

Padstow Parish Neighbourhood Plan

2018 - 2030



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Padstow Town Council
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Padstow Parish Neighbourhood Plan

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Foreword

The Padstow Parish Neighbourhood Plan represents the vision and aspirations of the communities of the Parish for the development of their neighbourhood. These have been gathered and interpreted through an extensive and inclusive process of community engagement and consultation over several years.

The preparation of the Neighbourhood Plan was undertaken by a Steering Group of town councillors with the help of many community volunteers who participated in working groups, task groups and workshops and assisted with consultation events. They have been ably supported by the staff of the Town Council. My thanks are extended to everyone who has helped us to produce the Neighbourhood Plan. I should also like to thank Cornwall Council for its encouragement and support throughout.

The Parish of Padstow presents a unique set of planning challenges. It has taken time and careful consideration to craft a set of local planning policies that will safeguard everything we regard as special whilst allowing the area to change and develop in response to the needs and demands of modern life and continue to provide an excellent quality of life for those that live and work in this special location. I hope the investment of time by the community in preparing this Plan will result in a flourishing and sustainable future for the Padstow area.

Charlie Watson-Smyth
Town Mayor
Padstow Town Council
June 2021

Padstow Parish Neighbourhood Plan

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1. Introduction

The Plan Area

- 1.1 The Padstow Parish Neighbourhood Plan applies to the parished area that is under the jurisdiction of Padstow Town Council. The plan area, designated as a neighbourhood area by Cornwall Council on the 11th January 2013, is shown delineated in red on Map 1 below.

Padstow Parish NP Map 1 Designated Neighbourhood Area



2. The Parish of Padstow

- 2.1 The Parish of Padstow includes some of the finest areas of natural beauty in Cornwall; beautiful countryside, framed by the Camel estuary and the Atlantic coastline. Set comfortably within this landscape is the historic fishing port of Padstow and the village of Trevone. Padstow's renaissance over the past 40 years, mainly because of the reputation and appeal of the local food and catering industry, is well recorded. It is no wonder that the area appeals to so many who wish to move to Cornwall and attracts so many visitors.
- 2.2 Despite accommodating many visitors throughout the year, the settlements provide residence to many people that have long regarded the area as home and rely on the local economy for their livelihood and wellbeing. The population of the Parish is approximately 2,500, which includes Trevone village. In the summer months this figure rises to around 5,500 and day visitors are in the region of 500,000 a year.
- 2.3 A large proportion of the Parish is part of the designated Cornwall AONB¹ (see Map 2). Both the AONB Management Plan and the Cornwall Council Landscape Character Study recognise that there are two distinct areas of countryside i.e. one influenced by its Estuary location, the other affected by its exposure to the Coast (see Map 3). Both areas are predominated by productive farming land, which still retains, to a large part, the historic field pattern with traditional boundary treatments. Both areas have important ecological and geological areas within. Both areas have been subject to tourism pressures. Thanks to sensitive planning control and the influence of a management plan for the AONB, the countryside remains one of the Parish's greatest assets that can be enjoyed but must be protected.
- 2.4 Just as worthy of conservation is much of the town of Padstow. The old town is a dense conglomeration of old buildings and narrow streets, wrapped around three sides of the harbour. The quayside is a bustling commercial area that makes good use of the old warehouses and marine buildings to serve a variety of tourist-related functions. Behind it, is a 'town centre' predominated by retail and service businesses prospering by focussing on the tourism/visitor market, rather than the day to day needs of the local population. For a large proportion of the year the town centre is busy, noisy, and congested. But this, along with the character of the built environment and the reputation of local businesses, seems to attract rather than deter visitors, and encourages investors. The old town is a Conservation Area, a designation which has protected many notable buildings from undue harm; but has placed limitations on what further can be done to accommodate visitors and their demands.
- 2.5 The housing market in the area is very buoyant but tends to operate to the detriment of many of those that would qualify to be described as 'local'. The area continues to be a magnet to second-home owners and retirement home-seekers. Many owners of property in the old town have also taken advantage of the holiday-let market, thereby reducing the number of dwellings available for purchase. All this has had the effect of making Padstow the fifth least affordable seaside place for properties in England², with an average house price in 2021 of over £550,000. It has also resulted in the Parish having a population with a relatively high proportion of persons aged over 65.

¹ AONB = Area of Outstanding Natural Beauty

² According to the Halifax Building Society in 2017

- 2.6 The issue of affordable homes for local households has been addressed in part by recent developments at Trevone Farm in Trevone, a development consisting of 15 affordable dwellings (13 discounted open market dwellings and 2 social rented dwellings); and Treceus Farm on the outskirts of Padstow that provide around 70 affordable dwellings for local people. This makes a sizeable contribution to providing for the 154 households, with a connection with the area, that were identified in the 2017 Housing Needs Survey as seeking some form of social housing because they were not able to purchase their own home.
- 2.7 Unemployment may not be a substantial issue, the local economy has plenty of jobs on offer. However, it is the nature of the tourism and service trade that jobs are often seasonal, or part-time and not highly paid. Many jobs are attractive to people who are prepared to work in the area on a temporary basis. The local economy is buoyant and the 'Padstow brand' is popular. We need to ensure that this continues to be the case, and the benefits that accrue are shared widely and to the advantage of local people. More non-tourism business offering higher wages would be welcomed.
- 2.8 There are concerns that the physical and social infrastructure needed to ensure the area remains a sustainable place to live, is under strain and vulnerable to a growth in population and visitor levels and changing lifestyles. The capacity of health facilities to cope with future demands is a matter of concern. The area is well-provided with community buildings, but several still require improvement and modernisation. According to an assessment by Cornwall Council, the area is under-provided with public open space and recreation areas, which seems to disadvantage young people. The Town Council has been looking to address this with the recent development of a skate park and considering other recreation facilities, such as a Multi-Use Games Area (MUGA).
- 2.9 Perhaps the matter of most concern to the community at large is the road network and the several traffic issues. The whole area is regularly subject to traffic congestion during peak holiday periods. During busy periods it can be very difficult to find a parking space in Padstow, primarily due to the high volume of visitors/tourists in the town. Street parking is at a premium, especially as the roads are very narrow in both Padstow and Trevone. The car is seen as a necessity by many parishioners because of the limited public transport service. Unfortunately, for the same reason, most visitors to the area arrive by car – despite the attractive alternative offered by the Camel Trail. In Padstow there are four main car parks and two seasonal car parks, one of which is a 'park and ride' facility. Whether they will cope in future is questionable. Trevone has one car park just a short distance from the beach by the local shop, with additional parking offered in fields nearest to the beach.



3. The Strategic Context

- 3.1 In preparing our Neighbourhood Plan we are obliged, by law, to:
- have regard to national policies and advice contained in guidance issued by the Secretary of State;
 - ensure the Plan is in general conformity with the strategic policies in the Local Plan.

National Planning Policy Framework

- 3.2 In preparing the Neighbourhood Plan we have been mindful of the current national planning framework. The National Planning Policy Framework (NPPF) sets out the Government's planning policy to which all plans and proposals for development should comply. The NPPF includes, at its heart, a *"presumption in favour of sustainable development"* (NPPF para. 11). It states that *"neighbourhood plans should support the delivery of strategic policies contained in local plans or spatial development strategies; and should shape and direct development that is outside of these strategic policies"* (NPPF para. 13). The NPPF goes on to say that *"strategic policies [in the Local Plan] should not extend to detailed matters that are more appropriately dealt with through neighbourhood plans"* (NPPF para. 21). Outside of strategic policies therefore, we are encouraged to shape and direct sustainable development in our area through our Neighbourhood Plan. *"Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan"* (NPPF para. 29).

