at all times have regard to the designation of the Fal Special Area of Conservation and the overarching need to safeguard its natural heritage, particularly – but not exclusively – as one of the best sites in Europe for marine wildlife. Special Areas of Conservation [SACs] are not intended to be no-go areas and the Fal has a long history of human use. However, it is important that activities and accessibility can be accommodated within the overall management of the Fal SAC, whilst ensuring that the quality of the site does not deteriorate.

Action

The Council has responsibility for implementation of this policy as the local planning authority under the Town and Country Planning Act 1990. It will ensure that all relevant guidance it prepares gives due emphasis to the importance of providing access that does no compromise the interests of nature conservation. The County Council has overall responsibility for the Fal Special Area of Conservation management scheme, which it produced working with Carrick District Council, Kerrier District Council, English Nature, the Environment Agency, South West Water Ltd, Ports of Truro and Penryn, Falmouth Harbour Commissioners, Falmouth Docks and Engineering Company, St Mawes Pier and Harbour Company, Cornwall Sea Fisheries Committee and Falmouth and Truro Port Health.
DRAFT POLICY 5

Where historic property boundary lines, patterns and/or enclosures survive within Penryn Conservation Area, there will be a presumption in favour of their retention.

Explanation

One of the defining and distinctive characteristics of Penryn and its Conservation Area is the survival and remarkable integrity of its historic urban form and materials within today’s built environment. As the 2008 appraisal demonstrates, some late 20th century developments have damaged this survival and integrity to the detriment and diminishment of local character. Ongoing compromise of these crucial aspects will lead to substantial erosion of the special interest and importance of Penryn Conservation Area.

The extensive retention of the pattern of Penryn’s medieval burgage plots in today’s property boundaries is of particular significance. The typical desired scale of modern developments tends not to respect these, making them extremely vulnerable.

Boundary enclosures are an integral part of the streetscape and of the building and its setting. The removal or alteration of historic boundary treatments - for instance, to create car parking spaces – is usually immensely harmful to the appearance of a street and should be resisted. The great majority of boundaries in Penryn’s historic environment are formed in granite. Their replacement or the insertion of new boundary enclosures in Penryn’s Conservation Area using modern materials such as timber or chain link fencing, machine cut bricks or concrete blocks is very damaging to its distinctive character.

DRAFT POLICY 6

The Council will support measures to promote the significance and improve understanding and appreciation of Penryn and its Conservation area.

Explanation

Potentially, Penryn is a very attractive place to visit. As has been seen, one consultee during the public engagement process for this Management Plan described it as ‘a lovely little place. It ought to be buzzing’. Another put her finger on one of the problems ‘Many people think...Commercial Road is Penryn’. The distinctiveness and interest of the town and its historic core are not immediately obvious to users of Commercial Road and completely hidden from travellers along the main A39 bypass to the west. As a destination at present, particularly for tourists, Penryn is seriously under-performing.

A range of initiatives – including improved signage, guidance, promotional literature, interpretation, and walks - are required to begin to build up wider awareness of Penryn and what it can offer. This should involve many different participants and contributors in addition to the Local Authority. Other policies in this Management Plan are intended to help protect and enhance the Conservation Area: this policy is meant to help make it better known and appreciated.

Action

The Council and Penryn Town Council will jointly take the lead in encouraging promotion of such initiatives.

March 2010
DRAFT POLICY 7

Proposals for energy-saving measures and for sustainable forms of energy supply will be supported where they do not adversely affect the character and appearance of Penryn Conservation Area.

Explanation

The requirement to improve the energy performance of all buildings, lies at the heart of both national policy and local planning policy. It is a sustainable policy of critical importance to present and future generations. Of particular relevance is Part L of the Building Regulations (Conservation of fuel and power), the current amended version of which came into force in April 2006.

This policy seeks to address potential conflicts between energy efficiency and conservation of Penryn’s historic environment. It is important that the introduction of energy-saving measures does not detract from the distinctive character of Penryn Conservation Area. For instance, the use of PVCu windows, insulated exterior walling materials, visibly-mounted air source heat pumps, or solar panels on roof slopes all may be harmful to the appearance of individual buildings and the local street scene more generally within the Area. Part L of the Building Regulations acknowledges this issue by allowing discretion to be used in its application to historic buildings. Under the term ‘historic building’ it includes:

- Listed buildings
- Unlisted buildings in Conservation Areas
- Buildings on a local authority’s ‘local list’.

In practice, many traditional buildings do not perform particularly well in terms of energy saving. However, they can be adapted to improve performance, although the cost and visual impact of such measures should not be underestimated. Some energy saving measures can often be readily introduced with little visual impact - for instance, carefully installed draught proofing or secondary glazing. Solar panels can sometimes be installed on roofs where they will not be obtrusive, although this is problematic in Penryn because of the topography of the town which means that many roof slopes are visible from numerous vantage points. In every case, care should be taken to ensure that the energy saving measure does not threaten long term conservation of the building (for instance, by leading to increased condensation).

Useful Link

Guidance on the application of Part L of the Building Regulations to historic buildings is provided by English Heritage in ‘Building Regulations and Historic Buildings’ (currently published as an interim guidance note in 2004). This can be downloaded from the English Heritage web site at www.english-heritage.org.uk or at www.helm.org.uk.


In considering sustainable sources of energy, decisions about the siting of new facilities (for instance, wind turbines or combined heat and
power stations) will need to take account of the character of the Conservation Area and its wider setting.

**Action**

Property owners and occupiers and developers and their advisors all have a responsibility to consider and implement energy efficiency measures. The Council bears responsibility for promoting good practice in this respect in Penryn Conservation Area. As part of this duty, it will produce a targeted information leaflet on energy efficiency and the historic environment in its area of authority. The Council also has responsibility for determining a significant proportion of applications for Building Regulation consent as an Approved Inspector under the Building (Approved Inspectors etc.) Regulations 2000 as amended.
4 Care and Enhancement in the Conservation Area

4.1 Introduction

The Statement of Special Interest describes Penryn as being important, amongst other things, as ‘one of the best surviving historic towns of Cornwall’. As we have seen, the Conservation Area appraisal identifies the town and its Conservation Area as being significant for:

- Its distinctive and strong underlying topography
- The importance of the estuary, creeks and waterfronts to the settlement
- An exceedingly rich built historic environment that integrates
  - very substantial survival of its medieval layout and grain, including burgage strip plots in key locations which still define its urban form and the nature of its streets, opes and open spaces, and,
  - the concentration of its surviving 17th, 18th and 19th century buildings
- The extensive use of local traditional materials and detailing, and the coherence that this brings to its streetscapes

- the major contribution made both by key and passing views and vistas that result from the combination of the town’s striking topography and its estuarine setting.

If these are the strengths and key characteristics of the Conservation Area, it follows that any and every change resulting in compromise or loss of such features damages individual properties and the unique interest of the whole. With this in mind, the responsible care for Penryn Conservation Area that this Management Plan seeks to encourage is aimed at protecting and sustaining these features wherever and whenever possible.

The Conservation Area will be protected and enhanced positively by a combination of management actions:

- Caring in the best possible way for that which exists already;
- Redevelopment of sites that make a negative contribution to the character of the Conservation Area;

Timely repair and maintenance are vital. Wherever possible, repair and redecoration work should be carried out in a traditional manner using traditional materials.
Pro-active proposals for physical enhancement of the Conservation Area, such as a scheme for reinstatement of distinctive architectural features, traditional shop fronts, or historic surfaces, the reduction of traffic intrusion, or the rationalisation of street signage. The recently completed Townscape Heritage Initiative project in a small part of the historic core of Penryn is a good example of this kind of management action;

Other non-physical management actions and improvements that will sustain the economy and culture of the Area and its setting.

This rest of this section provides general guidance for the care and enhancement of the Conservation Area. The following sections set out specific guidance and actions relevant to the distinct five character areas within it and to other essential management efforts.

4.2 Best care and maintenance

The protection and improvement of the character of Penryn’s Conservation Area depends as much on continuing sound everyday care and maintenance as it does on projects of beautification and enhancement. As this involves matters such as the weeding of footways, clearance of gutters and drains, the removal of redundant notices, the repair of the exteriors of buildings, and the maintenance of
gardens and boundary enclosures, it involves owners, occupiers, the Local Authority, the Town Council and others.

This is an aspect of conservation area management in which community action can be at its most effective. People generally recognise the need to redecorate their houses or premises, but they often feel less responsible for the public face of their buildings and the streets where they stand; yet it is these aspects which matter so much to the character and integrity of a conservation area.

The aim of this section of the Management Plan is to encourage individual building owners to look after their buildings and to help involve people in the overall care of the public face of buildings.

The basics of successful care

As has been noted in introduction, any and every change resulting in loss of characteristic features of the local historic environment will damage individual properties and the unique interest of the whole. With this in mind, the responsible care for the Conservation Area that this Plan seeks to encourage is aimed at protecting and sustaining these features wherever and whenever possible. The objective of is to:

- ensure retention of traditional materials throughout the Conservation Area where they survive intact;
- promote and actively reinstate traditional materials where they have been lost to modern inappropriate replacements;
- provide information on the appropriate choice of materials and design to property owners and occupiers with responsibility for care and maintenance of buildings and spaces.

Given the special interest of both individual properties and the Conservation Area as a whole, it is desirable that every effort is made during maintenance, repair and alteration to retain as much of the original fabric and the decorative features of existing buildings as possible.

If at all possible, the extent of fabric to be replaced or renewed during repair or maintenance activity should be restricted to the minimum that is necessary to ensure continued proper functional performance. Complete replacement of elements should preferably only be considered where the condition of the original/existing component has deteriorated to the extent that it no longer performs effectively, or, that its ongoing retention will affect the overall performance of the structure or building, or, that it represents a genuine significant risk to health and safety, or, in some very specific circumstances, that it is of serious detrimental aesthetic consequence.

Inevitably, building materials deteriorate with age. Since so much of the character of the historic buildings is wrapped up in their external fabric, it is important that a high level of care and maintenance is provided to keep this in good sound order. In general terms, in these circumstances, carrying out maintenance on the basis of doing 'a little
and often’ is the most successful way of protecting the fabric and hence the essential character of the buildings. It is also the most cost effective means of maintaining historically important buildings.

In summary, wherever possible, as a general rule, all repairs, restoration and redecoration work should be carried out in a traditional manner, matching both the original materials and construction techniques for the specific building or terrace on a like-for-like basis. This will help protect the subtle variations of detail that exist within buildings in the Conservation Area. Where traditional methods or materials are felt inappropriate, alternative methods, materials and techniques should only be adopted after careful consideration of their potential impact on the character and architectural detail of the particular building that is under repair and the wider streetscape. The Council’s Conservation Officer should be consulted for advice in such circumstances.

The Local Council is currently preparing more detailed care and maintenance guidance for historic buildings that will be made available on its web site. Further useful information on the best care of old buildings can be obtained from the sources which are listed in Annex III of this Management Plan.

**Alterations and extensions to existing buildings**

The topographical characteristics of the town and the considerable extent of permeability from the ridge of the promontory along historic opes and side streets mean that there are few buildings which are not at least partially visible from somewhere in the public realm. Draft Policy 1 set out earlier in this Management Plan reflects this important characteristic. Roofs, rear and side extensions, back land developments, and extensions into rear plots can all have a significant impact. Combined with the high quality of the built and natural environment, this places a very high premium on design excellence and good quality durable materials. Alterations and extensions in the Conservation Area should be designed to complement the existing and surrounding buildings in terms of scale, proportion, quality and materials. The Council will welcome high quality contemporary design solutions wherever they are appropriate and provided they reinforce local distinctiveness.

**Materials**

Traditional walling materials within the Conservation Area include granite, local killas stone, cob, some slate hanging, occasional brick, and a small amount of timber framing. Many older buildings have been rendered, painted or whitewashed. Natural slate roofs predominate as the characteristic roof coverings. Cast iron is the traditional material used for rainwater goods. Timber is predominantly used for windows, doors and historic shop fronts.
Where traditional materials survive they should always be repaired rather than replaced, where possible. Where traditional materials are to be replaced the Council encourages owners and developers to match the existing, using materials from certified sources.

Emphasis needs to be placed upon the importance of the use of appropriate mortar mixes and finishes in carrying out repairs and repointing to external walls of buildings and historic garden/boundary walls. Considerable aesthetic damage has been caused to streetscapes in the Conservation Area by the use of cement mortar with ribbon or similarly prominent joints. Stone walling traditionally would have been pointed up using a lime mortar with a flush or slightly recessed finish to the joint. This is the appropriate material and style to use in carrying out repairs and repointing.

Useful Link


Building care: basic element by element guidance

Chimney stacks

Chimney stacks have always formed a critical component of the local townscape, providing rhythm and contrasting materials/colours along the roofline of terraces and where buildings are closely grouped together. Any change of design or reduction in height greatly impairs the appearance of the individual building and the character of the wider historic area. The replacement of existing stacks should only occur where the existing components have deteriorated to the extent that they are no longer performing satisfactorily, allowing water penetration or causing structural instability.

Chimney stacks in the Conservation Area should not be reduced in height or removed entirely from above roof level. Where defects exist, repairs or reconstruction should be implemented to return the stack to its original form, replicating historic materials, and including design and detailing of terracotta pots, oversailing masonry courses and so forth.
The Council will encourage owners to return previously truncated stacks to their former height if other major work is being undertaken at roof level, including the reinstatement of traditional pots at the head of the flues at the same time. Care will need to be taken to replicate the precise detailing of the missing stack, using that on immediately neighbouring properties as a guide or based on information obtained from research into the original form of the buildings.

