St Eval Parish Neighbourhood Development Plan 2014 - 2030
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With support from:
Cornwall Council
Cornwall Rural Community Council (CRCC)
Locality

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Figure 1 - St Eval Parish Boundary and Neighbourhood Plan Area
(Source: Cornwall Council, 2013)
Foreword

In 2011 St Eval Parish became one of Cornwall’s Neighbourhood Planning front-runners. This came about because of the Government’s proposed changes to the planning system, intended to allow communities to actively influence land use and development as part of the statutory planning system.

At first, it was intended to produce a Neighbourhood Development Order (NDO) for a specific piece of land (being sold by the MoD) in Trevisker St Eval, but it became clear that Parish Council, Steering Group and residents needed to go beyond the scope of what an NDO could offer. Hence, the Parish Council agreed to take the more holistic approach and create a full Neighbourhood Development Plan (NDP), which would offer them the chance to create policies for the whole parish and look at wider land use and development issues.

At this time, Cornwall Council is currently in the midst of their Local Plan process. The emerging Local Plan will be going out to the final round of consultation in March 2014 and should be adopted in early 2015. This document will set out a strategy for growth and distribution of housing and focuses on housing numbers for the towns and community network areas. The detail does not filter down to parish level – and therefore without these allocations being specified within the Cornwall wide document there is an increasing need for parishes to establish their own acceptable levels of development that are also in harmony with the overall Cornwall vision.

Without the Steering Group’s tenacity and enthusiasm to achieve something positive for their parish this document would not have come about. The group also received valuable support and advice from Cornwall Council officers, CRCC and Locality as they navigated their way through this process.

Kim Hayward
Chair of St Eval Parish Council
1.0 Introduction

1.1 About St Eval Parish

The rural, coastal Parish of St Eval is situated in North Cornwall, adjacent to Mawgan in Pydar, St Ervan and St Merryn in the Community Network Area of Wadebridge and Padstow.

St Eval Parish has a population of 804. The largest settlement in the Parish is Trevisker St Eval, located between the larger settlements of Newquay and Padstow. Padstow is approximately 4 miles northeast of the site and Newquay approximately 8 miles to the south west.

The area is ranked within the 20% most deprived for access barriers to housing and services in England. Specifically, most services are located outside a 20 minute travelling radius of St Eval.

1.2 About Neighbourhood Planning

Neighbourhood Planning builds on the National Planning Policy Framework (NPPF) and the Cornwall Local Plan to give an extra level of detail at the local level. The St Eval Neighbourhood Development Plan (NDP) has been developed to ensure that future growth and development in the parish is shaped by local people. It seeks to protect the unique character as a collection of coastal and rural communities, and that further development will contribute towards creating a stable and more sustainable community.

1.3 Plan Period

The NDP will run in tandem with the Local Plan i.e. to 2030. It is appropriate that it should have the same end period and therefore it will be reviewed and updated in 2030. The Parish Council may however deem if necessary to update the Plan at an earlier date if circumstances warrant any earlier review.

1.4 St Eval Neighbourhood Development Plan Process

Figure 2 shows the evolving process of developing a plan for St Eval over 4 years, including community engagement and consultation at every step along the way. More detail on each stage of consultation is included in the Consultation Statement (part of the Supplementary Document).

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2 Index of Multiple Deprivation 2010
Figure 2 – Chart showing key milestones in the process undertaken in St. Eval Parish
1.5 Why St Eval needs a Neighbourhood Development Plan

The original motivation for the NDP came about because of the Ministry of Defence (MoD's) intention to sell some of their land at Trevisker St Eval. The Parish Council and St Eval Area Community Action Forum Community Interest Company (SEACAF CIC) saw this as an opportunity to be proactive in shaping future development, as well as a way to help safeguard and enhance the area.

The post office/shop and community centre are located on the area that was marketed for sale; therefore, the Parish were keen to ensure that these facilities were protected for existing and future residents of the Parish.

With the MoD (Defence Infrastructure Organisation) Development Brief defining a potential for development of up to 100 houses, the need for facilities was seen as ever more key to the future of the Parish.

Initially, the Parish considered undertaking a Neighbourhood Development Order (NDO) to influence the development on the MoD site but, following consultation with the community in December 2012, decided to widen this out in order to set policies across the whole of the Parish and encourage all parish residents to have an active say in the future.