Cornwall Local Plan

- 3.3 The Cornwall Local Plan was formally adopted on 22nd November 2016. It includes a set of strategic policies that provide the planning policy framework for Cornwall for the period up to 2030. The Neighbourhood Plan is required to be in general conformity with the strategic policies of the development plan for the area i.e. the Cornwall Local Plan. In preparing the Neighbourhood Plan we have been mindful of the strategic policies and their implications for the Padstow neighbourhood area. The Local Plan, it is stated *"takes an approach to growth that encourages jobs and homes, where they best deliver our strategic priorities and allows for more organic development where it supports or enables the provision of appropriate services and facilities locally."*
- 3.4 The Local Plan Strategic Policies document confirms that Cornwall Council *"is committed to supporting the development of Neighbourhood Plans to ensure delivery of the spatial strategy and key targets"*. The Steering Group for the Padstow Parish Neighbourhood Plan has received help and encouragement from Cornwall Council throughout the plan-making process.
- 3.5 The area specific strategy in the Local Plan for the Wadebridge and Padstow Community Network Area recognises that Padstow is one of two key settlements in the area that act as local service centres to the many smaller settlements surrounding them. The Parish's popularity with second-home owners is recognised. *"Particular challenges for these towns and for the CNA in general include ensuring that a supply of affordable housing is available, reducing the impact of second home ownership and increasing access to local services and facilities"*³. The specific objectives for the Wadebridge and Padstow CNA are:

³ Cornwall Local Plan Planning for Cornwall's future Strategic Policies 2010 – 2030 Community Network Area Sections, Cornwall Council, 2016 <https://www.cornwall.gov.uk/media/28188310/local-plan-cna-sections-pr2.pdf>

Objective 1, for Housing: *identify the level and location of new growth. Provide suitable types of housing to meet a variety of needs enable the delivery of affordable housing particularly when considering the impact of a high percentage of second homes.*

Objective 2 – for Employment: *promote better quality jobs to create a more balanced economy.*

Objective 3, for Shops and Services: *protect and support enhancements to local shops, facilities and services.*

Objective 4, for the Environment: *protect the various national and international designations; ensuring development does not have a negative impact on these areas. Consider coastal, tidal and fluvial flooding issues.*

Objective 5, for Infrastructure: *improve access to healthcare provision particularly in the rural areas and promote public transport links to rural villages. Support and develop ICT infrastructure.*

- 3.6 It should be noted that whilst the Local Plan adopted in 2016, replaced most of the policies in the North Cornwall Local Plan 1999, some policies from this earlier document were "saved". Most significant for the Padstow Parish Neighbourhood Plan is policy ENV1⁴, which prioritises conservation of the natural beauty of the landscape of the AONB and the Heritage Coast.

Climate Emergency DPD

- 3.7 In August 2020 Cornwall Council published its first draft of a Climate Emergency Development Plan Document. It presents draft policies that are part of Cornwall Council's response to the climate emergency and the need for renewal post Covid-19.
- 3.8 *"Planning is a vital part of the solution, making positive changes to policies around building and the natural environment. Planning can make and enforce rules to help deliver greener growth with new or stronger policies on how land can be used. There are many things that planning can help with, but it can't achieve everything. As individuals we all need to take responsibility and make changes in the way we live so that we can move towards a more sustainable future."*⁵
- 3.9 The DPD states that *"Neighbourhood Development Plans will be expected to follow the emerging guidance set out in this DPD when considering policies in their neighbourhood plan areas to help ensure later conformity"*.
- 3.10 The role a neighbourhood plan can play in affecting the change that is needed in respect of climate change is recognised.

⁴ <https://www.cornwall.gov.uk/media/3634291/Local-Plan-Part-1-General-Policies.pdf>

⁵ <https://www.cornwall.gov.uk/media/ytsowko1/climate-emergency-dpd.pdf>

- 3.11 The community agenda for the Parish of Padstow was established with the production of a Parish Plan between 2005 and 2007. The Parish Plan⁶ was put together, with the help of Cornwall Rural Community Council, to reflect the views and aspirations of the community as they had emerged from a programme of local consultation, which included planning events and prioritisation events. The Parish Plan set out objectives and priorities under several themes including the local economy, traffic and transport, housing and affordable housing, healthy active lifestyle, leisure and recreation, retail outlets, environment, youth and community safety. *“The overall goal of this plan is to help facilitate a future where quality of life is preserved and enhanced for everyone in the Parish. This entails enabling everyone in the community to have a voice about how their parish should develop and involving them in the development of the Parish as much as possible”.*
- 3.12 More recent community consultation has updated the community context and established that many of the objectives and priorities remain relevant. Preparing a neighbourhood plan has provided the Town Council with the opportunity to embed locally relevant policies into the planning system, which should ensure that community priorities are recognised and have a significant influence on the strategies and decisions of the local planning authority.
- 3.13 These priorities can be summarised as follows:
- Recognise that the area is principally home to communities that want to live sustainably
 - There must be opportunities within the area for local people to continue to live in good quality homes and work in worthwhile and rewarding occupations
 - Travelling within the area must become less stressful and safer
 - Local community services and facilities should be commensurate with local needs and demands
 - The environment and natural setting of the area should be taken very good care of
- 3.14 The community agenda is understandably predisposed towards those that come from the Parish and those that make it their permanent home. We do accept however that we must also welcome and accommodate our many visitors. We appreciate that the interest and investment of visitors will be instrumental in realising our priorities. It is our responsibility as hosts to ensure that during peak holiday periods community priorities are not annulled, and the visitors’ experience is thoroughly enjoyable.
- 3.15 The Padstow Parish Neighbourhood Plan has been crafted with all this mind.

⁶ <https://padstow-tc.gov.uk/parish-plan/>

4. Purpose of the Neighbourhood Plan

- 4.1 Neighbourhood planning is intended to give communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of the local area. The PPG⁷ says that, in accordance with the Localism Act 2011, the Town Council, as a qualifying body can *“choose where it wants new homes, shops and offices to be built, have our say on what those new buildings should look like and what infrastructure should be provided, and grant planning permission for the new buildings it wants to see go ahead”*.

The Neighbourhood Planning Process

- 4.2 We approached the task with an open mind as to what the Padstow Parish Neighbourhood Plan would cover and what its themes and purposes would be. We understood from the outset that it would have to meet the basic conditions:
- have regard to national policies and advice contained in guidance issued by the Secretary of State;
 - contribute to the achievement of sustainable development;
 - be in general conformity with the strategic policies contained in the development plan for the area – the Cornwall Local Plan;
 - not breach, and be otherwise compatible with, EU obligations as incorporated into UK law.
- 4.3 With these conditions in mind, we have consulted widely and engaged with local communities to understand what is needed and what it is possible to influence and effect via a set of neighbourhood planning policies. We have considered the policies of the Local Plan and assessed, on the basis of the agreed objectives, whether a more localised or detailed neighbourhood plan policy is necessary. In several instances, we have concluded that the policies of the Local Plan are sufficient. We have only introduced a neighbourhood plan policy where it will help ensure the area develops in the way we wish it to.
- 4.4 The resultant Padstow Parish Neighbourhood Plan sets out how we would like to see the area developed over the time span of the Plan and, through its policies, shape and direct sustainable development that will benefit those that live, work or visit in our area.
- 4.5 The development and preparation of the Neighbourhood Plan has been overseen by a Steering Group of town councillors with the initial support of a working group moving to task groups as the work progressed, comprised of local volunteers, all operating under the auspices of the Town Council.
- 4.6 It was understood from the outset that for the Plan to be truly representative of the planning issues of relevance in the area and to be *the community’s plan*, we needed to carry out a thorough and on-going consultation process with those who live and work in the area and those that visited on a regular basis. We also recognised that the Plan could not be properly developed without the input of organisations and agencies with a county, sub-regional or national remit and an interest in the area.
- 4.7 The process and the types of consultation exercise and discussion that has taken place is documented in detail in a **Consultation Statement** which accompanies the Submission Version of the Neighbourhood Plan.