*Roof coverings*

The great majority of roofs in the Conservation Area are of ridged form and are clad either in Cornish (Delabole) or other natural slates. The loss of original roofing materials - whether slate or otherwise - will gradually degrade the townscape value and character of the Conservation Area, especially as roof coverings make such a significant contribution due to local topography.

Replacement coverings should be in a similar slate, carefully matching geological characteristics, colour, size, texture, thickness and coursing of the replacement material with the *original*. This means that, where slate from other than local sources has been used in the past as a replacement for Cornish slate, the local planning authority will encourage the re-adoption of the original Cornish slate. In the recently completed THI funded works in parts of the town centre, all renewals of roof coverings were carried out in Cornish slate. Most involved scantle slating, a technique traditionally found in West Cornwall, using small slates of random widths set on diminishing courses. The slates are hung on thin laths using oak pegs and are bedded in a lime mortar. The technique gives a finely grained and textured roof, contributing significantly to the character of individual buildings and the Conservation Area as a whole.

Any original decorative features or patterning to individual roof slopes should be retained or, if necessary, repeated in the new work. Equally, unevenness and undulations in slopes should be retained, as these contribute positively to the character to the historic environment.

It is important that the original detailing of eaves and roof verges, including the use or absence of bargeboards, is maintained in the repair process.

*Detail of new scantle slating on the King’s Arms grant aided as part of Penryn THI*

*A typical roofscape on the north slope of Penryn’s promontory that would be badly compromised by the loss of slate coverings*
The conversion of loft space that leads to the installation of inappropriate dormers and roof lights may have a negative impact on the appearance of a building and detract from the character of the general roofscape within the Conservation Area. The addition of dormer windows on buildings that did not incorporate such features as part of the original design will normally not be permitted on front roof slopes. Where dormers formed part of the original design, any alterations and repairs should replicate the original pattern. Proposals for new dormers should be of a suitable design and scale, and be appropriately located in line with existing openings on a façade.

Used liberally, roof lights will also detract from the character of the Conservation Area. Roof lights will only be permitted in appropriate locations and must be in a conservation style in terms of profile, design, proportions, materials and size.

**Rainwater goods**

The existing above ground rainwater provisions vary in type, condition, adequacy, and performance, but, originally, guttering and downpipes were of cast iron. Elements of these original rainwater goods survive today in many parts of the Conservation Area.

Although initially more expensive, cast iron goods give a better and more cost effective performance over their extended life span, being more durable than any other material. They also form a very distinctive part of the streetscape. For these reasons, it is recommended that replacement of gutters and downpipes that originally were cast iron should again utilise cast iron. The original design should be replicated carefully. If cast iron goods are not available in the sections required or the costs are prohibitively expensive, suitably detailed cast aluminium gutters and down pipes might be considered where they are certain to be protected from any form of impact damage. However, it should be recognised that aluminium goods are markedly less durable than their cast iron equivalents and will not prove as cost effective in the long term.

**Fascias, eaves and bargeboarding**

There are good examples around the Conservation Area of ornamented or decorated timber facings to gable peaks and at eaves, in addition to the more usual plain painted timber fascia boards and bargeboards. Plain or ornamented, these are important, both architecturally and in terms of their visual contribution to individual buildings and the wider streetscene. The streetscape can be preserved by retaining these features in their original form. Necessary repairs or replacements should exactly match the original for the same reasons.

Gable ends, eaves and fascias should not be overclad with pvcu or other materials.

**Walling**

Traditional walling materials within the Conservation Area include granite, local killas stone, cob, some slate hanging, occasional brick, and a small amount of timber framing. Many older buildings have been rendered, painted or whitewashed.

Wherever possible, the continued use of traditional local materials and design is strongly encouraged to reinforce local identity and maintain the character and appearance of the Conservation Area. Particular attention should be paid to the size, shape, colour and surface texture of any new materials.

Inappropriate repointing or rendering (both in terms of technique and materials) can have a disastrous effect on the appearance of old buildings. More seriously, it can hasten decay of the wall fabric. The mortar or render has to be the sacrificial material, not the stone or brick.
that forms the matrix of the wall (although where the walling material is of sound good quality granite this is less of an issue, due to its robustness). Lime mortars and renders are a fundamental part of the system that permits old buildings to breathe. They can also accommodate greater movement without fracturing than cement based mortars and render.

Windows and doors

Elaborate timber door cases and porch hoods make an important contribution to Penryn’s architectural character as do traditional timber sash windows. However, these are far from universal. Survivals of timber mullioned casements and horizontally sliding sashes can also be found around the Conservation Area. These are all important components of a building and any alteration or replacement can significantly alter its character and appearance.

Depending upon age, original joinery will have been formed in hardwood or well-seasoned softwood. Timber repairs or replacements incorporated in the 20th and 21st centuries will have been in softwood of dramatically inferior quality and durability to the original. Recent research has demonstrated that this is the case for all timber felled and incorporated into buildings after approximately 1920.

The external appearance of windows, including that of glazing bars and glass, makes a major contribution to the overall character of the individual buildings, complete terraces or other cohesive groups of buildings and the street scene. The substantial loss of sash and other original windows in visible facades has been to the considerable detriment of the character of parts of the Conservation Area. In general terms, the loss of additional windows or the replacement of timber windows with PVCu or aluminium versions will gradually damage the overall streetscape still further. Beyond this, the proportions of glazing to window structure and between the various visible structural elements – the bars and rails - are equally important to the overall appearance of the houses and should be maintained in any replacement programme.
Traditional door designs make less noticed but equally valuable contribution to the streetscape. Existing doors should be retained and repaired wherever possible; replacements should be of comparable design to the existing and be of painted (not stained) timber.

In general terms, existing historic external joinery should only be replaced where the original timberwork has severely deteriorated, causing loss of structural performance, or permitting significant water penetration into the adjacent structure and fabric of the building. Where the damage does not warrant replacement of the complete window, a traditional timber repair should be used instead. It must always be borne in mind that the original timber used in windows and doors will be vastly more durable than any modern replacement, due to physical cellular properties that result from modern woodland management techniques.

Where joinery is either vulnerable to the elements or has already received remedial repairs, regular protective redecoration is essential to prevent premature deterioration and failure. All glazing and glazing putties should be properly maintained and kept in good functional and decorative order at all times.

Historic glass is an unseen and generally overlooked asset. It makes a major contribution to the appearance of individual and groups of buildings in the Conservation Area, as the imperfections in old glass arising from its original process of manufacture add greatly and irreplaceably to the character of a building. Wherever possible, old glass should be retained at all costs. When replacing damaged or defective glazing, the new glass should be of a similar type, quality, and thickness to the existing.

Shop fronts

Historic shop fronts are an important element in the streetscape in parts of the Conservation Area. Wherever possible, these should be retained and repaired. However, a number of buildings have lost some of their traditional detailing and other frontages have been replaced with inappropriate timber, aluminium or PVCu shop fronts. The recently completed THI scheme in parts of the town has provided grant towards repair or reinstatement of 17 shop fronts, of which 7 were replaced in their entirety. The THI works have demonstrated amply the crucial beneficial impact of reinstating missing historic detail to shop fronts. Such details can often be recovered if lost from old photographs and postcards held in the County Record Office or in private collections.

Attention to detail is vital in ensuring that the character of the Conservation Area is protected and wherever possible enhanced. Along with detail, achieving appropriate scale and proportion for a shop front is always important.

Useful Link

A shop front and signage guide is in preparation for Cornwall Council, including examples from Penryn to demonstrate best practice. This will be made available on the Council’s website at www.cornwall.gov.uk

Colour and painting

Lime rendering and whitewashing is a traditional finish to some buildings in the Conservation Area. Where walls have been rendered, they should be painted in muted pale shades, with darker colours used as accent colours for joinery details and doors. Window frames have traditionally been painted white or off-white.
The Article 4 Direction for the Conservation Area will be extended to control the choice of colours used for the decoration of external walls, windows, doors, other joinery and metalwork (see also Section 5). A palette of approved colours is provided in Annex IV to this Plan, but early discussion with the Council’s Conservation Officer is important.

Aerials, satellite dishes and alarm boxes can have a substantial detrimental impact on the appearance of a building or group of buildings. The impact is far greater when several aerials or dishes are present.

The rules governing satellite dishes in Conservation Areas are significantly tighter than elsewhere. Installation of a satellite antenna on any structure within the curtilage of a property in a conservation area is only permitted development if the following conditions are met:

- The dish does not exceed 90 cm in any dimension
- No part of it must exceed the highest part of the roof;
- It is not installed on a chimney;
- It is not on a building exceeding 15 metres in height;
- It is not on a wall or roof slope fronting a highway or footway;
- It is located so its visual impact is minimised;
- It is removed as soon as it is no longer required;
- There is not a dish already on the building or structure.

If any of these does not apply, a planning permission will be required; it is unlikely that this will be granted.

The Article 4 direction for the Penryn Conservation Area requires application to the local authority for the installation of aerials, satellite dishes and alarm boxes that will be fully or partially visible from the public realm.

Aerials, satellite dishes and alarm boxes
Given the potential for damage being caused to the character of individual houses and the Conservation Area generally, the following additional guidance is offered:

- So far as is possible, conventional TV or radio aerials should be erected and contained within roof voids.

- Like satellite dishes, alarm boxes should not be located on front or public facing elevations. They should be fixed unobtrusively on rear elevations away from windows and decorative or ornamental features and out of both near and distant public view.

- Notwithstanding the Article 4 Direction for the Conservation Area, the erection of a satellite dish may require planning permission, as above. The Council is empowered to have unauthorised dishes removed.

**Property boundaries**

The special interest of many property boundaries in the Conservation Area has been highlighted already. In many parts of the Area, today’s property boundaries reflect closely medieval burgage plot divisions and some boundary walls dividing those plots survive in the backlands. Walls and hedges also provide an important sense of enclosure and with, the regularity of burgage plot boundaries create a very distinctive rhythm within the visible historic environment. Draft Policy 5 in this Management Plan addresses this issue.

For all these reasons, the local planning authority will resist the loss of boundary walls within the Conservation Area and will encourage the reinstatement of traditional boundary treatments where appropriate. The great majority of historic boundaries across the Penryn Conservation Area are formed in granite. Modern timber boarded fencing and concrete block or rendered walls are not considered appropriate treatments in the Conservation Area. Historic forms of enclosure should be retained wherever possible, and, where original detailing survives, it should be repaired. The guidance provided above under ‘Walling’ relating to stonework and brickwork applies equally to boundary walls.

The conservation or re-introduction of boundary railings and gates is an important objective in the Conservation Area. The loss of these elements has degraded local character in some locations. Indications of their former presence can usually be identified readily ‘on the ground’ by marks and/or holes in stone copings, kerbs or other related features. However, such evidence may also be found by examination of old photographs of the area. Research may be needed to establish the original form and design of railings and gates. Any replacements should match the originals in terms of material, cross section and design. Advice may also need to be sought from the local authority’s Conservation Officer in respect to the specification of appropriate paint colour schemes.
External features, yards and outbuildings

The provision of definitive advice on the approach to repair of external features, rear yards, and outbuildings is made difficult by the considerable variation that exists across the Conservation Area. However, in general terms, a conservative approach to those elements that are to be retained should always be presumed, unless detailed area plans dictate otherwise. Care should always be taken to match original materials and traditional craft techniques on visible work. Where they survive, features such as coal drops, pavement grilles, cellar windows and iron boot scrapers should be retained and repaired appropriately.

New or reconstructed outbuildings should be built in appropriate materials to blend in with their surroundings and especially the main building house and the surrounding streetscape. The use of harsh modern brickwork and concrete roof tiling, for instance, in an area of stone buildings with Cornish slate roof coverings is extremely damaging to the character of the Conservation Area and the local streetscape.

Care should be taken to ensure that new external services are installed unobtrusively and causing the minimum damage achievable to original built fabric and the character of the area.

Care of the public realm

Streets and open spaces, collectively called the ‘public realm’, are a major factor in the character of Conservation Areas – the Penryn Conservation Area is no exception.

The overall quality of streetscape in the Conservation Area is very high as a result of widespread retention of the historic urban grain and materials. The survival of historic granite pavings, cobbles, steps, kerb stones, marker stones and street gutters represent a notable feature of Penryn’s townscape. Together, these important remnants of its former fabric provide cohesion and give gritty robustness to many street scenes. Conversely, the impact of traffic, road signage and markings has a very negative effect on the townscape in places. Street clutter and poor quality within the public realm erode the historic environment in key parts of the Conservation Area.

Much of the management of the public realm takes place outside the planning system. Consequently, a Conservation Area such as Penryn’s can be vulnerable to the loss of traditional paving and other materials and street furniture, and the imposition of unsympathetic signage.
without reference to their special interest. It is important that the Council should establish protocols with the highways authority, statutory undertakers and other stakeholders for the treatment of the public realm in conservation areas. Draft Policy 2 in this Management Plan addresses this issue. Historic/traditional materials should be retained wherever they occur in the public realm and maintained in good condition. Authorities and undertakers planning and implementing works affecting pavements, roads or any other part of the public realm should adhere to this principle and should consult with the Council’s Conservation Officer in every case.

English Heritage has provided specific guidance for streetscapes in the South West Region as part of its ‘Streets for All’ initiative. As it notes, local distinctiveness is to a large extent influenced by the underlying geology of the area from which the materials used for its buildings and streets have been sourced. In the past, the streets of Cornish towns like Penryn were paved in granite – used not only kerbs and setts, but also for steps and large paving slabs. The all-encompassing use of granite extended, as we have seen, to building stone, lintels, gate posts and as coursed rubble in boundary walls. The unifying effect of the use of granite imparts a strong County character.