However, the need for a NDP has not only been driven by the need to protect and enhance parish facilities. The withdrawal of the majority of MoD personnel from the area has changed the make-up of the Parish and there is an awareness that the Parish would benefit from some growth and a range of residents that will aid the sustainability of the Parish and bring positive change.

It is intended, through the NDP, to shape the development through the policies themselves and by engaging with potential developers to look at how the area can be developed to the mutual benefit of the developer and the community. Good quality development that works positively with the environment and conditions, and adds social value will make St Eval a better and more sustainable place to live and should be embraced.

1.6 The Neighbourhood Development Plan Examination and Referendum Process

Once the draft NDP has been consulted upon, and any amendments made, it is formally submitted to Cornwall Council for their consideration (to ensure it fulfils relevant conditions) and to enable it to be publicised and comments collated. The comments and the Plan are then sent to an independent examiner (mutually agreed by Cornwall Council and St Eval) who will check the Plan to ensure it conforms with legislation, policies, designations and any other relevant documents. The independent examiner will then recommend if the Plan should a) continue to the referendum stage; b) require amendment before it can proceed to referendum or c) is not in conformity and therefore cannot proceed.

If the Plan is successful at examinations stage, Cornwall Council will organise the referendum in order to gauge community support. The Plan will be adopted if the majority of those voting in the referendum support it.
2.0 The Neighbourhood Development Plan

2.1 Vision

"Maintain and enhance St Eval Parish as a sustainable and vibrant community, which is recognised as both a unique coastal and rural community".

The NDP sets out policies based on the identified objectives under the following 6 headings:

- Economic Development and Community Facilities
- Housing
- Environment
- Heritage
- Green Assets
- Sustainable Development

2.2 Sustainability

In order to ensure that the plan considers environmental, social and economic issues, the Steering Group carried out a ‘Sustainability Checklist’ with assistance from Cornwall Council. The Sustainability Checklist covers 19 key sustainability issues (known as ‘objectives’) which the policies are tested against. These are:

1. Climatic Factors
2. Waste
3. Minerals and Geo-diversity
4. Soil
5. Air
6. Water
7. Biodiversity
8. Landscape
9. Maritime
10. Historic Environment
11. Design
12. Social Inclusion
13. Crime and Anti-social behaviour
14. Housing
15. Health, Sport and Recreation
16. Economic Development
17. Education and Skills
18. Transport and Accessibility
19. Energy

The Sustainability Checklist presented a valuable opportunity to identify chances to mitigate against any potential negative impacts and to enhance positive outcomes for St Eval. The checklist is included in the Supplementary Document.
2.3 Defining the Village Boundary for Trevisker St Eval

The village boundary (Figure 3) has been defined based upon the scale and functions of St Eval Parish. The boundary includes a range of services and facilities which are utilised by the surrounding communities within the Parish i.e. Porthcothan and Treburrick.

In defining the village boundary, the intention was to encompass the hub of St Eval Parish, whilst including areas of land which are appropriate and are capable of delivering around 100 new homes; which once developed, will form a cohesive part of the settlement fabric. The boundary has excluded areas deemed to relate physically to the countryside and those areas of greenfield land which would unnecessarily increase land-take, increase urban sprawl and ribbon development and result in coalescence.

In defining the village boundary, the following methodology was used:

1. The village boundary followed a combination of clear defined physical features and current land availability which solely relates to land included within the parish boundary of St Eval.

2. The curtilages of dwellings are included, unless functionally separate to the dwelling or where the land has the capacity to significantly extend the built form of the settlement and as such would result in ribbon development or coalescence.

3. Recreational and amenity open space, which is physically surrounded by the settlement.

4. Dwellings and curtilages that do not sit within the Parish boundary have been excluded.

5. Free standing, individual or groups of dwellings, farm buildings or other structures detached or peripheral to the main built area of the settlement are excluded.

6. Existing caravan sites or leisure uses on the edge of the settlement, which are detached from or peripheral to the main built up area are excluded from the village boundary.

7. Inclusion of brownfield sites and existing employment sites.

8. Individual plots or small scale development sites that would provide rounding off opportunities in areas physically and visually related to the settlement are included within the village boundary.
2.4 Delivering the Plan

To deliver the NDP, the community will seek funding for, and bring forward, projects which will make a real difference to Eval. Already considerable progress has been made to make improvements to St Eval Community Centre possible. The potential to secure funding for community projects in Eval has been made possible through the creation of a Local Infrastructure Fund which allocates a proportion of New Homes Bonus towards community projects. Other sources of funding are also open to communities. Major development proposals in St Eval will offer the prospect of s106 and Community Infrastructure Levy funding to address major issues such as public realm enhancements and transport infrastructure improvements.