⁷ PPG = Planning Practice Guidance <https://www.gov.uk/government/collections/planning-practice-guidance>

- 4.8 Throughout the development of the Padstow Parish Neighbourhood Plan our intent has been to encourage and foster discussion and debate within the community about the issues and opportunities that face us and strive to achieve a community consensus. This Plan represents the product of this process.
- 4.9 The various surveys and consultations carried out whilst preparing the Neighbourhood Plan demonstrate the depth of interest in community affairs and the area's wellbeing. The community response to the consultations included comments and suggestions regarding a wide range of aspects of community life. Those not related to land use matters were not discarded. They were referred to the Town Council⁸ and other bodies for further consideration and possible action.

The Plan's Status

- 4.10 The Neighbourhood Plan, once made, will be a statutory development plan. That means that its policies will have significant influence when it comes to being used by the local planning authority to help determine proposals for development submitted through planning applications. It will form the local tier of planning policy in the Padstow area. It sits with the county-wide Local Plan, produced by Cornwall Council and other development plan documents, underneath the umbrella of national planning policy in the Government's National Planning Policy Framework (NPPF), as the main planning policy documents relevant to the Padstow neighbourhood area. Other important planning documents which govern specific issues are the Minerals and Waste Plans produced at the county-wide level.
- 4.11 The Neighbourhood Plan's policies cannot guarantee that a development proposal will be refused nor be granted permission, but the policies will carry significant weight, alongside policies of the NPPF and the Cornwall Local Plan when weighing up the appropriateness of the development proposal in question.

⁸ <https://padstow-tc.gov.uk/wp-content/uploads/2021/07/Regulation-14-Comments-Referrals-to-Town-Council.pdf>

5. The Structure of the Plan

- 5.1 The Plan includes the neighbourhood planning aims and objectives for the neighbourhood area, which have been developed following a dialogue with the community and shaped by existing planning policies, plans and contributions of key organisations and agencies.
- 5.2 Having explained the rationale for these, the Plan sets out local planning policies on a topic-by-topic basis. The brief introduction to each topic is based on the findings of the research, surveys and consultations that have taken place as part of the neighbourhood planning process. More detail can be found in various documents on the Neighbourhood Plan website⁹.
- 5.3 Under each topic heading we summarise the characteristics of that topic and the key issues which have been identified and how they are reflected in the agreed objectives for the Neighbourhood Plan.
- 5.4 It should be noted that for all topics we have given due consideration to the policies of the adopted Cornwall Local Plan. We have introduced a neighbourhood plan policy only where we feel it strengthens or brings local specificity to the Local Plan.
- 5.5 For each neighbourhood plan policy that follows we set out the policy statement; and an explanation of and justification for the policy, including reference to the other planning policies in national and district planning documents which relate to that policy.
- 5.6 It is important to note that, while we have set out policies under topic headings, when development proposals are being assessed, the whole plan (i.e. all policies) should be considered, as policies in one topic may apply to proposals which naturally fit under another.
- 5.7 The Plan finishes with an explanation of how we will monitor and review the Padstow Parish Neighbourhood Plan, and a glossary which seeks to demystify the planning terminology used in this Plan.

Companion Documents

- 5.8 Several documents will accompany the submission version Neighbourhood Plan. We are obliged to produce a **Consultation Statement** and a **Basic Conditions Statement**.
- 5.9 The Neighbourhood Plan must also be tested as it develops to help determine its positive or negative impact on the social, environmental, and economic character of the neighbourhood area. If significant environmental effects are identified an environmental report must be prepared in accordance with paragraphs (2) and (3) of regulation 12 of the Environmental Assessment of Plans and Programmes Regulations 2004.
- 5.10 A **Screening Report** on the environmental effects of the Neighbourhood Plan has been carried out by local planning authority¹⁰ in consultation with the environmental agencies. The assessment concluded that it is unlikely there will be any significant environmental effects on European Sites, nor any significant effects in the environment resulting from the current version of the Padstow Parish Neighbourhood Plan. This opinion was reaffirmed in June 2021 on the Submission Version of the Plan. Therefore, neither a formal Habitat Regulations Assessment nor a Strategic Environmental Assessment is required.

⁹ See various reports at: <https://padstow-tc.gov.uk/neighbourhood-development-planning/the-plan/>

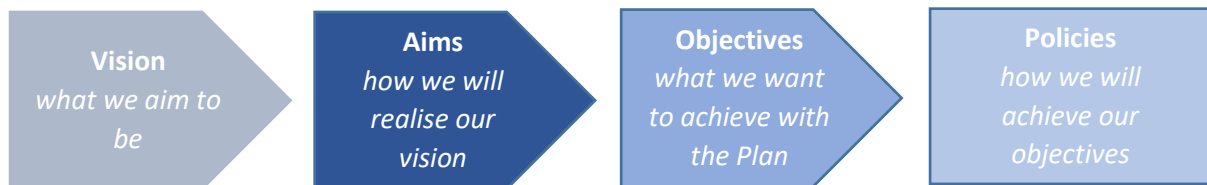
¹⁰ <https://padstow-tc.gov.uk/wp-content/uploads/2020/11/HRA-and-SEA-Screening-Report-Padstow-September-2020.pdf>

6. Aims and Objectives

Establishing a Neighbourhood Plan Framework

- 6.1 The framework for the Padstow Parish Neighbourhood Plan comprises:
- the **aims** - it is hoped that the Plan can help achieve; and
 - the **objectives** - that we expect the Plan to attain by the application of appropriate neighbourhood planning policies.

The Aims and Objectives of the Neighbourhood Plan



- 6.2 The process of arriving at an agreed set of aims and objectives started with a workshop event at which members of the Neighbourhood Development Plan Steering Group, working group members, and other invited stakeholders examined the evidence and the response we had received to surveys and other consultation activities. Much of the community-based evidence came from the results of community consultation undertaken during 2015 and subsequent evidence gathering.
- 6.3 The workshop process and outcomes can be found described fully in a Workshop Report, January 2018¹¹. A draft set of aims and objectives was the focus of a community consultation event in the neighbourhood area during February 2018. The response received was generally positive and encouraging. As a result of the reaction and comments, several revisions were made to the draft aims and objectives. The aims and objectives that follow reflect the community's neighbourhood planning and development agenda. It is this framework that underpinned the preparation of policies for this Neighbourhood Plan.

¹¹ See Workshop Report at <https://padstow-tc.gov.uk/neighbourhood-development-planning/the-plan/>
Padstow Parish Neighbourhood Plan – Submission Version