Ideally, the local character of an area should be reinforced through the retention of existing traditional materials and, where possible, continued use of these local materials in the public realm. Well designed and properly maintained, the public realm will bind the urban grain and streetscape together, reinforcing sense of place and the distinctiveness of the Penryn Conservation Area and each of its component character areas. Conversely, if poorly conceived and maintained, it will readily fragment and diminish the overall quality of the historic environment, undermining efforts to encourage property owners to repair and maintain buildings in a sensitive manner.

In the region of £250,000 was expended as part of the recently completed THI works on the public realm in Penryn town centre. As available funds were extremely limited, it was decided that the works should be restricted in area and executed to a design and build quality that would set a standard to be followed wherever practicable in the future. The high impact, high quality THI works need to be safeguarded and the principles behind them gradually extended throughout the Conservation Area, when and where opportunities for enhancement are presented.

As much damage is caused to the character of the Conservation Area by ill-considered or inadequate repair and maintenance of hard and soft materials in the public realm as through inappropriate maintenance of buildings. Responsibility for this rests with various authorities and statutory undertakers. As English Heritage notes in ‘Streets for All’, ‘no single authority or agency has overall responsibility for the public realm. Therefore the key to ensuring a safe attractive streetscape is for those responsible for its management to work together’. Integrated management is an essential principal to be adopted in caring for the public realm in the Penryn Conservation Area.

As has been noted, there must be a presumption in favour of the retention of historic materials within the public realm. Where these do survive in the Conservation Area, in some instances, they require repair – for instance, repointing with appropriate mortars and patchwork infilling where sections are missing.

Green spaces, mature trees and/or planting in the public realm within the Conservation Area are an important part of the streetscape and should be kept well-maintained.

The principles promoted in ‘Streets for All’ should be absorbed as part of the management of the Conservation Area. These include:
Penryn Conservation Area Management Plan

- Adoption of a multi-disciplinary approach across all agencies and organisations involved in care, maintenance and works to the public realm.

- Establishment of ‘Public Realm Management Team’, ensuring co-ordinated planning and highway functions and setting the highest standards, in order to create a well orchestrated street scene.

- Nominate qualified urban design/conservation staff to act as public realm co-ordinators, or create area-based management teams, to co-ordinate the activities of the council and other public agencies by providing advice on siting, design, materials and liveries.

- Create a shared understanding across professional disciplines of urban design, traffic engineering, management, and safety issues through dissemination of best practice guidance and capacity building.

- Follow the advice provided in ‘Streets for All’ and in PPG15, offering clear guidance to other agencies involved with the public realm so that their requirements can be co-ordinated in a consistent form.

- Invest in high quality solutions which will endure and offer best value for money. If resources are inadequate, do less to a better and higher standard, as was the approach adopted in the recent THI scheme in Penryn.

- Respect local distinctiveness and ensure that all work in the highway or public realm follows good streetscape practice and principles.

- Follow the principle ‘less is more’. Nothing should be placed in the street unless there is clear public benefit. Much street furniture is unnecessary, so reduce street furniture to a minimum, and take away redundant items. Where it is essential, co-ordinate its location carefully in relation to the buildings and the overall townscape. Use the whole street width. Wherever practicable, locate signs and street furniture on buildings or at the back edge of the footway to minimise their visual impact, on the street scene. However, if signs are required, they must be placed where they can be seen.

As has been highlighted already, an effective protocol must be put in place to ensure that, during repair or renewal of streets, pavements and service infrastructure, disturbance to surviving historic/traditional materials is kept to the absolute minimum. The Public Realm Management Team should be the active mechanism by which this operates. Team members should carry out their respective responsibilities in full accordance with the principles and spirit of this Management Plan and, in particular, this and other sections dealing with Penryn Conservation Area’s public realm. All work under their control within the public realm should be the subject of careful planning involving the Public Realm Management Team and dialogue with the Council’s Conservation Officer. Where disturbance proves unavoidable, historic/traditional materials should be carefully reinstated on completion in their original position and form by an appropriately skilled and experienced specialist contractor. Wherever possible, opportunity should be taken to extend the use of traditional materials during such making good and reinstatement.

March 2010
Action

1. In furtherance of Draft Policy 2, the Council will take responsibility for initiating and driving implementation of the foregoing principles and action points from Streets for All.

2. All agencies and organisations involved in care, maintenance and works to the public realm will work together and with the Council’s Conservation Officer to:

- safeguard the improvements to the public realm achieved through the Penryn THI investment
- ensure that, during repair or renewal of streets, pavements and service infrastructure, disturbance to surviving historic/traditional materials is kept to the absolute minimum
- where disturbance proves unavoidable, historic/traditional materials should be carefully reinstated on completion in their original position and form by an appropriately skilled and experienced specialist contractor.
Penryn Conservation Area Management Plan

5 New Design in the Conservation Area

5.1 Guidance on enhancements and new development

This section sets out design guidance for enhancements to and new development in the Conservation Area. This guidance builds on the requirements of PPG15: Planning and the Historic Environment and the new PPS5 - Planning for the Historic Environment. It should be read in conjunction with the Conservation Area Appraisal.

Character based principles for the management of change

In line with the findings of the CSUS study, the Conservation Area Appraisal has established clear character based principles for managing change in the Conservation Area. These are:

- Respect and safeguard the fundamental importance of the natural setting and physical topography to the unique and special character of Penryn.
- Seek to regain the sense and awareness of the waterside location and the maritime and industrial character of these parts of the town; encourage public access to and use of this special asset.
- Recognise the superior quality and particular distinctive character and remarkable survival of the historic built environment of Penryn, and achieve equally high quality and distinctiveness in all future new build and the public realm.

- Respect the different character areas within the town and acknowledge and reinforce the urban hierarchy and diversity they represent, whilst simultaneously binding the different areas together to ensure Penryn works as a united whole, rather than as fragmented elements.
- Present, interpret and promote Penryn as an historic Cornish town of quality, character and significance.

Design principles

All new development within the Conservation Area should seek to conserve or positively enhance its intrinsic character, appearance and special interest. New development should be appropriate in design, materials, detailing, scale, massing and grain, and should utilise traditional methods of construction and trade/craft skills, where applicable. As with alterations and extensions to existing buildings, the Council will welcome high quality contemporary design solutions wherever they are appropriate and provided they reinforce local distinctiveness. Pre-application discussions with the Council are strongly recommended prior to submission of any formal application(s) for permission(s).

The following design principles identify the key strategic design issues that need to be considered in determining how the Penryn Conservation Area is shaped by future development.

- The existing historic townscape should be protected and enhanced
The Conservation Area appraisal identifies areas, features and characteristics that make a positive contribution to Penryn’s townscape. These include:

- Buildings of architectural and historic significance
- Property boundaries and back land garden walls that reflect and record the settlement’s lasting medieval urban form (see also Draft Policy 4)
- Important building lines that contribute to the urban grain of the historic townscape
- Important views, vistas and landmark buildings (see also Draft Policy 1)

Existing land uses and the contribution they make to the vitality, character and diversity of the area should be protected and enhanced

Development proposals should seek to reinforce the individual identity of existing areas of distinctive land use character as identified in the appraisal (see also Draft Policy 3).

The environment of the Conservation Area and its wider setting should be improved

Improving the environment of the Penryn Conservation Area is important so as to create and nurture a sustainable community, living and working in an attractive, safe and pleasant place. Improving the environment as an objective must include:

- Good quality architecture which respects the architectural legacy of the area and building traditions, whilst helping to build a new heritage
- Building, form, height, mass, skylines and roofscapes – architecture which relates well to its context now and in the future.

Design briefs

Where opportunities arise to make enhancements to the Conservation Area, to replace buildings that have a negative impact on its character or to construct new buildings, the Council will encourage proposals that are in keeping with the character and appearance of the Area. New work should respect the historic urban grain and the proportions of surrounding historic buildings, including roof and building lines. It should improve linkages and street enclosure, and respect and enhance key and casual views and vistas. New buildings and other built elements should generally be of materials that are appropriate to the local tradition and those found within the surrounding streetscape.

Such is the importance of the cohesion and integrity of the surviving historic grain that all new buildings in the Conservation Area or on sites within the setting of the Area or that will be visible in key views and vistas to and from the Conservation Area should be subject to preparation of a formal design brief.

No specific redevelopment sites are identified as part of this Management Plan on the grounds of positive enhancement value to the Conservation Area. However, long term opportunities – such as the redevelopment of the Post Office in Markey Street - should not be overlooked. Enhancement of entrance gateways to the Conservation Area is also a key proposal of the Management Plan arising from the Conservation Area appraisal. However, these enhancements are likely to be in locations where development should not take the form of new landmark buildings.
Views

A prominent characteristic of the Conservation Area is its topography and because of this, there are dramatic inward and outward views and vistas of the local townscape and its wider environment. Draft Policy 1 addresses the management and protection of views and vistas.

It has already been observed that, such is the contribution of both strategic views and informal ‘snapshot’ vistas to the character of all parts of Penryn Conservation Area, it is inappropriate to identify a list of ‘important’ views and vistas for the purposes of protection. Enhancement projects and new developments must be planned to respect and, wherever possible, improve all views and vistas. Consideration of potential local and distant lines of sight needs to form a fundamental part of the planning and design process for all development activity in Penryn Conservation Area. Development proposals being submitted to the Council for determination for planning permission should be accompanied by an illustrated impact assessment of the proposed development on local and distant views and vistas from every direction.

Action

The Council will prepare a targeted design brief for all potential sites of new buildings within and affecting the Penryn Conservation Area as and when the need arises.
5.2 Guidance on changes within the public realm

The essentials for sound management of the public realm within the Conservation Area have already been set out in this Management Plan in discussing its day-to-day care.

All proposals to make changes to the public realm should also be developed with reference to key guidance documents including:

- ‘Streets for All: South West’, English Heritage (2005)

Paving and other hard landscaping

As has already been noted in considering care of the existing public realm, traditional historic materials (principally, Cornish granite used as paving flags, kerbstones, cobbles and setts, and for drainage channels) survive in Penryn’s streets in a number of places and add a distinctive quality to its public realm. There should be a presumption in favour of retention of these historic materials and every opportunity should be taken to reinstate or extend their use in the public realm as part of enhancement projects or new development throughout the Conservation Area.

Special efforts need to be made by the responsible authority to maintain, safeguard and, if possible, extend the approach behind and physical enhancements made to the public realm in Penryn’s historic core by the recently completed Townscape Heritage Initiative scheme. This will involve ensuring that any necessary repairs/alterations within the public realm in these areas replicate the materials and craftsmanship used during the THI works. At the public engagement

Access

All new work within the Conservation Area will be required to comply with the Disability Discrimination Act 2004 as amended and provide access accordingly.

In terms of site layout, domination of the public realm by motor vehicles will not be permitted and the layout of both the built form and parking areas should aim to enhance the public realm and create streets which are friendly to pedestrians, cyclists and vehicles. Enhancement projects and new developments should integrate with and support surrounding routes including both roads and footpaths.

March 2010
event held during preparation of this Management Plan, considerable support was expressed for the extension of the THI works to other parts of Penryn Conservation Area’s public realm. Positive encouragement should be given to generating funds to extend these improvements more widely within the Conservation Area, again replicating the principles adopted in the first phase of planning and implementation.

Signage

Official signage within the public realm can be divided into the following:

- Street nameplates
- Traffic management signs
- Pedestrian wayfinding
- Interpretation signs.

To make substantive improvements to the appearance of the Conservation Area, a co-ordinated programme of rationalisation and improvement to existing signage needs to be planned and implemented across the Conservation Area. This is partly to remove clutter – including superfluous signs and those which impact detrimentally upon the character of the Area - but also to promote Penryn by:

- Welcoming visitors to the town and Conservation Area at recognisable ‘gateways’ (see Section 5.3 below);
- Encouraging them to stop and explore the town, and to make use of its facilities;
- Providing attractive and co-ordinated interpretation of important aspects of its history and distinctive character.

All these objectives are equally important to the future of Penryn Conservation Area. A coherent and cohesive approach is required to the provision and ongoing maintenance the various signage types identified above.

Careful consideration of the location of these signs should form part of the co-ordinated approach to the public realm that is put in place through a multi-agency Public Realm Management Team (see page 33). A protocol for works to the public realm involving members of this team and dialogue with the Council’s Conservation Officer has been discussed already. This modus operandi should include ongoing planning and co-ordination of signage within Penryn Conservation Area.

As one example, the need for traffic management signs can sometimes be avoided altogether through the use of different surface materials and changes within the streetscape itself. However, ill-considered use of differing materials can in itself cause damage to the character of the Conservation Area. Street markings also currently have a significant negative effect on much of the public realm in historic Penryn. The
efforts made within the THI works to counteract this should be supported and extended.

**Service infrastructure**

Like signage, service infrastructure is essential. Its presence in the public realm is sometimes unavoidable, but at all times its location and routing needs to be planned to respect the character and importance of the Conservation Area. Currently, considerable damage is being caused to the streetscape by service infrastructure – especially overhead cables.

Draft Policy 2 in this Management Plan aims to ensure long term relocation of all service infrastructure which is detrimental to the character and appearance of the Conservation Area. All new proposals must contribute wherever possible to this objective.