This document builds on the MoD Development Brief, through consultation and evidence gathering. To ensure that the planning and development decisions take into account the views of the community, policies have been prepared which have been developed in the context of the North Cornwall Local Plan, the emerging Local Plan for Cornwall and the National Planning Policy Framework (NPPF); and to essentially help deliver the emerging Local Plan for Cornwall. When development is proposed within St Eval either by developers, private individuals or other organisations, the policies in this NDP will be referred to by Cornwall Council and the Government when planning decisions are made.

The NDP is a live document and as such, will be monitored on an on-going basis by the Parish Council of St Eval. Reviewing the document will be undertaken when necessary and at the end of the plan period in 2030.

2.5 Engagement with Landowners and Developers

When the MoD indicated their intention to put the land in Trevisker St Eval up for sale, the Parish Council and SEACAF CIC liaised with the MoD on the production of the Development Brief. The NDP Steering Group was also keen to engage with housing developers and approached Ocean Housing to discuss any potential development opportunities; and with this in mind Ocean Housing undertook a Housing Needs Survey in co-operation with the Parish.

Since beginning the NDP process, the MoD land has been purchased by Sterling Housing St Eval Ltd. There have been preliminary discussions between the steering group and the company regarding the development of the site in the context of the emerging NDP and the importance of the American Buildings, in particular the community centre, to St Eval. There are ongoing communications about the possible future of the American Buildings. SEACAF CIC originally applied for Community Right to Bid, but the 6 month moratorium period was not long enough to raise the necessary funds in order to submit a bid.
3.0 Vision and Objectives

St Eval’s vision:
"Maintain and enhance St Eval Parish as a sustainable and vibrant community, which is recognised as both a unique coastal and rural community”.

Objective 1: Economic Development and Community Facilities
Deliver local employment and community opportunities by sustaining and enhancing St Eval Parish as a self-sufficient community.

Objective 2: Housing
Deliver housing growth that will help facilitate St Eval’s economic aspirations, whilst also delivering much needed affordable housing for local residents.

Objective 3: Environment
Ensure development is sensitive to the natural environment of the area, to ensure St Eval Parish does not lose its unique identity.

Objective 4: Heritage
Protect St Eval Parish’s local distinctiveness and character, whilst including assets according to their national and local significance.

Objective 5: Green Assets
To protect St Eval Parish’s most important ‘green assets’ whilst improving and increasing the provision of open space and green links for the existing and expanding population.

Objective 6: Sustainable Development
Increase energy savings and reduce the community’s carbon footprint by promoting the use of renewable and low carbon energy generation.
4.0 Policies

4.1 St Eval Neighbourhood Development Plan Illustrative Map

Figure 3 – Map showing key areas in the Trevisker St. Eval area of the parish
4.2 Economic Development and Community Facilities

**SENDP1 ECONOMIC DEVELOPMENT AND COMMUNITY FACILITIES**

**Policy Justification**
The majority of St Eval’s residents either travel to jobs in other locations across Cornwall or work from home. There are concerns over the cost and time taken to get to work, the lack of employment opportunities locally and the lack of child care facilities in addition to the poor broadband connection.

The community values the existing community centre which houses the well-used post office, hairdressers, bar and community rooms. St Eval residents believe that this community center and the three other remaining former American Buildings have the potential to provide additional local employment, community enterprise and community social use opportunities, whilst contributing to the overarching objective on Economic Development and Community Facilities. This is supported by the National Planning Policy Framework, in particular Policy 3 (Supporting a Prosperous Rural Community) and Policy 8 (Promoting Healthy Communities).

Community Enterprise (a business conducted by the community, for the benefit of the community) brings self-generated income and surpluses to a community, and that wealth is then held within the community, either by being re-invested into further community enterprise development or into community projects. As such, community enterprise can be an important component in the development of self-sufficient communities (a key aspiration of the Neighbourhood Development Plan vision) and in promoting sustainable development.

**Intention**
This policy has been produced to encourage and support future use of the former American buildings which will contribute to the community’s aspirations of a self-sufficient community. These buildings are those shown in orange on Figure 3.