Natural Environment
Aim 1. Protect the sensitive areas of natural environment
<i>Obj.1A Ensure coastlines, riverbanks & AONB are adequately protected</i>
<i>Obj.1B Protect and enhance biodiversity</i>
Aim 2. Safeguard the character of the local countryside
<i>Obj.2A Protect habitats and the key landscape characteristics</i>
<i>Obj.2B Facilitate responsible public access and tourism use of the countryside</i>
<i>Obj.2C Support local farming</i>
Built Environment and Heritage
Aim 3. Safeguard and enhance the historic built environment
<i>Obj.3A Protect historic building and structures from harm</i>
<i>Obj.3B Protect and enhance local green spaces and green infrastructure</i>
Aim 4. Establish the limits and preferred locations for development
<i>Obj.4A Set preferred development strategy</i>
<i>Obj.4B Define and describe the limits</i>
Aim 5. Establish high standards of design and layout for new development
<i>Obj.5A Establish sustainable design and layout standards</i>
<i>Obj.5B Ensure new development is well connected</i>
Housing
Aim 6. Maintain an appropriate mix of housing types and tenures
<i>Obj.6A Establish appropriate mix of dwellings on new developments</i>
<i>Obj.6B Encourage sustainable housing design and development</i>
<i>Obj.6C Restrict second-home development</i>
Aim 7. Understand and Prioritise Local Housing Need
<i>Obj.7A Ensure development contribute towards meeting local housing needs</i>
<i>Obj.7B Prioritise access to affordable housing</i>
Transport, Traffic and Parking
Aim 8. Reduce the impact of motor traffic in Padstow
<i>Obj.8A Support measures to reduce traffic congestion and improve road safety</i>
Aim 9. Support the increased use of sustainable transport modes
<i>Obj.9A Improve and extend the footpath network</i>
<i>Obj.9B Facilitate electric vehicle charging facilities</i>
<i>Obj.9C Support public and community transport initiatives</i>
Aim 10. Ensure parking provision serves the best interests of the area
<i>Obj.10A Support the provision of new car parking areas when and where appropriate</i>
<i>Obj.10B Ensure parking in residential areas is sufficient to meet residents' needs</i>
Local Economy and Tourism
Aim 11. Encourage a wider range of local employment opportunities
<i>Obj.11A Support business development that is appropriate in scale, type and location</i>
Aim 12. Improve business areas and support sustainable business practices
<i>Obj.12A Safeguard and enhance employment spaces at Treceus Industrial Estate</i>
<i>Obj.12B Support measures that reduce waste and minimise harm to the environment</i>
Aim 13. Ensure the Town Centre remains vibrant all-year round
<i>Obj.13A Control town centre uses</i>
Community Wellbeing
Aim 14. Ensure infrastructure is more than adequate to meet changing requirements
<i>Obj.14A Promote the timely provision of physical and community infrastructure</i>
<i>Obj.14B Encourage recycling and renewable energy use</i>
Aim 15. Maintain high-quality local facilities for the benefit of the community and visitors
<i>Obj.15A Support improvements and enhancements to existing community facilities</i>
<i>Obj.15B Support measures that make tourism more sustainable and beneficial to the local community</i>
Aim 16. Ensure we have a sufficient number and variety of recreational spaces
<i>Obj.16A Ensure recreational spaces are sufficient to meet local demands</i>
<i>Obj.16B Support initiatives that provide opportunities for young people</i>

7. Natural Environment

Overview

- 7.1 The qualities that local people value most about the area are its scenic beauty, coastline, countryside, location, wildlife, peacefulness, and the pace of life. Padstow's economy relies heavily on the environment attracting tourists and businesses alike. It is fundamental therefore that the environment is adequately and appropriately protected. This has long been recognised and much of the neighbourhood area has a formal environmental designation.
- 7.2 Trevone and much of the countryside around the two main settlement areas, together with the coastline and river estuary is part of the Cornwall Area of Outstanding Natural Beauty (AONB). Being a part of the AONB means being protected by the Countryside and Rights of Way Act 2000¹² *"to conserve and enhance its natural beauty"*. In preparing the Neighbourhood Plan we have been mindful of this and how the Plan can contribute to delivering the local policies of the AONB Management Plan¹³.
- 7.3 Part of the neighbourhood area is also within the Padstow Bay and Surrounds Marine Conservation Zone. This protects an area of approximately 90sq.km in total, most of which is permanent seabed. The neighbourhood area boundary includes the intertidal area i.e. between mean low water and mean high water, which is also part of the AONB. Development on the foreshore may require a licence from the Marine Management Organisation.
- 7.4 The coastline is subject to the Shoreline Management Plan (SMP)¹⁴, which is a policy document for coastal defence planning that sets out the recommended approach to managing the shoreline over the next 100 years. It is a material consideration for planning. The SMP makes a recommendation for a Coastal Change Management Areas (CCMA) to be established at Harlyn Bay and Trevone. Where a CCMA is defined, a long-term Coastal Change Adaptation Plan (led by the community) will be needed, and additional planning policies and guidance would apply.
- 7.5 Also pertinent to neighbourhood planning is an appreciation of the two distinct landscape character areas (LCAs) within the Parish, identified by Cornwall Council, which overlay the formal designations. These are based on a Landscape Character Assessment process¹⁵. It recognises two distinct areas of the Parish as shown on map 3.
- LCA 19 Trevoze Head and Coastal Plateau
 - LCA 34 Camel Estuary
- The implications of the different character of these two areas should be reflected in development proposals.

¹² Under the CROW Act, the relevant local authority must make sure that all decisions have regard for the purpose of conserving and enhancing the natural beauty of the AONB.

¹³ <https://www.cornwall-aonb.gov.uk/management-plan>

¹⁴ <https://www.cornwall.gov.uk/media/ak4dniz3/cios-smp2-summary-document-final-040411.pdf>

¹⁵ <https://www.cornwall.gov.uk/environment-and-planning/cornwalls-landscape/landscape-character-assessment-2007/>



- 7.6 Both LCAs are considered vulnerable to pressures from tourism, built development and expansion of settlements and wind power development. The Cornwall Landscape Character Assessment advises us to develop a tourism and nature conservation strategy, with due regard to protecting sensitive ecological and geological areas from harmful development, and to offer design guidance for new development. The Neighbourhood Plan is an important facet of a wider community-based strategy. Safeguarding and reinforcing the distinctive character of the countryside are important aims that the Neighbourhood Plan shares with the AONB Management Plan and the Local Plan.
- 7.7 The neighbourhood area contains several sensitive ecological and geological areas, which include three sites of special scientific interest (SSSI) at Harbour Cove, Stepper Point and along the coast to the northeast, from Trevone almost up to Longcarrow Cove. All three SSSIs are designated as special, largely because of their geological value. The neighbourhood area also has three (non-statutory) county wildlife sites:
- Camel Estuary
 - Polmark Valley
 - Trevone Bay to Stepper Point
- which, along with other semi-natural habitats, the Cornwall Wildlife Trust advise we should “avoid” affecting by development.
- 7.8 In preparing the Neighbourhood Plan, we have been mindful of the Cornwall and Isles of Scilly Environmental Growth Strategy¹⁶, which stresses the need for us to do much more for nature and wildlife than simply minimise losses. We should be providing more opportunities for wildlife and habitats to thrive. Cornwall Council’s Biodiversity Guide¹⁷ (adopted in 2018) also serves as a valuable source of advice on wildlife specific development measures.
- 7.9 Most of the area’s agricultural land is grade 3 (i.e. of good to moderate quality). Agriculture continues to play an important role in the neighbourhood area, in providing food and sustaining an attractive environment for local people and holiday makers. There is however only one dairy farm remaining; it is the only farm not to have invested in tourism. All the farms in the area are family-run. Farmers play a major role in maintaining public footpaths and creating permissive ones which are a vital part of circular walks.
- 7.10 The network of public rights of way is relatively extensive, although there are some notable gaps and the condition and accessibility is an issue in some locations. The local footpath network is connected to the wider area by Camel Trail, which provides access to the Cornish countryside along a disused railway line via Wadebridge to Bodmin and beyond (to Wenford Bridge). The Camel Trail is 18 miles in length. It is a largely traffic free, surfaced and virtually level multi-use trail, that brings many day visitors into the area. Footpaths alongside the estuary and coastline are part of the long distance South West Coast Path.
- 7.11 Most of the neighbourhood area is flood zone 1 (of low risk), but in coastal and estuary locations and along the main drainage courses the risk is higher. The town of Padstow remains vulnerable to tidal surges and storms, despite a new harbour wall being built in 2006.

¹⁶ ' Target Outcome 9: *Nature in Cornwall is abundant, diverse and well connected.*

https://www.cornwall.gov.uk/media/24212257/environmental-growth-strategy_jan17_proof.pdf

¹⁷ <https://www.cornwall.gov.uk/media/38341273/biodiversity-guide.pdf>

Policy No. PAD1 Protecting the Natural Environment

Development proposals will be expected to have no significant adverse effect on the integrity or continuity of landscape features and habitats of local and national importance for wild flora and fauna.

Wherever possible, development should contribute to and enhance the natural and local environment by providing net gains in biodiversity.

Development which is likely to have an unacceptably adverse impact on wildlife corridors and stepping-stones will not be supported.