**Traffic**

Penryn faces a dilemma. On the one hand, traffic and inappropriate traffic management arrangements are severely compromising the quality of the public realm throughout Penryn. This has already been identified as one of the significant threats to the distinctive character of the Conservation Area and its beneficial management. Conversely, visitor access to the historic core of the town needs to be encouraged to sustain its economy and life. This problem needs to be appreciated in the planning of new work throughout the Conservation Area.

It is often assumed that the best solution to such conflicts is to ban vehicles and introduce pedestrianisation, but this approach can also have negative effects. A moderate degree of traffic, as well as having practical benefits, enlivens a street. The issue is how to find the right balance between vehicles and the quality of the place they serve.

Within the Penryn Conservation Area, the optimum balance can be achieved by:

- the provision of co-ordinated signage to encourage access by visitors (as above);
- the encouragement of alternative passenger transport, including rail and use of the estuary, and improvement of arrival points and access arrangements to the town from these;
- planning, design and implementation of traffic management arrangements that respect the distinctive character of the Conservation Area;
- paving enhancements to give pedestrians safe priority over vehicles;
- planning and management of improved and extended parking facilities with safe and attractive access to the historic core of the town (see Section 5.3 below).

Enhancement and new developments throughout the Conservation Area and within its wider setting need to be planned to respect these objectives.
Planting

As has already been noted in considering care of the existing public realm, green spaces, mature trees and other planting in the public realm within the Conservation Area contribute positively to its character and should be kept well-maintained.

The Conservation Area appraisal observes that the Town Centre and Merchants’ Quarter character areas are largely distinctive for their lack of greening, particularly in the form of trees. Although this places greater visual emphasis on hard landscaping in the form of street materials, it has the inverse effect of placing considerable importance on individual trees and other planting where these occur, whether in the foreground or as a backdrop to a local view.

In contrast, the slopes of the promontory - behind the historic core of the town - and the creek valleys tend to have a very different character, which to a large degree, is far greener. The contrast with the town centre is pronounced and an important aspect of the character of the Conservation Area overall.

All enhancement projects and new developments should seek to extend ‘greening’ of the Conservation Area by incorporation of coherently planned and attractively designed planting using appropriate species. That notwithstanding, there is a balance to be achieved between colour and vibrance on the one hand and over-fussiness of...
planting within streetscapes, which in itself can form a distraction and so make a negative contribution to the local streetscape.

5.3 Specific physical enhancement projects across the Conservation Area as a whole

Building upon the foregoing general guidance and the assessment of opportunities, weaknesses and threats contained in Section 2 of this Management Plan, the following area wide strategic enhancement projects are required:

1. Introduction of town gateways
2. Improvements to linkage between areas
3. Enhancement of opes and courts
4. Re-establishing links to watersides
5. Improvements to wayfinding
6. Improvements to car parking
7. Introduction of a shared space strategy.
8. Reduction of street clutter.

These issues are explored in more detail on the following pages.
1. Introduction of entrance gateways

The need to improve entrance gateways to Penryn and its Conservation Area has been identified already. The principal points of entrance to the Conservation Area occur:

- On Falmouth Road, immediately to the east of the Inner Harbour and Exchequer Quay
- On The Praze, a short distance south east of Brown’s Hill
- Towards the northern end of Brown’s Hill
- On Helston Road when approaching from the railway station
- At the junction between Treliever Road and West Street.

At the present time, there is little or no sense of arrival for visitors to Penryn by road or rail at any of these locations. Equally, there is no introduction to the character of Penryn for visitors arriving by boat at Exchequer Quay. The situation would be significantly improved by the introduction of Town Gateways at these various points.

Without resorting to pastiche, these gateways should announce arrival in Penryn graphically by reference to its history and to carefully selected artefacts. This could be achieved by for instance:

- Commencement of co-ordinated wayfinding signage that is to be used throughout the Conservation Area
- Changes in street materials to reflect the predominant historic materials in Penryn that have been identified in the Conservation Area appraisal and this Management Plan
- High quality and durable public art of relevance to Penryn and the specific setting
- High quality well maintained planting, as the setting allows.

The presence of the Combined Universities in Cornwall at Tremough Campus has been identified in this Management Plan as a major opportunity for Penryn (page 10). This is examined more fully below. One option to be explored is to invite CUC to become involved in a design competition for these various entrance gateways on the basis of a brief prepared by the Council.
2. Improvement of linkage between areas

It is, of course, perfectly possible to move between the different character areas within the Conservation Area. However, there is no obvious structure to the way connections can be made between the various areas. Their relationship with local amenities and car parking is not clearly legible.

The key weakness of the distancing of the town centre from activity in Commercial Road has already been highlighted on page 7 of this Management Plan. The absence of obvious visible connections means that it is possible for the visitor to pass by the historic centre of Penryn without ever really knowing it was there. There are several very attractive north/south streets – New Street, St Gluvias Street and Truro Lane - which in combination with the existing opes and courts should be developed to provide this linkage. The enhancement of opes is discussed in more detail below.

Although this is the most evident weakness in connection between the various character areas, Penryn as a whole would benefit from an overall evaluation of its approach to this issue, thus allowing residents and visitors to enjoy the various facets of the Conservation Area in a more structured manner.

Whilst lying a little outside the Conservation Area, the railway station presents a very poor image of Penryn Conservation Area and suffers from a lack of obvious integration with the town centre. Improvements here would dramatically improve the visitor experience. This is discussed more fully below.

3. Enhancement of opes and courts

The historic opes and courts together with the still recognisable pattern of medieval burgage strips are essential components of the tight urban grain which typifies the centre of Penryn. The Conservation Area appraisal found that the linkage between and separation of areas by opes is at times extremely powerful. The contribution and influence of Penryn’s opes and narrow streets to its distinctive character cannot be overstressed. Subliminally, they constitute a vital reference back to the underlying medieval urban grain within the town’s historic environment. Physically, they provide both linkage and separation between spaces. Visually, their contribution again tends to split into two – strongly framed ‘snapshot’ vistas and tantalising short closed views that evoke character, drawing the casual visitor on, encouraging exploration of byways and backlands. These views and vistas work so much more powerfully where historic exteriors and street materials survive (or have been reinstated), providing a richer experience to the viewer.
The historic side roads, New Street and St Gluvias Street, and the historic ope ways, offer potentially good links between the centre of the town and Commercial Road and with the Penmarin Road car park. Every opportunity should be taken to carry out sensitive upgrading of these intimate areas in order to firstly create a more attractive environment for residents and secondly to enhance the cross connecting routes between the different character areas.

Enhancement could include the following measures:

- Wherever new development is proposed, respect the surviving medieval urban grain and historic building line.
- Develop a consistent approach to the relationship of surface materials at the junction of opes and courts with main thoroughfares.
- Carry out a programme of surface material replacement to achieve a consistent approach to paved surfaces in the opes and courts.
- In carrying out the above, develop a strategy for creating subtly defined areas of defensible space within the courts adjacent to individual dwellings.
- Adopt a more rigorous and sympathetic approach to the routing of surface mounted services.
- Strictly control any new development adjoining the opes and courts in view of the highly visible nature of rear and side elevations of buildings and back garden plots in the town centre.
- Ensure that any future development within the garden plots does not obscure important views to buildings set along the main street. Scale, height, massing, and roofscape are all critical in the successful integration of new build in this sensitive location.
- Ensure that any development within the garden plots includes a strong soft landscaping element to continue the historic garden and orchard character of areas.

4. Re-establishing links to watersides

One of the three key elements that have been identified as being strengths of Penryn and its Conservation Area is the importance of its estuary and creeks. A principal weakness of the town today is its isolation from its waterfronts. Draft Policy 4 in this Management Plan.
Penryn Conservation Area Management Plan

addresses the need to enhance access to and views/vistas to, along and across the estuary and creeks. One of the character based principles for the management of change in the Conservation Area in the future (as set out on page 35 of this Plan) requires the Council, developers and designers to ‘seek to regain the sense and awareness of the waterside location and the maritime and industrial character of these parts of the town; encourage public access to and use of this special asset.’

It is an inescapable fact that past and recent developments in Penryn have tended to sever linkage between the town centre and the waterside. Whilst this is most evident along Commercial Road, even the recent redevelopment of the Inner Harbour has left the quayside ‘privatised’ the quayside, significantly restricting public access to the waterfront. This combined with the severe restrictions which the fixed 1930s road bridge has placed on access by boat to the harbour, has rendered the area devoid of the vital vibrancy that is to be expected in such waterside locations.

Only at Jubilee Wharf, Exchequer Quay and Church Beach are most residents and all visitors to Penryn able to experience close contact with the water's edge. Looking to the future, whenever opportunity arises, every effort should be made to:

- introduce appropriate mixed uses into waterside developments
- improve visibility of the water from the public realm
- transform the waterfronts into publicly accessible places by negotiating access across intervening private and public land from adjacent highways
- introduce individual waterfront pathways for use by the public between waterside buildings and the water’s edge, using high quality paving materials that enhance the distinctiveness of the Conservation Area and providing robust and attractive seating areas
- link these waterside paths together into a waymarked estuary and creek walk, and to join this to the existing pleasant woodland walk along Glasney creek from the junction of College Ope and College Hill

March 2010
5. Improvements to wayfinding

At the present time, way marking around Penryn is extremely poor. There is no doubt that both access to the town and wayfinding around it could be dramatically improved by the introduction of a co-ordinated suite of visitor information and directional signs. This signage would begin with entrance gateway signage on the approaches to Penryn Conservation Area and be developed through a series of basic visitor information signs (for example, providing wayfinding for car parking, the Town Hall, and public toilets) and integrated town walking finger signage.

This co-ordinated approach to signage throughout the town should be integrated with public transport information systems (covering buses and coaches, rail, and water-borne transport). It is of particular note that the railway station and its immediate surroundings are uninspiring in their role as a major entry point for the travelling public. As previously noted, these offer much scope for improvement as an adjunct to the Conservation Area.

One of the key enhancements suggested already is the strengthening of linkages between the various character areas in order to integrate the town better and to re-establish awareness of its maritime heritage. One way of improving these linkages is to establish a strategy for wayfinding around the town, including simple, robust signage combined with clear town maps directing visitors and providing information relating to particular points of interest along the various routes. This will significantly improve the visitor experience. This town wide wayfinding approach should be integrated with a wider range of walking and cycling options, combining waterside, coastal, medieval and country environments within reach of Penryn Conservation Area. The
Penryn Conservation Area Management Plan

accompanying diagram shows the essence of how such routes could be structured and integrated.

6. Improvements to car parking

Penryn’s car parks are currently poorly presented and there is a need to develop a strategy for overall enhancement and integration with the improved wayfinding and linkages around the town as previously described.

As a minimum all car parks should be

- Easy to find
- Easy to enter
- Simply laid out and easy to navigate
- Easy to pay for with robust and attractive ticketing machines
- Surfaced with good quality durable materials that are sympathetic to the surroundings
- Well lit
- Screened with robust landscaping where appropriate, without compromising visibility/security
- Meet the needs of disabled users in the most effective manner relative to local topography and access
- Present a safe and secure ambiance to all users

In addition to these fundamental requirements, it would be beneficial if the car parks were provided with well-sited information boards and ‘you are here’ information allowing visitors to quickly orientate themselves and lock into the structure of the town, its wayfinding arrangements, and its various attractions.

An early programme of enhancement is required to bring the Penmarin Road and Commercial Road (rear of Job Centre) car parks up the minimum performance standard set out above. Consultations and negotiations need to be initiated at the same time to establish if there is any prospect of a viable direct link being created to the Commercial

March 2010
Penryn Conservation Area Management Plan

Road car park along opes (and possibly across private land) from the town centre. It has not been possible to verify this as part of the process for this Management Plan due to restrictions on access.

Car parking needs to be considered and planned as part of an integrated transport strategy for Penryn. This must be the next step in the process. Initial evaluation for production of this Plan has suggested that the current level of usage of Penryn town centre could not support a sustainable and economically viable park and ride scheme to encourage edge of town solutions to car parking. However, this needs to be explored further along with the more limited (and hence more feasible) possibility of linking the Commercial Road and Penmarin Road car parks with the town centre, Exchequer Quay and railway station using a ‘circular’ fully-accessible minibus.

7. Introduction of a shared space strategy

Drawing on experiences from current urban regeneration practice, there are opportunities to introduce a carefully considered ‘shared space’ strategy around Penryn which could be used to reinforce and enhance proposals for town gateways, linkage between character areas and waterside access, whilst at the same time improving overall traffic management and public safety.

The introduction of shared space nodes at key points along Commercial Road and principal streets in the Conservation Area could play a key role in creating a more pedestrian friendly environment, improving the quality of the public realm, creating a sense of arrival, and forging stronger links with the historic harbourside. The Commercial Road element is explored more fully in Section 5.4 below.

Shared space is the term used to describe a recently developed approach to the design of external public spaces that is being increasingly exploited by urban designers in Europe and Scandinavia. The striking feature of this approach is the absence of conventional
Penryn Conservation Area Management Plan

traffic management measures including signs, signals, road markings, humps and barriers, and the mixing of pedestrian and traffic movements.

It has been found that safety, congestion, economic vitality and community severance can be tackled effectively in streets and other public spaces, if they are designed and managed to allow traffic to be fully integrated with other human activity, not separated from it. User behaviour becomes influenced and controlled by natural human interactions rather than by artificial regulation. Feedback from completed schemes suggests that traffic self-regulates adopting slower speeds, vehicle trip numbers reduce, pedestrian and cycle activity increases, and there are fewer accidents.