**Policy SENDP 1 - Economic Development and Community Facilities**

1. Proposals which support the re-use of the former American buildings will be encouraged and permitted where an applicant for planning permission can show that the proposal:

   (a) would create local employment opportunities or community facilities; and
   (b) would maintain or enhance the function of the American buildings in providing local shopping and other services.
4.3 Housing

**SENDP2 HOUSING AT TREVISKER, ST EVAL**

**Policy Justification**

The residents of St Eval recognise that future development within the settlement will help to support and enhance local amenities and contribute towards creating a stable and more sustainable community for future generations. This is in line with guidance contained within the National Planning Policy Framework 2012, policies contained within the emerging Cornwall Local Plan 2010-2030, saved policies within the North Cornwall Local Plan 1999 and the Development Brief for St Eval, published in 2011.

Through the consultation process of the Development Brief, the community agreed that the settlement of St Eval would take up to 100 new homes, providing that the development was contained within the existing settlement and in particular on the former Ministry of Defence land. Thereupon that aspiration has identified the need for this policy.

**Intention**

This policy seeks to guide the majority of future development within the village boundary of Trevisker St Eval; where housing development is proposed outside of the settlement boundary, policy SENDP3 applies. The settlement boundary has been drawn to illustrate the majority of the existing housing, community facilities, education and open space provision for the Parish of St Eval. As a general indication, it is envisaged that about 100 new dwellings would be provided within the Trevisker boundary of St Eval in the period up to 2030, subject to the conditions set out in the policy.

**Policy SENDP2 – Housing at Trevisker, St Eval**

1. **Housing development will be permitted within the Trevisker boundary of St Eval where the development would meet the following criteria:**

   (a) Proposals must provide a high quality of design and layout which suits St Eval and demonstrate that the existing context, local constraints and land covenants have been considered, and that the development would make a positive contribution to social, economic and environmental sustainability.
   
   (b) Proposals consider the need to design out crime, disorder and anti-social behaviour to ensure ongoing community safety and cohesion.
   
   (c) Development must provide community benefits in the form of affordable housing and contributions for local facilities, services or infrastructure requirements.
   
   (d) Adequate car parking and safe highway access is provided.
   
   (e) Connections with existing walking and cycling routes are made and on-site infrastructure is provided to support sustainable modes of travel.
   
   (f) Account of light pollution is considered (and minimalised).
   
   (g) The proposed design and layout must provide suitable space for rubbish or waste bins.
Policy Justification
St Eval Parish Council is regularly consulted on planning applications to replace existing dwellings in the Porthcothan area, which falls outside of the main settlement of St Eval. The Parish supports those applications where the replacement dwelling is in keeping with the existing development in terms of the size and design and where the development is respectful to the AONB.

St Eval acknowledges that one of the policies HSG4 within the North Cornwall District Plan is used whilst determining such applications; although when the emerging Local Plan is adopted, policy HSG8 will no longer be a material planning consideration. It is therefore crucial to St Eval that a policy at a local level which is in line with the Emerging Local Plan and the NPPF is included within this Neighbourhood Development Plan.

Intention
This policy is designed to be used when an application is made to replace an existing dwelling outside of the main settlement of Trevisker, St Eval.

Policy SENDP3 – Housing in the rest of the Parish

1. The replacement of existing dwellings outside of the main settlement of Trevisker, St Eval will be permitted where:

   The residential use has not been abandoned;
   (a) The original dwelling is not a residential caravan, mobile home or chalet;
   (b) The size and design of the replacement dwelling is in keeping with its surroundings and there is no harmful or visual impact on Cornwall’s landscape that is in, or within the setting of, the AONB;
   (c) In the case of buildings of traditional design, it can be demonstrated that the dwelling cannot be retained through renovation or improvement.
4.4 Environment

SENDP4 ENVIRONMENT

Policy Justification
The community of St Eval values the natural environment and more specifically, the areas of land defined within the village boundary of Trevisker St Eval. This recognition stems from the Phase 1 Habitat and Protected Species Survey undertaken in 2012, and that assessment survey should be referred to in conjunction with this Neighbourhood Development Plan.

Although the areas shown in blue and labelled ‘Environment’ in Figure 3 are of different levels of importance, or refer to different environmental features, it is still essential that the areas are identified to ensure that future development proposals consider those areas and mitigate accordingly.

As a consequence of the above, the community has set an Environment objective and therefore, this policy has been included.