Development must be consistent with the policies in the latest version of the Cornwall and Isles of Scilly Shoreline Management Plan.

- 7.12 As shown on Map 2, much of the neighbourhood area is part of the Cornwall AONB¹⁸. The Cornwall AONB is protected by the planning system whereby a suite of national and local policies applies, to ensure that the characteristics that make the AONB special are maintained for future generations.
- 7.13 National planning guidance for AONBs is set down in the National Planning Policy Framework which provides a positive approach to protecting the much-valued landscape of an AONB. Paragraph 172 states that: *“Great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas and should be given great weight”*.
- 7.14 The AONB, along with other areas of countryside in the neighbourhood area, is subject to Local Plan Policy 23 ‘Natural Environment’. The protection and enhancement of the AONB area is also influenced by a Management Plan¹⁹ which sets out the overall vision, policy aims, and objectives agreed by the AONB Partnership, and the actions required to deliver this vision.
- 7.15 The neighbourhood area includes two *“local areas”* of the AONB, the ‘Camel Estuary’ and ‘Carnewas to Stepper Point’. The current local policies in the Management Plan for these areas²⁰ require the protection and enhancement of important habitats and species, maintaining the quiet character of the area, minimising the impact of tourism, reducing light pollution, and resisting intrusive development. We are fully supportive of the management policies of the AONB and will resist any development proposal that conflicts with prevailing AONB policies.
- 7.16 Policy PAD1 recognises that development proposals will come forward that may impinge on ecologically sensitive sites in the AONB, or in other parts of the neighbourhood area. Such development proposals will only receive support if it is shown that they will have no significant adverse effect on areas and habitats recognised by Cornwall Wildlife Trust as

¹⁸ The Cornwall AONB is unique in that it is made up of 12 separate geographical areas but is still one single designation. It covers approximately 27% of Cornwall - an area of 370 sq. miles.

¹⁹ <https://static1.squarespace.com/static/54e6ffe7e4b0663b4a777e12/t/57e3e33d9f74564d81f1a2ba/1474552645017/CORNWALL-AONB-2016-2021-ACTION+bookmarked.pdf>

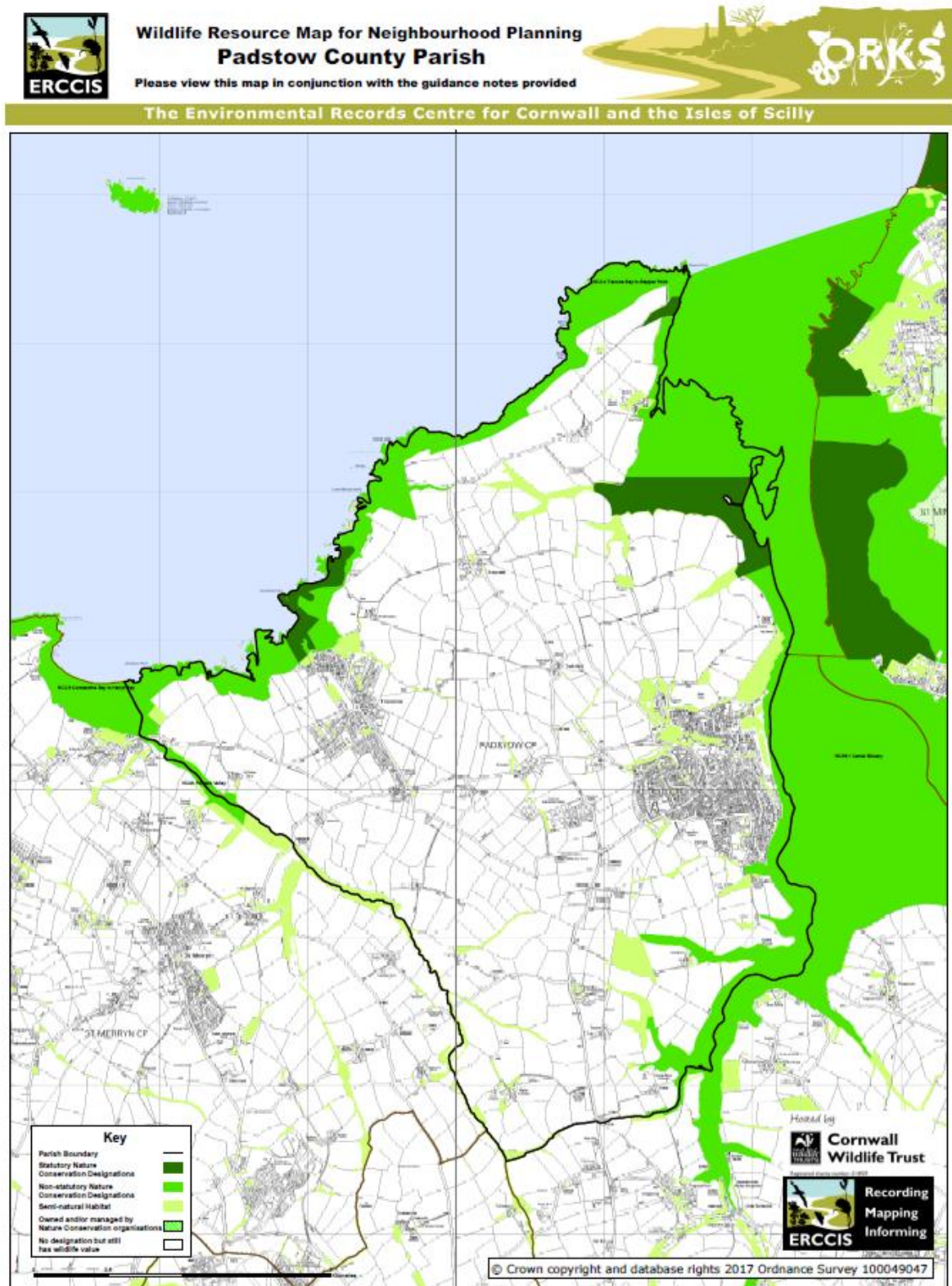
²⁰ <https://static1.squarespace.com/static/54e6ffe7e4b0663b4a777e12/t/57e3e3892994ca045d194ead/1474552722584/CORNWALL-AONB-+2016-2021-LOCAL+bookmarked.pdf>

having ecological or geological value. These areas, as identified in 2018, are shown on Map 4. Many are non-statutory sites, which include county wildlife sites (CWS), county geology sites (CGS), roadside verge audit biological sites and ancient woodlands. These are of, at least, County importance for wildlife/geology in Cornwall and are all recognised and given weight through the planning process. Development proposals should accord with the mitigation strategy and hierarchy of policies 22 and 23 of the Local Plan.

- 7.17 Guidance on the status and significance of local wildlife areas and other areas of local countryside should be sought by developers from the appropriate agencies prior to planning application. Further guidance on how to achieve a gain for nature within development sites is available in the Cornwall Biodiversity Guide²¹.
- 7.18 Map 4 shows clearly that the neighbourhood area is criss-crossed by a network of wildlife corridors and features that include significant woodland groups, natural hedges, Cornish hedges, ditches, field margins, verges etc. Wildlife corridors offer the possibility of linking habitats and reducing the isolation of populations. Patches of natural features or a particular habitat type can also enable wildlife to disperse/migrate - the term 'stepping-stones' is often applied to them. We are advised by Cornwall Wildlife Trust that areas of semi-natural habitat which lie outside designated areas are nonetheless important for the plant and animal species they contain and as a link between other areas important for wildlife. These too should be protected from development, which will not be supported unless satisfactory mitigation is put in place.
- 7.19 Policy PAD1 recognises our responsibility for the well-being of local habitats. We also encourage development proposals throughout the neighbourhood area, whenever appropriate, to include measures that will extend the wildlife corridors or include 'stepping-stones' that connect them.
- 7.20 The 2016 SMP Review²² recommends Coastal Change Management Areas (CCMA) should be established at Harlyn Bay and Trevone. It is important to avoid any inappropriate development or change of use that would prevent these frontages from adapting to sea level rise and coastal change. Moreover any development in these areas should be consistent with the coastal change policies in the emerging Cornwall Climate Change DPD.