In Brighton, the City Council has recently transformed the whole of New Road, adjacent to the Royal Pavilion, into a fully shared space with no delineation of the carriageway except for subtle changes in materials. The route for vehicles along New Road is only suggested through the location of street furniture, such as public seating and street lights. The re-opening of the street has led to a 93% reduction in motor vehicle trips (12,000 fewer per day) and lower speeds (to around 10mph), alongside an increase in cyclist and pedestrian usage (93% and 162%, respectively).

This approach offers considerable potential for Penryn. Its distinctive character also lends itself admirably to implementation of a shared space strategy, since there are clear opportunities to reinforce the Conservation Area’s character by utilising historic street materials as indicators of shared spaces. The reduction in the need for street signage and marks would also contribute to the enhancement of the public realm, as has been proposed already above.

Action

The Council will explore further the concept of developing a shared strategy for Higher and Lower Market Street, Broad Street, St Thomas Street, Bohill, Quay Hill and Commercial Road with key partners, recognising that this is a long term objective.

8. Reduction of street clutter

The basics behind this enhancement proposal have been covered already in this Management Plan. However, although apparently dealing with existing elements of the public realm, any enhancement programme of this sort will involve both rationalisation and renewal of
these elements. Accordingly, it has an important place in a list of strategic enhancement projects.

In common with other towns in the UK, many views and vistas in Penryn are degraded by a mixture of inappropriate and ill-coordinated signs and general ‘street clutter’. As has already been put forward, the town will benefit from a detailed audit of the current position to include, inter alia, signage, road markings, satellite dishes, CCTV cameras, street lighting, and overhead power and telephone cables. Having established the current position a clear strategy should be developed for implementing change leading to a more design-led approach to coordinating these items and thus improving the appearance of the public realm. Such an approach requires proactive management from the Council and its partners, but will deliver tangible benefits to the town.

Clearly there are opportunities for integrating this exercise with other areas of improvement such as the wayfinding and ‘shared space’ strategies that have been proposed above.
Action

The Council will work with its partners and other key parties, including Penryn Town Council, to remove clutter from the Conservation Area’s public realm.
5.4 Specific management action for character areas within the Conservation Area

Building upon the general guidance regarding care, design and essential management action set out above, this and the following subsections define management action affecting or relating to specific locations within the Conservation Area.

The Conservation Area Appraisal (2008) has identified five distinct character areas within the Conservation Area. This also reflects the findings of the CSUS study in 2005. These character areas have been named:

- Town centre: the medieval core
- The merchants’ quarter (Broad Street to Bohill)
- Eastern Quays and Glasney creek
- Commercial and industrial corridor (Commercial Road and The Praze)
- Residential suburbs.

These character areas are shown in Map 2.

The 2000 Appraisal describes the predominant character of each of the five sub-areas and identifies their individual strengths and weakness, the threats that they face, and the opportunities for improvement and enhancement that exist with them. These have been pulled together into a Conservation Area wide summary in Section 2 of this Management Plan, which in turn provided the platform for the development of the draft policies contained in Section 3.

It has already been established in the preceding subsections that new work (whether the product of enhancement projects or new development) in the Conservation Area should seek to conserve or positively enhance its intrinsic character, appearance and special interest and that of the character area within which it lies. It should respect the historic urban grain and the proportions of surrounding historic buildings, including roof and building lines. It should improve linkages and street enclosure, and respect and enhance views and vistas. New work should exhibit design and architectural quality, positively contributing to the legibility and distinctive character of the locality and the wider Conservation Area. It should recognise and respect the variety of building materials present in Penryn, adopting a palette of materials and colours which are either traditional, or which complement and harmonise with their immediate context.

Additionally, new development should be of its time and seek to reinforce local character and distinctiveness through high quality design, based on a rigorous contextual appraisal. It should be appropriate in its proposed end use and should integrate with the surrounding development and use types.

This performance specification for new work sets the background to the enhancement and management proposals that follow.

Town centre: the medieval core

The Conservation Area Appraisal and public engagement during preparation of this Management Plan have generated the following proposals for enhancement, development and management action within the town centre character area:

1. Carefully protect and maintain the physical enhancement works to the public realm implemented recently by the Penryn THI
project – see Section 5.2 above. All future repairs and maintenance to the public realm and building exteriors should adopt the same philosophical approach and palette of material and colours as were used within the THI project (see Annex IV for colour palette).

2. Extend the programme of physical enhancement works to the public realm carried out as part of the recently completed THI project to the remainder of the character area – again, see Section 5.2. The same philosophical approach and palettes of material and colours should be adopted.

3. Encourage redevelopment of the Post Office site.

4. Encourage enhancement of opes and courts – see pages 44-45.

5. Reduce through traffic flow in the town centre, implement a shared space strategy (see pages 49-50) and consider implementing a one way scheme.

6. Improve the management of parking regulations to stop parking on double yellow lines, parking at bus stops, and driving on payments.

7. Improve the layout of the Penmarin car park (see pages 48-49).

8. Promote and manage a co-ordinated signage policy, removing superfluous and inappropriate signs (see pages 39-40 and 47-48).

9. Reduce clutter in all streets (see pages 50-51).

10. Implement Article 4 Direction provisions set out in Section 6.4 of this Management Plan.

11. Encourage building owners and/or occupiers to maintain their buildings to an approved standard, if possible finding ways to provide positive incentives to adopt the approaches to care set out in this Management Plan.

12. Take opportunities to increase the ‘greening’ of the town centre (see pages 41-42).

13. Address under-use of the Town Hall, by incorporating a visitor and orientation centre, sharing the space with the Museum, to increase interest in the history of Penryn. This would meet with requirements to increase use of the Town Hall that were set as a condition of THI grant aid. A vibrant visitor centre in the heart of Penryn would play an important role in enhancing the visitor experience.

14. Safeguard surviving historic retail use within the town centre through a policy of actively discouraging conversion to residential and other uses.
15. Encourage retail use and its economic success by introducing financial incentives to new business – for instance, develop and fund a one year rate reduction or ‘holiday’ for new retail businesses.

The merchants’ quarter (Broad Street to Bohill)

The Conservation Area Appraisal and public engagement during preparation of this Management Plan have generated the following proposals for enhancement, development and management action within the Merchants’ Quarter character area:

1. Carefully protect and maintain the physical enhancement works to the public realm implemented recently by the Penryn THI project – see Section 5.2 above. All future repairs and maintenance to the public realm and building exteriors should adopt the same philosophical approach and palette of material and colours as were used within the THI project (see Annex IV for colour palette).

2. Extend the programme of physical enhancement works to the public realm carried out as part of the recently completed THI project to the remainder of the character area – again, see Section 5.2. The same philosophical approach and palettes of material and colours should be adopted.

3. Reduce through traffic flow along Broad Street, implement a shared space strategy (see pages 49-50) and consider implementing a one way scheme to function across this and the town centre character area.

4. Improve the management of parking regulations to stop parking on double yellow lines, parking at bus stops, and driving on payments.

5. Encourage enhancement of opes and courts – see pages 44-45.

6. Promote and manage a co-ordinated signage policy, removing superfluous and inappropriate signs (see pages 39-40 and 47-48).

7. Reduce clutter in all streets (see pages 50-51).

8. Implement Article 4 Direction provisions set out in Section 6.4 of this Management Plan.

9. Encourage building owners and/or occupiers to maintain their buildings to an approved standard, if possible finding ways to provide positive incentives to adopt the approaches to care set out in this Management Plan.

10. Using existing strengths and grain of the public realm to create new attractive waterside ‘square’ at the junction of St Thomas Street, Bohill and Hill Head.

St Thomas Street was the original crossing point of Glasney creek leading into the medieval harbour at Penryn. It is the interface between the Merchants’ Quarter and new development which now surrounds the Inner Harbour. A feature of recent development has been the limitation of public access to the harbourside, and the consequent reduction in visibility of the water which is regrettable.

As St. Thomas Street, with its fine mix of historic buildings, drops down from Fish Cross to the creek it passes through a natural widening bounded by a former chapel and a public house. The
Conservation Area appraisal concludes that this area around the old Glasney creek crossing has considerable potential for enhancement. Currently, appreciation of an interesting vista along the creek is hindered by parking, a boundary wall and waste bins behind the Famous Barrel public house.

The character of the informal ‘square’ is also degraded by the proliferation of satellite dishes on visible elevations and an untidy yard. The area can be enhanced by the addition of sensitively chosen paving materials and street furniture to provide an attractive place to pause and reflect on the former prowess of the town. In particular there is scope to modify the presently solid bridge parapet and thus open up very attractive views to the head of the inner harbour beyond.

11. Retain historic granite rain channels and kerbs in Bohill and resurface street with granite to reinstate historic character (see pages 38-39).
Eastern Quays and Glasney creek

The Conservation Area Appraisal and public engagement during preparation of this Management Plan have generated the following proposals for enhancement, development and management action within the Eastern Quays and Glasney creek character area:

1. Promote and manage a co-ordinated signage policy, removing superfluous and inappropriate signs (see pages 39-40 and 47-48).

2. Reduce clutter in all streets (see pages 50-51).

3. Promote, enhance and interpret the Glasney College site, providing a sensory garden and improved ‘greening’ of the space. Fund archaeological and other investigation to inform the project.

The lack of interpretation and celebration of the site of Glasney College, a Scheduled Ancient Monument, is identified in the Conservation Area appraisal and this Management Plan (see page 9) as being one of the Area’s principal weaknesses.

Current interpretation of this culturally significant site is wholly inadequate - what there is has suffered from vandalism. There is an urgent need to provide interpretative material in an attractive and robust form so that the site can be recognized and appreciated by the visitor and the local community for its true value and importance in the development of Penryn and of Cornish culture. The College site and its environs form an ideal springing point for a walk along the creekside through College Fields and into the Glasney Valley.

4. Promote riverside walk along Glasney valley, improving its access from College Hill within this character area and the riverside walk itself.

5. Enhance and promote the various riverside areas through improved interpretation, provision of public access, provision of a slipway and removal of derelict craft.

6. Encourage conservation and reuse of buildings at Eastwood Farm and College Farm.

This project was identified as being a major priority by those who attended the community engagement event that helped inform production of this Management Plan.
The Conservation Area appraisal concludes that the condition of these buildings and their possible loss is a serious threat to this character area as they represent almost the last vestiges of historic agricultural use.

College Farm is located on College Hill on the extreme southern edge of the Conservation Area, abutting the railway embankment. Whilst the farmhouse itself appears to be in reasonable order, the farm buildings adjoining the road are in a poor state of repair. These buildings constitute an important component within the historic environment - not the least for the sense of enclosure they provide to the immediate view. Every effort should be made to promote their conservation and repair, perhaps as part of a process of conversion to residential use.

Eastwood Farm is located on the south side of Eastwood Road facing the Inner Harbour. The farmhouse itself appears in good order and is now an attractive residential property set back from the road behind a mature stone wall. The related and very prominent buildings with an immediate frontage to Eastwood Road are, however, in a poor state of repair and their conservation and repair should be encouraged, once again perhaps as part of a process of conversion for residential use or limited commercial use.

It must be stressed that the illustrative sketches included here do not necessarily represent approved detailing or a potential
scheme of conversion. They are provided merely to emphasise the importance of these structures once conserved as part of the local streetscape.

7. Encourage retention, conservation and appropriate reuse of former industrial buildings at junction between Hill Head, Eastwood Road and Glasney Terrace.

8. Upgrade and enhance Exchequer Quay.

Exchequer Quay, dating from the 17th century, is effectively the only working quay left in Penryn and is therefore an important element of the town’s culture and living heritage. The quay continues to be a focus for working boats. There is scope for further development and, at the same time, celebration of this continuing activity. Efforts should be made to restrict car parking to that essential for the operation of the quay, to expose or re-introduce traditional weathered surface materials and sympathetic street/quayside furniture, and to refurbish the original custom house building which continues to function as the harbour office. The area should not be ‘sanitised’ and all future enhancement should be aimed at retaining the areas robust working character.

Whilst the provision of refreshments is clearly important, it must be said that the existing café operation housed in a portakabin detracts from area. This facility should re-housed in a new structure, contemporary in design, which is robust and maritime in character.

The promotion of activities like a local fish market and perhaps demonstrations and/or exhibitions of traditional maritime/seafaring skills would add further vibrancy to the quayside.

9. Publicise Estuary walk and provide parking spaces to encourage walkers to use the water front.

10. Implement Article 4 Direction provisions set out in Section 6.4 of this Management Plan.

11. Encourage building owners and/or occupiers to maintain their buildings to an approved standard, if possible finding ways to provide positive incentives to adopt the approaches to care set out in this Management Plan.

March 2010
Penryn Conservation Area Management Plan

Again, it is stressed that the illustrative sketch included here does not necessarily represent approved detailing or a potential scheme of conversion that would gain planning permission from the Council. It is provided merely to emphasise the importance of Exchequer Quay as a key part of Penryn’s historic environment.

Commercial and industrial corridor

The Conservation Area Appraisal and public engagement during preparation of this Management Plan have generated the following proposals for enhancement, development and management action within the commercial and industrial corridor character area:

1. Promote and manage a co-ordinated signage policy, removing superfluous and inappropriate signs (see pages 39-40 and 47-48).

2. Reduce clutter in all streets (see pages 50-51).

3. Create co-ordinated entrance gateways (see page 43).

4. Re-establish visual and physical access to the waterside wherever opportunities are presented (see pages 45-47). Enhance and promote the riverside areas through improved interpretation, provision of a slipway and removal of derelict craft.

5. Retain historic building use(s) on north (waterfront) side of Commercial Road.

6. Rebalance the priority afforded within the public realm between pedestrians and vehicles, introducing a shared space strategy (see pages 49-50).