Intention
This policy has been formulated to safeguard the locally designated sites shown in blue and labelled ‘Environment’ in Figure 3, from inappropriate development.

Policy SENDP4 – Environment

1. Development that is likely to have either a direct or indirect adverse impact upon the locally designated sites (shown in blue and labelled ‘Environment’ in Figure 3) for nature conservation, priority habitats and/or protected species should demonstrate that appropriate mitigation and/or compensation will be provided.

2. Proposals for new housing or other built development must show that where appropriate, the existing walking, cycling and horse riding network would be retained and improved.
4.5 Heritage

SENDP5 HERITAGE

Policy Justification

St Eval is iconic for its former Royal Air Force Station and as importantly, its unique character as a coastal and rural community. The evolution of St Eval contains buildings which were constructed by the US Navy. St Eval’s community values and recognises the fact that those buildings represent a significant point in the history of St Eval parish. As a consequence, the community has identified these buildings which are shown in orange and labelled ‘Heritage’ in Figure 3, as non-designated heritage assets because of their historic value.

In addition to the historic value of the buildings, the community also believes that the American buildings are of cultural value due to the ongoing opportunities for community facilities and small scale employment uses. As such, the community has identified this policy within this Neighbourhood Development Plan.

Intention

This policy has been devised to ensure that development proposals sustain St Eval’s local distinctiveness and character, whilst conserving and enhancing the American Buildings that are valued assets for future community use.

Policy SENDP5 – Heritage

1. The effect of development on the American buildings should be taken into account in determining applications for planning permission. Development proposals involving the retention of the American buildings and their re-use for small-scale commercial purposes or as community facilities will be supported.
4.6 Green Assets

SENDP6 GREEN ASSETS

Policy Justification

Trevisker St Eval playing field, surrounding green spaces and tennis courts identified as ‘green assets’ in Figure 3 are well used and have been identified by the community as important and valued recreational facilities. However, the community believes that these recreational areas could be enhanced by additional facilities and would see an increase in their use. In order to protect, retain and enhance these facilities for the community, we believe that safeguarding these community facilities is appropriate. Subsequently, this policy has been formulated to reinforce the community’s objective in retaining and enhancing the playing field and green spaces.

Intention

The Green Assets policy should be used by residents and developers in recognising the community’s objective in retaining these valued recreational areas. This policy endeavours to enhance the facilities through developer contributions from future development, in accordance with SENDP1, the Cornwall Local Plan 2010-2030 and the National Planning Policy Framework 2012.

Policy SENDP6 – Green Assets

1. Development proposals affecting St Eval playing field (identified as a "green asset" in Figure 3) will be permitted where:
   a) the development would enhance the use of the playing field by providing play or sports equipment; or
   b) the development would provide a building with community facilities such as a clubhouse or changing rooms, subject to the scale, siting and design of the proposal; and
   c) it can be shown that the area of playing field affected is surplus to requirements; or
   (d) the loss resulting from the development would be replaced by equivalent or better provision in a suitable location.

2. Proposals for development which would result in the loss of the existing tennis courts (identified within Figure 3) will not be permitted unless equivalent alternative provision, which would be accessible, convenient and attractive, can be secured.
4.7 Sustainable Development

**Policy Justification**

The community of St Eval supports the development of sustainable energy provision and is interested in introducing ways of increasing energy efficiency, broadening the use of alternative technologies and reducing our carbon footprint.

Evidence from the survey on alternative energy sources suggests that the majority are in favour. The community also believes that new homes should meet a high standard of sustainable development and therefore this policy is included.

**Intention**

The community supports Cornwall Council’s emerging Local Plan to increase use and production of renewable energy and low carbon energy development. This policy is devised to support Cornwall Council’s energy policy and to reinforce the community’s objective in reducing energy consumption and the community’s carbon footprint by promoting the use of renewable and low carbon energy generation.

**Policy SENDP7 – Sustainable Development**

1. Development proposals should achieve high standards of sustainable development and demonstrate how their design, construction and operation would minimise the use of fossil fuels and natural resources.
5.0 Supplementary Document

There is a substantial amount of supporting information and evidence that is not included in this NDP, but is available in the Supplementary Document, including: baseline information; Development Brief; consultation overview; information about the Steering Group; and sustainability checklist.

A Consultation Statement and Basic Conditions Statement have also been produced as per the Neighbourhood Planning Regulations.