²¹ <https://www.cornwall.gov.uk/media/v1roqk0x/biodiversity-guide.pdf>

²² <https://www.cornwall.gov.uk/media/xgwng3kk/f33-cios-smp2-summary-document.pdf>



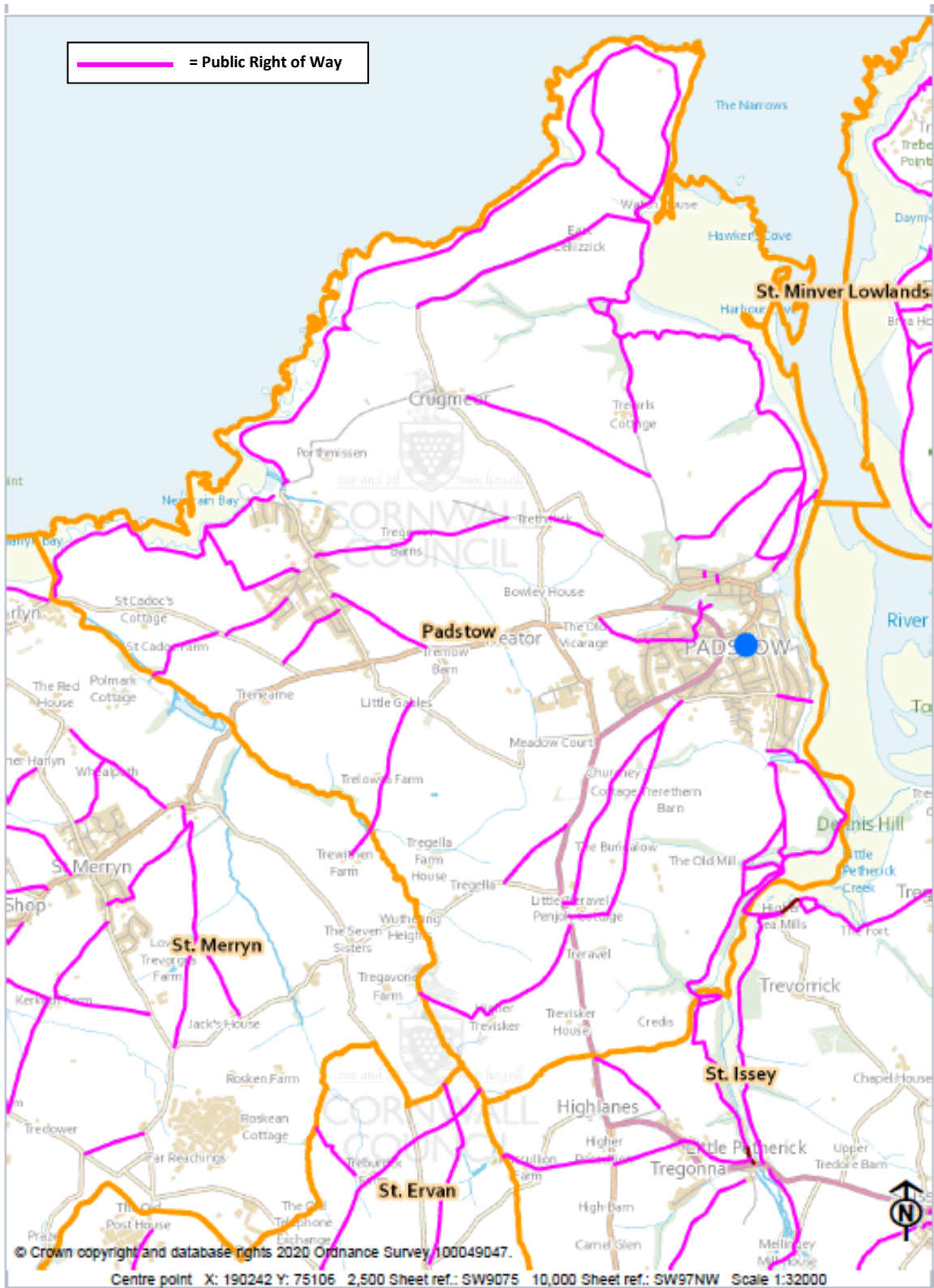
Public rights of way should be protected from development and coastal squeeze. Where a planning proposal affects an existing public right of way, appropriate mitigation must be agreed and approved as part of the planning approval process.

The improvement and enhancement of public rights of way will generally be supported.

- 7.21 Padstow Parish has an extensive network of public rights of way (see Map 5), which together with the rural lanes provides for a series of pleasant walks through the countryside and along the coast and estuary, many with spectacular views. Some of them serve to link the settlement areas by foot. Their condition and accessibility for those persons with mobility problems is variable. Some are regarded as not being safe for users at certain times. The Community Survey 2018 showed almost 75% of respondents are supportive of measures to improve or enhance footpath network of the area.
- 7.22 The NPPF (para.100) says “*planning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users*”. Policy PAD2 focuses on the footpath network and is generally supportive of improvements and enhancements to local rights of way for walking purposes and to improve accessibility. Measures that increase the sense of safety for users are also supported in principle.
- 7.23 It is important however that any changes should be done in a way that would cause least harm to local ecology and include measures that will help enhance biodiversity. Many public rights of way also serve as important wildlife corridors. This function should be protected and enhanced wherever possible.
- 7.24 Most of the South West Coast Path in the Parish is backed by arable land or grassland, which should make ‘roll-back’ possible if needed where coastal erosion may put the pathway at risk; although this will need to be agreed by landowners. We are informed by Cornwall Council that ‘coastal squeeze’²³ at Harlyn and Trevone means “*a managed realignment approach needs to be planned for, to adapt the coast road and SW Coast Path to coastal change, as identified in the Shoreline Management Plan*”²⁴. Policy PAD2 seeks to ensure the coastal pathway system is protected from ‘squeeze’.

²³ See Glossary

²⁴ Response to Pre-Submission Version of the Padstow Parish Neighbourhood Plan (Regulation 14) May 2021



Development proposals that enable farm diversification or for changes required for agriculture or land management practices, which respect or enhance the character and natural beauty of the AONB and other areas of countryside, will be supported, providing those proposals are complementary to, or compatible with, the existing agricultural use.

- 7.25 We wish to ensure that farming in the Parish continues to prosper, not least because it will help to maintain the attractive landscape we so enjoy. Farming is still important to the local economy. With the ever widening disconnect between food production and the general-public, local agriculture has a unique opportunity to showcase the sustainable production of food within an outstanding environment. Many tourists come to the Padstow area out-of-season to walk and eat; farming provides opportunities that facilitate both activities.
- 7.26 The AONB Management Plan states *“major development will be refused in the Cornwall AONB unless it can be demonstrated that there are exceptional circumstances for the development; that the development is in the public interest and that the purposes of the AONB designation are afforded the highest status of protection with regard to landscape character and scenic beauty”*. We will continue to resist major or intrusive development in the AONB and the countryside generally. We are prepared to support small-scale change and diversification, including the conversion of existing agricultural buildings for business or business-related purposes, in the interests of ensuring that farming in the neighbourhood area remains viable and the use of farmland and buildings remains compatible with the local landscape character.
- 7.27 Class R of Part 3 of Schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015, permits the change of use of small agricultural buildings under 500m² to a range of flexible commercial uses, subject to meeting certain criteria, and prior approval being sought in relation to uses over 150m² in respect of transport and highways impacts, noise impact, contamination risks and flooding risks.
- 7.28 Policy PAD3 is tolerant of changes of use and agricultural practices that require planning consent, if they help ensure that local farms continue to be viable and productive, and the character of the local countryside remains relatively unchanged and which respects or enhances the character and natural beauty of the AONB.
- 7.29 Policy 7 of the Local Plan establishes the policy basis on which any proposals to convert redundant agricultural buildings into residential use will be assessed and approved.