7. Implement significant enhancement project to Commercial Road.

Although Commercial Road is now the most commercially vibrant part of the town, it also acts as a local bypass, relieving traffic pressure from the town centre. Sadly, it is now possible to pass along Commercial Road and be virtually oblivious to both the historic quayside and the medieval core of the town. The Conservation Area appraisal finds that:

- There is little direct connectivity with the estuary and river
- There is little connectivity with the remainder of the town
- The estuary and river currently make little positive impact on the streetscape
- The road lacks definition and suffers from a loss of enclosure
- The robust industrial character of the area is under threat and has been diluted by recent commercial development
- Islington Wharf and Church Beach are poorly connected to the rest of the town and under-used assets
- There are a number of poorly designed buildings which have a negative impact on the character of the area.
- There are some brown-field sites suitable for reuse
- Commercial Road is dominated by vehicular traffic, excessive signage and road markings.

March 2010
Reversing some of these issues will take time and it will be necessary to pursue a policy of gradual improvement which will be achieved by a mixture of projects implemented by the Council and perhaps other measures achieved through the imposition of conditions attached to future planning permissions. It is fundamental that the process proceeds without creating a negative impact on local businesses. Community ‘buy-in’ is required to achieve a co-ordinated response.

The introduction of a Town Gateway on Commercial Road will announce arrival at Penryn to visitors approaching the town from the west. Areas of ‘shared space’ combined with a more considered approach to signage will calm traffic and create a less hostile atmosphere. Re-connection to other parts of the town from the shared space areas will be made via the existing lanes, courts and opes, improving permeability and enhance visitor perception.

As well as the introduction of the specific shared space areas in the locations shown above, consideration should be given to incorporating further pedestrian crossing points and breaking up the uniformity and monotony of the existing paved surfaces by introducing contrasting parking bays, footpath definition and appropriate street furniture. The overriding objective should be to reclaim Commercial Road as a place for people.

Wherever possible, visibility of the waterside and estuary should be improved by the removal of obstacles, the reduction in height of containing walls (for instance, by the introduction of railings) commensurate of with safety and flood prevention requirements, and the opening up of all available areas between buildings for public access to the waterside.

Consideration should be given to introducing policies whereby the encouragement of permeability and public access to the
waterside becomes a requirement of any new development permitted on the north side of Commercial Road.

Many of these measures will encourage greater awareness and appreciation of Islington Wharf and Church Beach, thereby helping to promote the town’s waterfront location.

In addition to enhancement of the public realm, efforts should be made to:

- Control the nature of future uses on Commercial Street so that they do not conflict with or dilute the vibrancy of other parts of the town. Uses in this area should not compete with those that could be undertaken in the town centre. Commercial Road should not be in competition with the town centre, but should support it.

- Encourage repair of existing historic buildings

- Exercise control over the development and use of spaces and forecourts abutting the street in order to increase its sense of enclosure

Surviving maritime and industrial uses within the area should be encouraged. New architecture should be sensitive to the character of the surrounding historic environment. Schemes should recognise and respond to the industrial, maritime and generally robust qualities of the area’s character and draw on these for design cues and materials selection.

If buildings are converted to new uses their robust, industrial character and features should be retained. The distinctive fenestration pattern of many of the warehouse buildings should be retained, including upper floor loading doors and bays and wide cart openings at ground floor level.

8. Implement Article 4 Direction provisions set out in Section 6.4 of this Management Plan.

9. Encourage building owners and/or occupiers to maintain their buildings to an approved standard, if possible finding ways to provide positive incentives to adopt the approaches to care set out in this Management Plan.
Residential suburbs

The Conservation Area Appraisal and public engagement during preparation of this Management Plan have generated the following proposals for enhancement, development and management action within the residential suburbs character area:

1. Promote and manage a co-ordinated signage policy, removing superfluous and inappropriate signs (see pages 39-40 and 47-48).

2. Reduce clutter in all streets (see pages 50-51).

3. Create co-ordinated entrance gateways (see page 43).

4. Implement Article 4 Direction provisions set out in Section 6.4 of this Management Plan.

5. Encourage building owners and/or occupiers to maintain their buildings to an approved standard, if possible finding ways to provide positive incentives to adopt the approaches to care set out in this Management Plan.

6. Establish long term programme to eradicate or substantially reduce visual interference and negative contribution to street scenes of overhead service cables, especially (but not exclusively) in West Street (see pages 40-41).

7. Develop, improve and promote walks along Church Beach.

8. Take opportunities to increase the ‘greening’ of the residential suburbs (see pages 41-42).

5.5 Essential enhancements in the setting of the Conservation Area

The Conservation Area Appraisal and public engagement during preparation of this Management Plan have generated the following proposals for enhancement, development and management action within the wider setting of the Conservation Area:

1. Encourage major enhancements to the railway station, its immediate surrounds and linkage to the town centre as a vital entry point into the Conservation Area.

The railway station and adjoining car park are pivotal in acting as a gateway for visitors to Penryn. The current image is both unattractive and hostile. It is felt to be essential to carry out significant upgrading of the station’s environs leading to the edge of the Conservation Area at the head of Helston Road.
2. Encourage major enhancements to Brown's Hill and its linkage to the town centre – again, as a vital entry point into the Conservation Area.

Brown's Hill is an important entry point to the town centre, but its junction with West Street on the edge of the Conservation Area is dominated by the business area on Treliever Road. Accepting that this area is important to the local economy, we believe that measures for screening and tighter visual control should be considered in consultation with the local business community.

Action

The Council will encourage planning and implementation of enhancements to the environs of the railway station and Brown's Hill. It will encourage co-ordinated action from its partners and all relevant key parties, including the local community.

5.6 Making the most of a major opportunity

Section 2.4 of this Management Plan sets out various opportunities for the future benefit of the Conservation Area. In one way or another, all but one of these has been addressed in the foregoing.

Although, currently, it is disappointing to see such a valuable asset as the Conservation Area with its wealth of historic buildings so lacking in the vibrancy which one might associate with some other Cornish coastal villages, with recent change, Penryn and its Conservation Area has been placed in the enviable position of being very close to the expanding CUC campus at Tremough, with the potential to provide facilities which will be attractive to the student population. It may well be that the town's future prosperity lies partly in forging a closer working and cultural relationship with its university neighbour, making Penryn a forward-looking University town.

Public engagement during preparation of this Management Plan generated the following proposals for stimulating the positive interaction
Penryn Conservation Area Management Plan

between students and the Conservation Area which is presently lacking to the Area’s detriment:

1. Improve communication between the University, the town and the Town Council in order to determine what the University wants from the town and its residents and how the two can work together to mutual benefit.

2. Encourage the University to use public buildings such as the Town Hall and Temperance Hall for staging exhibitions, performances etc.

3. Promote the town positively to students to encourage them to use local facilities.

4. Involve the University in the decision making process of the town’s development.

5. Encourage the University to promote Penryn and vice versa.

6. Include ‘Penryn’ in the University’s title – for instance, Tremough Penryn.

7. Encourage the University to use the town as a tool for teaching projects and to publish and archive the student’s work in the local library.

8. Encourage the University to make the campus more accessible to residents.

9. Promote University events in the town.

10. Promote the University in the town by hosting a May Ball or Rag Week.

11. Include the University in the town’s revitalised Fair Day

12. Provide a shuttle bus service between the town and University to encourage use of public transport and local shops and facilities.

13. Improve public transport generally (rail, bus, park and ride) to reduce existing parking problems.

14. Improve parking facilities for students

15. Involve the University in future Conservation Area appraisals and in ongoing management of the historic town.

16. Use the University to undertake practical projects that will enhance and improve the town (for instance, horticultural and sustainability projects).

17. Provide a seat on the town council for a member of the University’s staff and/or student.

18. Provide a craft centre in the town to allow students to exhibit their work – perhaps making use of the proposed visitor centre.

19. Encourage student oriented shops and outlets that will persuade students to visit and use the town centre.

20. Work with University to develop public art for Penryn in agreed locations including the proposed gateways.

March 2010
Penryn Conservation Area Management Plan

5.7 Other desired projects to benefit the Conservation Area

Public engagement during preparation of this Management Plan generated the following further suggestions for enhancement, development and management action within the wider setting of the Conservation Area:

1. Encourage development and use of Penryn’s reservoir to link to the town as a water attraction and public space

2. Create an island in the estuary to encourage bio-diversity, wildlife, educational use etc.

3. Enhance and promote the riverside areas through improved interpretation, provision of public access, provision of a slipway and removal of derelict craft.

4. Repair and maintain historic craft.

5. Revitalise Penryn’s Fair Day

6. Promote the town for use as a setting for films and television dramas.

7. Publicise the ‘secrets’ of Penryn on a website and in local and national newspapers and journals.

8. Provide local residents with free access to the water and river transport.

9. Encourage use of water transport to being visitors to the town.

10. Encourage residents to involve themselves in community activities within their local neighbourhoods by promoting planting schemes, maintaining their areas etc.

11. Encourage and promote cultural activities such as theatre, music, festivals and the arts.

Action

The Council will encourage increased contacts with CUC and the Tremough campus in order to explore the potential of these and other opportunities, seeking to forge closer working and cultural relationships between the University and Penryn.
6 Protection

6.1 Introduction

A variety of statutory designations are in place to protect buildings, structures, objects and sites within the Penryn Conservation Area, and the Conservation Area is, of course, a protective designation in its own right. Aside from Conservation Area status, additional statutory protection is provided to 2 Scheduled Ancient Monuments and 203 Listed Buildings in the Area. There are no environmental or ecological designations covering all or part of the Conservation Area.

The purpose of designation as a Conservation Area is not to stifle or prevent change and evolution, but to control it in such a way as to maintain and enhance character and local distinctiveness. In making decisions on future development within Penryn Conservation Area, the Council is required by statute to ‘pay attention to the desirability of preserving or enhancing the character or appearance of the area’ [Section 72 of the Planning (Listed Buildings and Conservation Areas) Act, 1990].

This should ensure that harmful change is not allowed, although some changes, normally not requiring planning permission (known as permitted development rights) can continue to erode the special interest of the Conservation Area. These rights can be controlled by the serving of an Article 4 Direction, which enables a council to require a planning application for minor alterations, such as replacement windows and doors.

6.2 Designations

Existing designations

As noted above, there are 2 Scheduled Ancient Monuments in the Conservation Area. These are SM No. 1083 (remains of Glasney College) and SM No. 32953 (relocated cross-head to the east of the Town Hall).

There are 203 Listed Buildings of which 3 are Grade II* and 200 are Grade II. There are no designations at Grade I. There are no Registered Parks and Gardens.

As noted in Section 2.5, at the time of drafting of this Management Plan, legislative arrangements in England for the protection of heritage assets, including Conservation Areas, are in the process of being completely restructured. The proposed changes have been set out in the published draft Heritage Protection Bill. If enacted, this legislation would fundamentally alter designation in the historic environment, replacing Scheduled Ancient Monuments and Listed Buildings with the unified concept of ‘registrable heritage assets’. Such an asset would potentially be:

- A heritage structure
- A heritage open space
- A World Heritage Site
- A marine heritage site.

On this basis, there are potentially 205 registrable heritage structures in the Penryn Conservation Area.
Potential for additional or changed designations

The Conservation Area appraisal process has not resulted in any additional buildings or structures being identified for inclusion as Scheduled Ancient Monuments, Listed Buildings or, under the proposed new Heritage Protection, as registrable heritage assets.

The Conservation Area appraisal does not recommend making any change to the existing Conservation Area boundary.

6.3 Locally listed buildings

The Council has the power to include buildings on a local list and develop policies within the local develop framework or Supplementary Planning Documents to protect these buildings from inappropriate change or development. Although these buildings have no statutory designations they can be a material consideration when determining planning applications.

Locally listed buildings or structures are those which make a special contribution to the history, appearance, character, and cultural value of Cornwall. They include the following:

- Buildings which have qualities of age, style, materials and detailing;
- Well detailed historic shopfronts;
- Historic structures such as walls or railings;
- Historic street furniture including post boxes, bollards, or street lighting;
- Historic sites (where scheduling as an ‘Ancient Monument’ is not appropriate), such as tramways and other features of Cornwall’s industrial development;
- Other features which have historical or cultural significance, perhaps by association with a famous person or event.

They should all survive in a clearly recognisable form, with their historic features and layouts still present. Some selection of the better examples of these buildings or structures will be necessary, so in some cases the most authentic and interesting of a group of buildings may be Locally Listed, rather than the whole group. It is likely that most of the entries will date from the mid-19th to the mid-20th century, but recent buildings of outstanding quality could be considered.

A number of Councils have extended the concept of the Local List to include places (as distinct from buildings and structures) which make a special contribution to the history, appearance, character, and cultural value of the area, but which cannot be protected by being placed on a statutory list. This might include, for instance, an important open space in a town centre that contributes significantly to the settlement’s distinctiveness and sense of place.

It has been suggested that the criteria for inclusion of Local Lists in Cornwall should be:

Buildings

- Buildings designed by a particular architect or designer of regional or local note
- Good examples of well designed domestic buildings which retain their original details and materials

March 2010
Good examples of educational, religious or community buildings which retain their original details and materials.

Landmark buildings or structures of notable design.

Buildings or structures of which contribute to our understanding of the development of the area.

**Structures**

- Notable walls or railings
- Street lighting
- Bollards
- Street surfaces
- Post boxes.

**Historic association**

- Any building or structure which has a close association with famous people or events
- Any building or structure which has a close association with an important local feature including statutorily protected sites or buildings.

Again, it is emphasised that consideration might be given to adding significant spaces to these criteria.

Typical examples of buildings and a place in Penryn Conservation Area that currently are statutorily unprotected (beyond the fact of their location in the Area) and might be considered for inclusion on a future Local List are:

- The 1928 Stuart Stephen Memorial Hall in West Street in recognition of its role as a community building and its contribution to street scene, and,

- Fish Cross in recognition of its pivotal contribution to the town centre’s sense of place.

The Conservation Area appraisal process identified a number of buildings and places that might be incorporated on a Local List for Penryn. It is important to stress, however, that such a Local List should cover Penryn as a whole, not just the Conservation Area.

March 2010
Penryn Conservation Area Management Plan

Extensive engagement with the local community is necessary before a Local List for Penryn can be created. This must involve discussion and agreement on the possible criteria for selection as a starting point. It is too early, therefore, to propose any Local List as part of this Management Plan.

Action

The Council will initiate engagement with the local community in Penryn about the establishment of a Local List.

6.4 Article 4 Direction

An Article 4 Direction has been in place restricting certain permitted development rights in Penryn Conservation Area under Town and Country Planning Legislation since 1977. This Direction has not been amended since that time. The present Article 4 Direction relates to various stated properties in Bohill, St Thomas Street, Higher Market Street, Glasney Terrace, College Hill, Hill Head, Carn Rock, Almon Cottages, Saffron Court, Quay Hill, Chapel Lane, Helston Road and Garland Place and remove certain permitted development rights relating to:

- The enlargement, improvement or other alteration of a dwellinghouse
- The erection or construction of a porch outside the external door of a dwellinghouse
- The erection or construction of gates, fences, walls or other means of enclosure to any building or site
- The painting of the exterior of any building.

The aim of the existing Article 4 Direction was to protect the distinctive form and appearance of buildings in certain parts of the Conservation Area. Since 1977, a number of factors have led to the Article 4 Direction becoming less than adequate for its intended purpose. The Conservation Area has been considerably expanded in its extent and, in recent years, its distinctive character has been better comprehended and defined. Over the same period, the pressures on and threats to Penryn Conservation Area’s distinctiveness have changed – in some cases, markedly. In consequence, the Conservation Area Appraisal and this Management Plan have established the critical need to strengthen the effect of the Article 4 Direction to ensure that the Council can exert appropriate management control over development across the whole of the Conservation Area. Without this control, the special interest and distinctive character of the Conservation Area will become increasingly vulnerable to compromise and permanent damage.

Accordingly, in order to fulfil the key objectives of this Management Plan, a new Article 4 Direction is proposed for adoption. This would form a replacement to the existing Article 4 Direction. It would include the same provisions as the existing, but would extend coverage of the Direction across the whole Conservation Area (as defined by Map 1) without any exclusions and, in addition to the foregoing, would remove certain further permitted development rights across the Conservation Area relating to:

- Installation of new or replacement windows and doors
Penryn Conservation Area Management Plan

- Installation of solar panels, satellite dishes, aerials and alarm boxes
- Alteration to the roof of a dwellinghouse
- Other alterations to the elevations of a dwellinghouse facing on to the public highway
- Extension or alteration of an industrial building or warehouse.

The detail of this proposed Article 4 Direction is set out in Annex V to this Management Plan, including reference to the palette of colours to be used for selection of external decorative paint schemes across the Conservation Area (see Annex IV). This has been based upon the principles used in the Townsape Heritage Initiative Scheme.

It is recognised that this will affect buildings that are not of historic or architectural interest but which fall within the boundaries of the Conservation Area – for instance, the various 20th century housing developments in the Residential Suburbs character area of the Conservation Area. This is an important point of principle. The intention of the new Article 4 Direction is not to prevent change, but to ensure that, at all times, it will enhance the character of the Conservation Area. As a result, the Direction will benefit all buildings within the Conservation Area, whatever their significance.

### Action

The Council will initiate adoption of the replacement Article 4 Direction.
7 Enforcement

7.1 Introduction

Change within the Conservation Area is currently controlled and shaped inter alia through the following:

- Planning legislation and the requirement for planning permission
- Listed building legislation and the requirement for listed building consent
- Scheduled ancient monument legislation and the requirement for scheduled monument consent
- Conservation area legislation and the requirement for conservation area consent
- PPG 15 & the new PPS5

The various specific requirements of these are set out in Annex I.

Under the proposed changes contained within the published draft Heritage Protection Bill, if enacted, listed building and scheduled ancient consents would be replaced by a single control, heritage asset consent, whilst the conservation area consent process would be amalgamated with that for planning permission.

7.2 Listed Buildings At Risk

The Council acts as the primary custodian of the historic environment in its area. It strives to follow best practice by informally monitoring the condition of listed buildings, the majority of which are listed Grade II. It aims to foresee problems that are likely to arise, to take action to prevent vulnerable buildings sliding into decay, and to address those which are at risk.

The Council adopts national policy towards Buildings at Risk in its area as recommended in National guidance and advocates reliable and consistent identification of risk, followed by regular monitoring. It aims to establish early contact with owners of vulnerable buildings. If necessary, it will consider the service of statutory Repair or Urgent Work notices where it is felt to be required to safeguard the historic environment.

The 2008 Conservation Area appraisal concludes that, with implementation of the Penryn THI works, there are currently no Grade I and II* listed buildings at risk within the Conservation Area. It must be recognised, however, that over time this situation may change if owners and occupiers fail to meet their responsibilities to put keep their listed buildings in good repair through timely investment in appropriate maintenance activity or other neglect, misuse or mismanagement.
Local planning authorities have a duty to consider taking enforcement action where they believe there has been a breach of planning control. The Council’s practice relating to planning enforcement is to follow Government advice in Planning Policy Guidance [PPG] note 18 – Enforcing Planning Control. Key aspects of enforcement are the investigation of alleged breaches of planning control, listed building control and advertisement control. PPG18 advises that, wherever possible, breaches should be resolved without the need to take formal action. Should formal action be deemed necessary, the legal system offers the right to appeal at most stages in the process. That notwithstanding, failure to comply with any of the planning control procedures listed above could lead to prosecution by the Council. It is therefore advisable to consult the Council before proceeding with any works that might affect the character and appearance of the Penryn Conservation Area. A number of sites or buildings were identified during the appraisal process where works have apparently taken place without the benefit of the requisite permissions. The Council will monitor and, where expedient, systematically enforce against unauthorised developments and advertising within the Conservation Area.

**Penryn Conservation Area Management Plan**

7.3 Enforcement powers

The Council will develop and maintain its system of monitoring and reporting potential buildings at risk or in disrepair.

**Action**

The Council will maintain its system of monitoring and enforcement of breaches of planning controls.

March 2010
8 Implementation of the Management Plan

8.1 Introduction

It is essential that the actions and implications set out in this Management Plan are carried forward by Cornwall Council and appropriate resources allocated for their implementation and for enforcement of conservation area and listed building controls.

This section outlines the arrangements for ensuring that the policies and actions described in the previous sections will be delivered and describes how the Management Plan will be implemented in the immediate future.

8.2 Overseeing the plan

The Council will be required to directly manage or play the role of lead organisation and oversee the implementation of the Management Plan,

8.3 Implementing the plan

Responsibility for implementing many of the policies and actions lies with the local planning authority, government agencies, and key owners including private estates and individuals.

Success will require commitment by all Council departments and their partners to ensure the sensitive exercise of controls, such as planning permissions, building control, fire regulations and highways standards, in the best interests of Penryn and its Conservation Area and, likewise, the sensitive deployment of such resources as are available.

Although the administration of the Conservation Area is largely a planning function, there are many other actions that can impact on character and appearance, for instance the maintenance of public buildings. It is important, therefore, that conservation aims are coordinated across all local authority departments.

Success depends also on the part played by other stakeholders: property owners, residents, businesses, amenity groups, and Penryn Town Council. Penryn Conservation Area is a reasonably large urban area. Inevitably, therefore, a considerable number of individuals and organisations have an interest in one way or another in its day to day management, including, for instance:

- property owners, occupiers and users
- property investors and developers
Penryn Conservation Area Management Plan

- those who run businesses in and close to the Conservation Area, as well as those who work in such businesses
- staff and students at the Tremough campus
- schools, their teachers and students
- local authorities
- the Town Council
- statutory authorities
- local societies and amenity groups
- national heritage and other groups
- those who administer places of worship in the Conservation Area, along with their congregations
- visitors and road users

This list is far from comprehensive. The point is that the number of stakeholders to the future management of the Penryn Conservation Area is immense and their interests in the Area are extremely diverse.

8.4 Resources required for effective implementation

Clearly, the actions identified in this Management Plan include some that can start immediately, while others may only be aspirations at present pending the development of resources. Resources, however, are not the issue for immediate actions. Spending decisions are constantly being made and the challenge is to ensure that those investments are made in ways that benefit the special character of the Conservation Area. Priorities are, therefore, a matter of expediency as well as urgency and the Action Plan sets out the tasks in immediate, medium and long-term timescales over a five-year period.

The designation and review of Conservation Areas are legal requirements. In support of these statutory duties, the Council and in due course the unified authority can be expected to commit adequate resources by ensuring it has access to the necessary skills and that it adopts appropriate policies. It should also ensure that communities are sufficiently informed about the implications of designation so that they too can play their part.

The principal sources of funding for enhancement projects are likely to be:

- Developer funding through section 106 contributions. There are well-established precedents for the use of such contributions for improvements which are not directly related or adjacent to the relevant development.
- European Convergence funding.
- Owners of commercial and residential properties, in addition to their own funds, may be eligible for grants for building improvements and repairs, for instance through the Architectural Heritage Fund.
- Charitable trusts and government agencies.
8.5 Monitoring, evaluation and review of the management plan

The efficient delivery of a conservation service requires regular monitoring of change and the agents of change. The Council is expected to undertake:

- Periodic reviews of the effectiveness with which the service addresses pressures for change;
- Review the Penryn Conservation Area Character Appraisal on a five-year basis;

Progress and performance with this Management Plan will be reviewed annually. This Management Plan has a five year life and will need to be reviewed in 2013. This process will involve public consultation and lead to the adoption of a new or amended Management Plan for a further five year cycle.

8.6 Summary of actions

The table overleaf summarises the actions identified in this Management Plan and establishes priorities and an outline timetable for each.

Action

The Council will monitor this Management Plan on an ongoing basis. It will review formally review the Plan in 2013 and will involve the community in that process.
<table>
<thead>
<tr>
<th>Action</th>
<th>Page reference</th>
<th>Responsibility</th>
<th>Timetable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Draft Policy 1 - implementation</td>
<td>14-15</td>
<td>Council</td>
<td>2008 and ongoing</td>
</tr>
<tr>
<td>Draft Policy 2 - implementation</td>
<td>15</td>
<td>Council</td>
<td>2008 and ongoing</td>
</tr>
<tr>
<td>Draft Policy 3 - implementation</td>
<td>16</td>
<td>Council</td>
<td>2008 and ongoing</td>
</tr>
<tr>
<td>Draft Policy 4 - implementation</td>
<td>16-17</td>
<td>Council and other partners</td>
<td>2008 and ongoing</td>
</tr>
<tr>
<td>Draft Policy 5 - implementation</td>
<td>17</td>
<td>Council</td>
<td>2008 and ongoing</td>
</tr>
<tr>
<td>Draft Policy 6 - implementation</td>
<td>18</td>
<td>Council</td>
<td>2008 and ongoing</td>
</tr>
<tr>
<td>Draft Policy 7 - implementation</td>
<td>18-19</td>
<td>Council</td>
<td>2008 and ongoing</td>
</tr>
<tr>
<td>Initiating implementation of Streets for All actions</td>
<td>32-34</td>
<td>Council</td>
<td>2009-10</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Action</th>
<th>Page reference</th>
<th>Responsibility</th>
<th>Timetable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Co-ordination to safeguard achievements of Penryn THI in improving public realm within Conservation Area</td>
<td>33</td>
<td>Council and all agencies undertaking works in the Conservation Area’s public realm</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Preparation of targeted design briefs for potential development sites</td>
<td>36-37</td>
<td>Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Ensuring approved development proposals are consistent with aim of establishing optimum balance for traffic management in the Conservation Area</td>
<td>40-41</td>
<td>Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Encouraging re-establishment of links to watersides</td>
<td>45-47</td>
<td>Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Action</td>
<td>Page reference</td>
<td>Responsibility</td>
<td>Timetable</td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
<td>----------------</td>
<td>-------------------------------</td>
<td>-------------------------</td>
</tr>
<tr>
<td>Explore concept of long term development of a shared space strategy</td>
<td>49-50</td>
<td>Council</td>
<td>2010 and ongoing</td>
</tr>
<tr>
<td>Removal of clutter from the public realm</td>
<td>50-52</td>
<td>Council and partners</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Encourage specific enhancements within character areas and wider setting of Conservation Area</td>
<td>53-64</td>
<td>Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Expand contacts with CUC</td>
<td>64-66</td>
<td>Council and others</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Initiate discussions with local community on creation of Local List</td>
<td>68-70</td>
<td>Council</td>
<td>2008-09</td>
</tr>
<tr>
<td>Adopt replacement Article 4 Direction for Penryn Conservation Area</td>
<td>70-71</td>
<td>Council</td>
<td>2009</td>
</tr>
<tr>
<td>Develop and maintain system of monitoring and reporting of Buildings At Risk</td>
<td>72-73</td>
<td>Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Maintain system of monitoring and enforcement of breaches of planning control</td>
<td>73</td>
<td>Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Monitor Management Plan</td>
<td>76</td>
<td>Council</td>
<td>2008-13</td>
</tr>
<tr>
<td>Review Management Plan</td>
<td>76</td>
<td>Council with community engagement</td>
<td>2013</td>
</tr>
</tbody>
</table>
ANNEX I: Legislative Background

1 Introduction

Conservation Area designation, along with the listing of historic buildings, forms the core of the British planning system’s protection measures for the historic environment.