8. Built Environment and Heritage

Overview

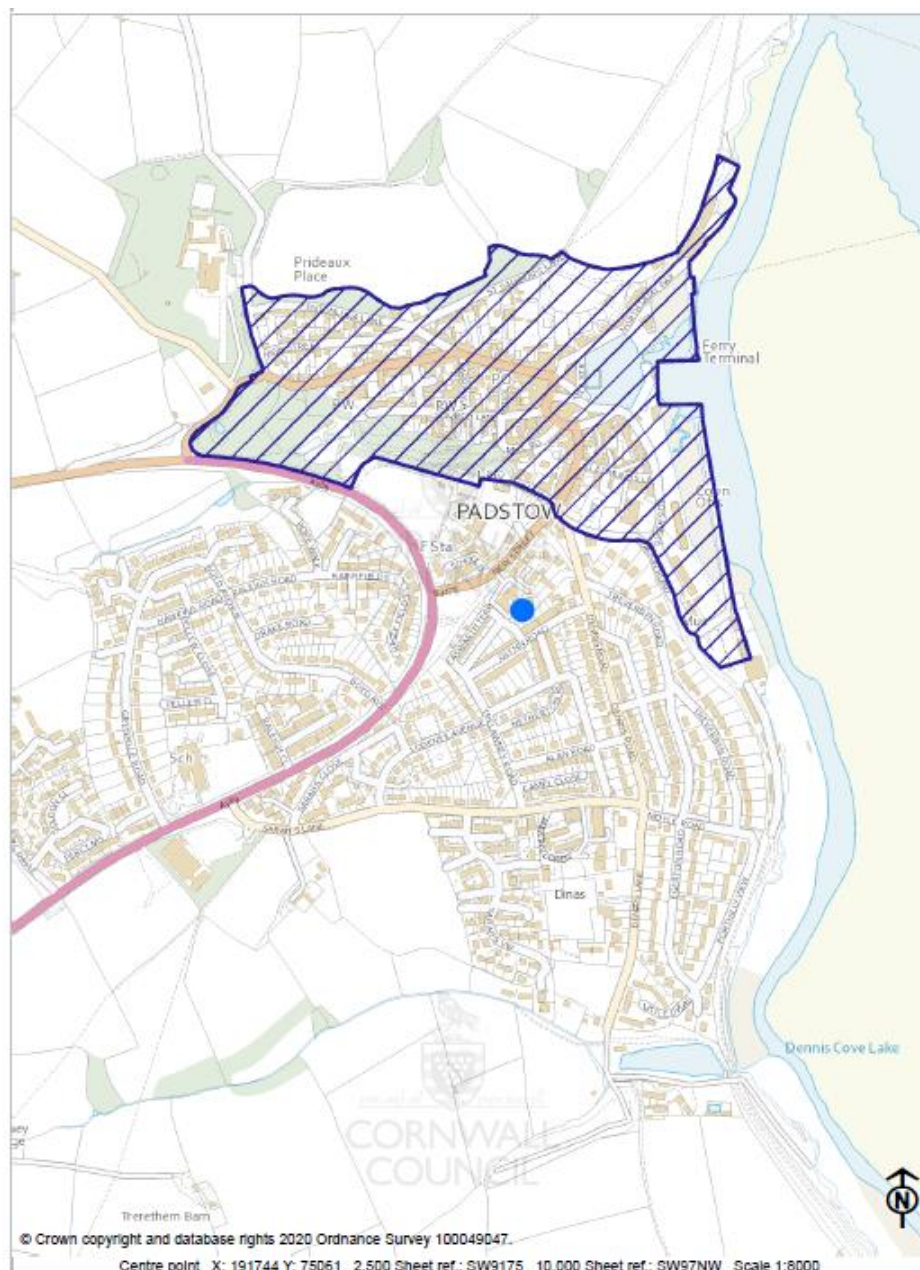
- 8.1 The neighbourhood area comprises two main settlement areas, Padstow and Trevone, set in a historic environment with many remnants dating back to pre-historic and roman times. Padstow has been a significant port from before medieval times. The street pattern dates from the medieval period, although most of the buildings in the old town are from the eighteenth or nineteenth centuries. The town experienced a significant expansion in the twentieth century. Trevone is a seaside village predominantly of twentieth century buildings, many of which are bungalows. A scattering of older cottages can still be found there. Trevone used to have several hotels and guest houses; most of these have now been converted to private dwellings and apartments.
- 8.2 The National Heritage List for England has 162 entries for the Parish. Of the 158 listed structures in the area, two are Grade I and eleven are Grade II*. Most of the old town of Padstow is included in a conservation area and subject to Cornwall Council's conservation area policies (see Map 6). Featuring amongst the historic buildings of note are remnants of the town's trading, fishing and shipbuilding industries and their relationship with the harbour.
- 8.3 Many of the town's older buildings have found a new life. The buoyancy of the local economy has meant a continuing demand for space and willing investors. As regards the existing built environment, the challenge to the planning system has been the exercise of sufficient control to ensure that new buildings, modifications to existing buildings and new uses are appropriate to the building's heritage and its setting. Local authorities are encouraged to produce Conservation Area Character Appraisals and Management Plans for each of their Conservation Areas. The prevailing 'Statement'²⁵ dates from 1996 and is still used when considering development proposals within Padstow town. No doubt Cornwall Council will undertake a re-appraisal when circumstances dictate it is necessary. Such a re-appraisal is beyond the scope of the Neighbourhood Plan. The Plan can however ensure the community's regard for its historic environment is recognised. It can go as far as identifying buildings and sites which merit inclusion on a local heritage list to provide them with protection from loss or insensitive or inappropriate change.
- 8.4 The appeal of Padstow as a character destination extends beyond the day-visitor. The neighbourhood area also attracts many who wish to stay for a few days or more in hotels, B&Bs or self-catering 'holiday lets'; those that wish to have occasional use of a 'second-home'; and those that wish to relocate and live permanently in the area. The on-going demand for suitable properties has meant that development pressures persist. Change and growth have not been easy to accommodate, especially if protecting the natural environment and safeguarding the character of the built environment are major considerations.
- 8.5 With development space within the settlement areas at a premium and the application of necessarily strict controls on development affecting historic areas, there has been pressure to develop on greenfield sites. It is the overwhelming view of the community that incursions into our precious countryside should be strictly limited and controlled and fully justified.

²⁵ https://www.cornwall.gov.uk/media/3638341/Padstow_CA_Statement.pdf

Moreover, an increase in the area's population and visitor levels needs to be regulated so as not to put an intolerable strain on the infrastructure.

- 8.6 The local planning authority has set strategic development targets for many areas of the County. We are obliged to accommodate a fair share of Cornwall's new housing. The Neighbourhood Plan must be in 'general conformity' with the Local Plan and must show how it will meet or exceed the strategic housing target set for the neighbourhood area. We are informed that the housing figures set by the Local Plan take account of a reasonable provision (based on viability) of affordable housing and economic growth as well as other policy constraints such as the AONB.
- 8.7 The approach we have chosen to adopt is consistent with policy CE3.09 of the AONB Management Plan i.e. *"support settlement growth to Rock, Splatt and Padstow that addresses local need, enhances the settlement edge and conserves and enhances the natural beauty of the Camel Estuary and does not adversely impact upon the AONB or its setting."*

Padstow Parish NP Map 6 Padstow Conservation Area



Policy No. PAD4 Heritage Assets

Development proposals affecting designated and non-designated heritage assets will only be supported where they preserve and enhance the built character and heritage value of the asset and its setting and acknowledge the role the asset has played in the history of the area.