Typically carried out by the local authority, the purpose of conservation area designation is to introduce additional levels of planning protection and control within any geographical area that is judged to have special architectural or historic qualities, and therefore whose character or appearance should be preserved. In official terms, Conservation Areas are ‘areas of special architectural or historic interest the character or appearance of which it is desirable to preserve’.

Conservation Area protection, in contrast to ‘listing’ (which is typically directed at individual or small groups of related buildings), allows for a large and often diverse group of buildings and streets to be protected under a single protection measure. Typical subjects of Conservation Area status include historic planned residential areas, from town squares to garden cities or, more commonly, town centres, which accommodate the services for and define the identity of their wider communities.

The designation of Conservation Areas is the responsibility of Local Planning Authority and is carried out under the Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The principal consideration in the designation of Conservation Areas and in the assessment of any proposal for the alteration of an Area is to ensure the preservation and enhancement of those features which contribute to its special architectural and historic interest. Such features will of course include historic buildings, however numerous other features are also of importance: the public realm, signage, traffic, the mix of uses, views etc. Conservation Area policy is therefore concerned with the quality of the townscape in its broadest sense.

The preservation and enhancement of a Conservation Area, and of its setting and views, should be a material consideration in the handling of any development proposal within or adjacent to the Conservation Area. This should not however preclude change and development where it can be demonstrated that it will preserve or enhance the Area’s special interest. The emphasis will generally be on controlled and positive management of change.

Information on the assessment and designation of Conservation Areas, the handling of consent applications and on development controls within conservation areas is laid out in PPG15 and the new PPS5. Conservation Area designation introduces general control over the demolition of unlisted buildings and works to trees within the area, requires the desirability of preserving or enhancing the character and appearance of the Conservation Area to be taken into account as a material consideration when determining any planning application within an Area, and will typically involve the suspension of permitted development rights.

2 Legal implications of designation

In order to ensure that a Conservation Area continues to retain its status as an area of special architectural or historic interest Sections 71
Penryn Conservation Area Management Plan

3 Development control in Conservation Areas

Development control measures for Conservation Areas include the suspension of permitted development rights, regulation of the demolition of unlisted buildings, and a requirement to provide notice to carry out works to trees.

Development control measures are laid out in relevant national guidance and as part of the Local Development Framework for each authority, which may include additional restrictions relevant to individual Conservation Areas.

Suspended permitted development rights

Planning permission is required for certain types of development within Conservation Areas, which would elsewhere be classified as ‘permitted development’ and therefore not requiring permission.

Typically permitted works for which planning permission is required for residential properties in Conservation Areas include:

- Demolition of an unlisted building;
- The addition of cladding with stone, artificial stone, pebble dash, render, timber, plastic or tiles;
- The alteration of a roof’s shape, including the insertion of dormer windows into roof slopes;
- The erection of satellite dishes: fronting or visible from a highway; exceeding 100 cm in length; or on a building which exceeds 15m in height;
- The installation of radio masts, antennae or radio over 35 m³ in volume;
- Extensions to the side of a residential property or extensions to the rear of a property which are greater than one-storey in height;
- The construction of a structure within the curtilage of a residential property sited on land between a side elevation and a boundary wall;
- The local authority has powers to withdraw further permitted development rights in order to control works that materially affect the external appearance of dwelling houses, such as the alteration of...
windows, doors, roofs and façades. This may be done through the introduction of Article 4 Directions, which means that works must be considered against Conservation Area interests and planning permission granted before works can take place.

Commercial properties within Conservation Areas have very limited permitted development rights and planning permission will be required for any material alteration to a commercial building. These include:

- Change of roofing material or profile of roof
- Removal of architectural features
- Replacement of shop front
- Replacement of windows or doors unless in an identical material, design or finish
- Installation of decorative lighting
- Provision of fire escapes
- Addition of solar panels, rooflights or dormers
- Erection of an extension
- Addition of plant/machinery, ventilation and extraction equipment

Demolition of unlisted buildings in Conservation Areas

Conservation Area designation introduces control over the demolition of all unlisted buildings within the Area (with the exception of ecclesiastical buildings in ecclesiastical use). Listed buildings and Scheduled Ancient Monuments are covered by other legislation.

The general presumption is in favour of retaining those unlisted buildings classified by the local authority as making a positive contribution to the character or appearance of the Conservation Area.

Where demolition of an unlisted building within a Conservation Area is proposed, Conservation Area Consent must be gained ahead of works. In order to gain consent, proposals must address the following considerations:

- The condition of the building, the cost of repairing and maintaining it in relation to its importance and the value derived from its continue use;
- The adequacy of efforts made to retain the building in use; and
- The merits of the alternative proposals - subjective claims for the architectural merits of proposed replacement buildings should not in themselves be held to justify the demolition of any listed building (or unlisted building) in a Conservation Area. There may very exceptional be cases where the proposed works would bring substantial benefits for the community which have to be weighed against the arguments in favour of preservation.

Although the demolition of unlisted buildings is assessed against the same criteria as for the demolition of listed buildings, this does not make unlisted buildings in Conservation Areas of equal historic or architectural importance to listed buildings.

The Local Authority or Secretary of State may take enforcement action if the demolition of an unlisted building within a Conservation Area is carried out without consent.
Penryn Conservation Area Management Plan

**Condition of unlisted buildings in a Conservation Area**

Financial grant schemes to assist with the renovation and upkeep of unlisted buildings in a Conservation Area are sometimes available through English Heritage and the Heritage Lottery Fund, as well as through some Local Authorities. The limited available funds will be prioritised for use on the most urgent cases.

The Local Authority has the ability to enforce the repair of unlisted buildings within Conservation Areas through the use of Repair Notices and Urgent Works Notices.

**Trees**

Trees form an integral part of the character and appearance of Conservation Areas. As such, all trees within Conservation Areas, whether covered by Tree Preservation Orders or not, are protected by virtue of being located within the Conservation Area. As a result, anyone proposing to cut down, top or lop a tree over 1.5m high and 10cm in diameter within the Conservation Area must provide written notice of the intended works to the Local Authority six weeks before carrying out the works.

**Control of advertisements and signs**

Stricter rules apply in Conservation Areas with regard to the size and type of advertisements, signage and shop fronts that can be erected or installed without consent.

March 2010
ANNEX II: Retained Local Plan Policies Relevant to the Conservation Area

The following retained Local Plan policies are relevant to the Penryn Conservation Area.

**Policy 4D**

Development should be designed to respect the setting of listed buildings following the fundamental architectural principles of scale, height, massing, alignment and use of appropriate materials. Developments should also respect the quality of spaces between and the grouping of buildings which form the setting of a listed building.

Proposals which would have a significant adverse impact upon the setting of a listed building will not be approved.

**Policy 4F**

Proposals for development in a Conservation Area should preserve or enhance the special character of the Area in terms of scale, height, form and massing, respecting the traditional pattern of frontages, vertical or horizontal emphasis, detailing and materials. There will be a presumption in favour of retaining buildings which make a positive contribution to the character or appearance of Conservation Areas. Redevelopment which involves the demolition of an existing building within a Conservation Area will not be allowed unless:

The alternative development preserves or enhances the character or appearance of the Conservation Area, and,

i) The building makes no positive contribution towards the character or appearance of the Conservation Area, or,

ii) The condition of the building and the cost of its repair and maintenance renders it impracticable to retain when assessed in comparison with its importance and the value derived from its continued use, and,

iii) There is clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or to find viable new uses and these efforts have failed.

**Policy 4Q**

Proposals for the development of new, or the refurbishment of existing shop frontages and other commercial premises within the Area of Outstanding Natural Beauty or Conservation Areas should be sympathetic to and respect the architectural integrity of the building and the character of the Area, with special regard to such matters as scale, pattern of frontages, vertical or horizontal emphasis, materials and detailed design.

**Policy 4R**

Within Areas of Special Control of Advertisements, the Area of Outstanding Natural Beauty, Conservation Areas and on listed Buildings, signs should respect the architectural integrity and features of the buildings and the character of the locality and be located so as not to be a cause of confusion or danger to the travelling public.

March 2010
ANNEX III: Sources of Further Information

The following sources are recommended for further information:

**English Heritage**

English Heritage produces a wide variety of free publications with subjects ranging from repair, conservation and management of the historic environment to grants, funding and more general information on most aspects of its work.

Some publications are available as a free download from [www.english-heritage.org.uk](http://www.english-heritage.org.uk) or [www.HELM.org.uk](http://www.HELM.org.uk) and may be obtained from Customer Services, PO Box 569, Swindon, SN2 2YR.

Guidance of particular relevance to the subject matter of this Management Plan includes:

- *Timber Sash Windows* (Framing Opinions Leaflet 4 - available as free download from website)


**The Victorian Society**

VicSoc produces a range of publications, including some free pamphlets on the repair of Victorian buildings. Of especial relevance is:

- *Timber Windows* (Advisory Leaflet 9)

1 Priory Gardens, Bedford Park, London W4 1TT

Website: [www.victorian-society.org.uk](http://www.victorian-society.org.uk); telephone: 020 8994 1019; fax: 020 8747 5899.

**Society for the Protection of Ancient Buildings**

The SPAB (website: [www.spab.org.uk](http://www.spab.org.uk); telephone: 020 7377 1644) produces useful technical guidance on the repair of old buildings including:

- *Q&A Technical Guidance* (to be found on its web site) on inappropriate cement renders, brickwork defects, rainwater disposal, old doors, true slate roofing, preventative maintenance, repointing, timber windows, and roof maintenance.

- *Technical Pamphlets* on ‘Repointing Stone & Brick Walling’ (TP/5), ‘Repair of Wood Windows’ (TP/13) and ‘A Stitch in Time: maintenance guide’ (O/1).

- *Information Sheets* on ‘The Need for Old Buildings to “Breathe”’ (IS/4) and ‘Removing Paint from Old Buildings’ (IS/5).

**Other useful information**

*The Building Conservation Directory*, Cathedral Publications, Wiltshire (annual publication providing contact details for service and material
Penryn Conservation Area Management Plan

suppliers for works to historic buildings; also to be found at www.buildingconservation.com

ANNEX IV: Article 4 Direction – Approved Palette of Colours

The approved colour palette for Penryn Conservation Area replicates the approach adopted in Penryn THI.

The Council does not seek to require the use of any particular manufacturer's product, but, to remove any ambiguity, in specifying this colour palette reference is made below to the 2008 paint range produced by Farrow and Ball.

**Joinery, rainwater goods and metalwork** shall be painted in dark colours of similar depth of shade to Farrow and Ball’s Darks range - for instance, Green Smoke, Down Pipe, Hague Blue, Tanner’s Brown, Carriage Green, Brinjal, Railings, Mahogany, Green Studio, Off-Black, Black Blue, Minster Green - except for window frames, which traditionally have been painted white or off-white.

**Walls and larger painted surfaces** to be painted in a muted pale shade to complement the chosen joinery/metalwork colour.
ANNEX V: Proposed Article 4 Direction

The replacement Article 4 Direction will remove certain permitted development rights across the whole of Penryn Conservation Area. Whilst it is recognised that this will affect buildings not of historic or architectural interest that fall within the boundaries of the Conservation Area, the intention of the Article 4 Direction is not to prevent change but ensure that at all times it will enhance the character of the Conservation Area. As a result, the Direction will benefit all buildings within the Conservation Area whatever their significance. The permitted development rights that are to be removed are:

1. The enlargement improvement or other alteration of a dwellinghouse so long as:

   (a) the cubic content of the original dwellinghouse (as ascertained by external measurement) is not exceeded by more than 50 cubic metres or one-tenth whichever is the greater, subject to a maximum of 115 cubic metres;

   (b) the height of the building as so enlarged altered or improved does not exceed the height of the highest part of the roof of the original dwellinghouse;

   (c) no part of the building as so enlarged altered or improved projects beyond the forwardmost part of any wall of the original dwellinghouse which fronts on a highway:

Provided that the erection of a garage, stable loosebox or coach-house within the curtilage of the dwellinghouse shall be treated as the enlargement of the dwellinghouse for all purposes of this permission including the calculation of cubic contents.

2. The erection or construction of a porch outside any external door of a dwellinghouse so long as:

   (a) the floor area does not exceed 2 square metres;

   (b) no part of the structure is more than 3 metres above the level of the ground;

   (c) no part of the structure is less than 2 metres from any boundary of the curtilage which fronts on a highway.

3. The alteration to the profile or visible appearance of the roof of any dwellinghouse.

4. The alteration of any wall of a dwelling house that is visible from a highway.

5. The erection or construction of gates, fences, walls or other means of enclosure not exceeding 1 metre in height where abutting on a highway used by vehicular traffic or 2 metres in height in any other case, and the maintenance, improvement or other alteration of any gates, fences, walls or other means of enclosure so long as such improvement or alteration does not increase the height above the height appropriate for a new means of enclosure.

6. The painting of part or the whole of the exterior of any building unless the palette of colours to be used complies with Annex IV of the currently adopted Penryn Conservation Area Management Plan.

7. The enlargement or other alteration of an industrial building or warehouse.

8. The installation of new or replacement exterior doors and windows in existing buildings.

9. The installation or fixing otherwise of a satellite dish, aerial, alarm box or CCTV equipment to any part of the exterior of a building.