- 8.8 Policy PAD4 is intended to provide an appropriate level of protection for all the heritage assets of the neighbourhood area.
- 8.9 The NPPF (para. 189) says we should recognise that heritage assets are *“an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations”*. We should *“set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats”*.
- 8.10 Policy 24 of the Local Plan recognises the *“significance of designated and non-designated assets and their settings”*. Policy PAD4 seeks to ensure that the full range of local heritage assets are recognised and provided with some protection from inappropriate development. The List, of statutory listed buildings and structures, is maintained by Historic England.
- 8.11 There are other buildings and structures in the neighbourhood area, beyond those that are statutory listed, that have a locally noteworthy heritage value. As a community, we wish to ensure that these are recognised and provided with a degree of protection and conservation appropriate to their significance. The Community Survey 2018 elicited many nominations of buildings and locations that people thought merited recognition for their local heritage and/or historic value. The Town Council intends to establish a Schedule of Local Heritage Value, using Guidance²⁶ from Historic England, that provides names and details of heritage assets regarded by the community as having significant heritage value, despite not being statutorily listed and protected. The entries on the Schedule of Local Heritage Value should be subject to Policy PAD4.
- 8.12 It is hoped that buildings and structures on the ‘Padstow Schedule of Local Heritage Value’ will be included on the Cornwall List of Local Heritage Assets if one is created.

²⁶ <https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/heag018-local-heritage-listing/>

The areas listed below are designated 'Local Green Spaces':

1. Chapel Stile Field
2. Dennis Cove Lake Area
3. Land at Downstream Close
4. Gateway Site (at junction of B3276 & A389)
5. The Green, Porthmissen Beach
6. The Lawns Play and Recreation Area
7. Lodenek Avenue Play Area
8. Pellew Close Play Area (a)
9. Pellew Close Play Area (b)
10. Allotments adj. Plantation
11. The Plantation
12. Land at Polpennic Drive/Soldon Close
13. Land at Porthilly View
14. Rope Walk Allotments
15. Land at Junction of Treverbyn Road and Egerton Road
16. Walled Garden at St Saviours
17. Wheal Jubilee Parc

Proposals for new development on designated Local Green Spaces will only be supported where they:

- i) are ancillary to the existing recreation or amenity use of the site; and
- ii) maintain or enhance the existing use and amenity value of the site; and,
- iii) have no adverse impact on the landscape, habitat or biodiversity of the site or provide a mitigation proposal which is agreed and approved through the planning approval process.

- 8.13 The NPPF gives parish and town councils the right to designate small local recreation and amenity areas that are of "*particular importance to the community*" as 'local green spaces' and give them protection in the Neighbourhood Plan. The NPPF (para 102) states that the green space should be:
- in reasonably close proximity to the community it serves;
 - demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
 - local in character and not an extensive tract of land.
- 8.14 We are pleased to have the opportunity to recognise that the neighbourhood area has several small green areas that contribute significantly to the appearance and character of the local area and provide for a range of informal community leisure activities of the local population; not least providing somewhere safe for young children to play, as many of them do. In recognition of their value to the community and contribution to the local environment, policy PAD5 provides them protection against development.
- 8.15 A thorough assessment of potential sites was carried out for the Neighbourhood Plan Steering Group to determine whether 'candidate' sites met the NPPF criteria, including being demonstrably special to the local community. The sites that have been designated as 'local green space' and subject to policy PAD5 are highly valued green areas that recreational value and/or contribute significantly to the amenity of their neighbourhood and, as

evidenced by the consultation we carried out, the community wants to ensure they continue to do so for a very long time. A Site Assessment Report²⁷ has been prepared, which presents a site-by-site analysis and conclusions.

8.16 The sites considered to ‘qualify’ as local green space and to which Policy PAD5 apply are:

8.16.1 Chapel Stile Field

This area is an important local amenity space that is the location of a War Memorial (listed). With magnificent views of town and estuary, it serves as a walking destination for many local people and a starting point for many visitors taking the South West Coastal Path. Several memorial benches are sited there.

8.16.2 Dennis Cove Lake Area

The site comprises a small lake surrounded by mature planting and crossed on the northern side of the site by a footpath (a public right of way) that links Dennis Lane with the Camel Trail.

8.16.3 Land at Downstream Close

The site is a well-maintained grassed and play area enclosed surrounded by a wooden picket fence. It provides a safe play space for children from the nearby housing estate.

8.16.4 Gateway Site (at junction of B3276 & A389)

A significant gateway site, with mature trees at the main road entrance to the town. It adds amenity and provides a pleasing setting to the town’s entrance as well as serving as a buffer between residential areas and the busy road junction.

8.16.5 The Green, Porthmissen Beach

A flat grassed area over-looking the beach at Trevone, the Green provides a very important and much valued amenity and recreation area for local people and visitors. It is a popular picnic area and viewing point.

8.16.6 The Lawns Play Area

The play area at the Lawns is a local, as well as strategic, open space. It is located between two of the town’s main car parks. It serves local families but also provides a vital space for younger visitors to stretch their legs and exercise on arriving or before leaving the town. It incorporates a range of modern play equipment, including a skate park, all with safety surfaces. It is fenced for safety.

8.16.7 Lodenek Avenue Play Area

At the heart of the housing estate is a central grassed play and amenity space that adds to the open appearance of the area. It is formed of two parts and incorporates off-road parking spaces. One side of the road includes multi-functional play equipment with a safety surface. The other side is a larger flat grass area for informal play (although ball- games are prohibited). Being surrounded and over-looked by estate housing it provides a safe space for play and a ‘green’ for local people to enjoy communal activities.

8.16.8 Pellew Close Play Area (north)

One of two play areas on Pellew Close that are an integral part of the layout, which provide communal play space for young people as well as add to the visual amenity of the area and

²⁷ <https://padstow-tc.gov.uk/wp-content/uploads/2020/11/Padstow-PNP-Local-Green-Space-Assessment-Report-Update-Sep20.pdf>

offering a central space for communal activities. It comprises a grassed area surrounded by a low-level fencing. It currently has one set of swings.

8.16.9 Pellew Close Play Area (south)

At the end of Pellew Close adjoining the entrance/exit to Padstow School is a grassed amenity and play area enclosed with low level fencing. It incorporates a play-slide with safety surface in the centre of the open space.

8.16.10 Allotments Adj. Plantation

This is a long-established private allotment site.

8.16.11 The Plantation

The Plantation is a woodland belt which is protected by a Tree Preservation Order of The Plantation. The Conservation Area Statement prepared by North Cornwall District Council in the mid-1990s identified to be designated an 'Open Area of Local Significance' in the North Cornwall Local Plan, which was in preparation. With footpaths and benches, it serves a variety of community purposes. It includes an attractive shaded footpath link from the edge of town car park to the town centre.

8.16.12 Land at Polpennic Drive/Soldon Close

The site has been designated (by legal agreement) as public open space for the benefit of the residents at the heart of the new development.

8.16.13 Land at Porthilly View

This linear stretch of land between the Camel Trail and Porthilly View, serves as amenity space and provides shelter planting for the users and residents of Porthilly View.

8.16.14 Rope Walk Allotments

The area comprises 16 allotments on two sites, either side of the Rope Walk. The freehold of the allotments was transferred from Cornwall Council to Padstow Town Council on 1st May 2018. The allotments are well looked after and maintained by the tenants. Several of the allotment-holders have held their tenancies for over 10 years. There were 12 persons on the waiting list in February 2019.

8.16.15 Land at Junction of Treverbyn Road and Egerton Road

Community consultations on the Neighbourhood Plan in 2019 and 2021 has established that this junction site has high regard and significant value to the community as an amenity site with views of the estuary; as a footpath route leading to a safe crossing point in an area that is often heavy with parked cars; as a sightline for road users at a road junction in a congested area; as a landing opportunity for the air ambulance when needed; and as an informal meeting place for residents. This latter function proved to be particularly valuable during the Covid-19 crisis when indoor gatherings were not allowed, and social distancing was required.

8.16.16 Walled Garden at St Saviours

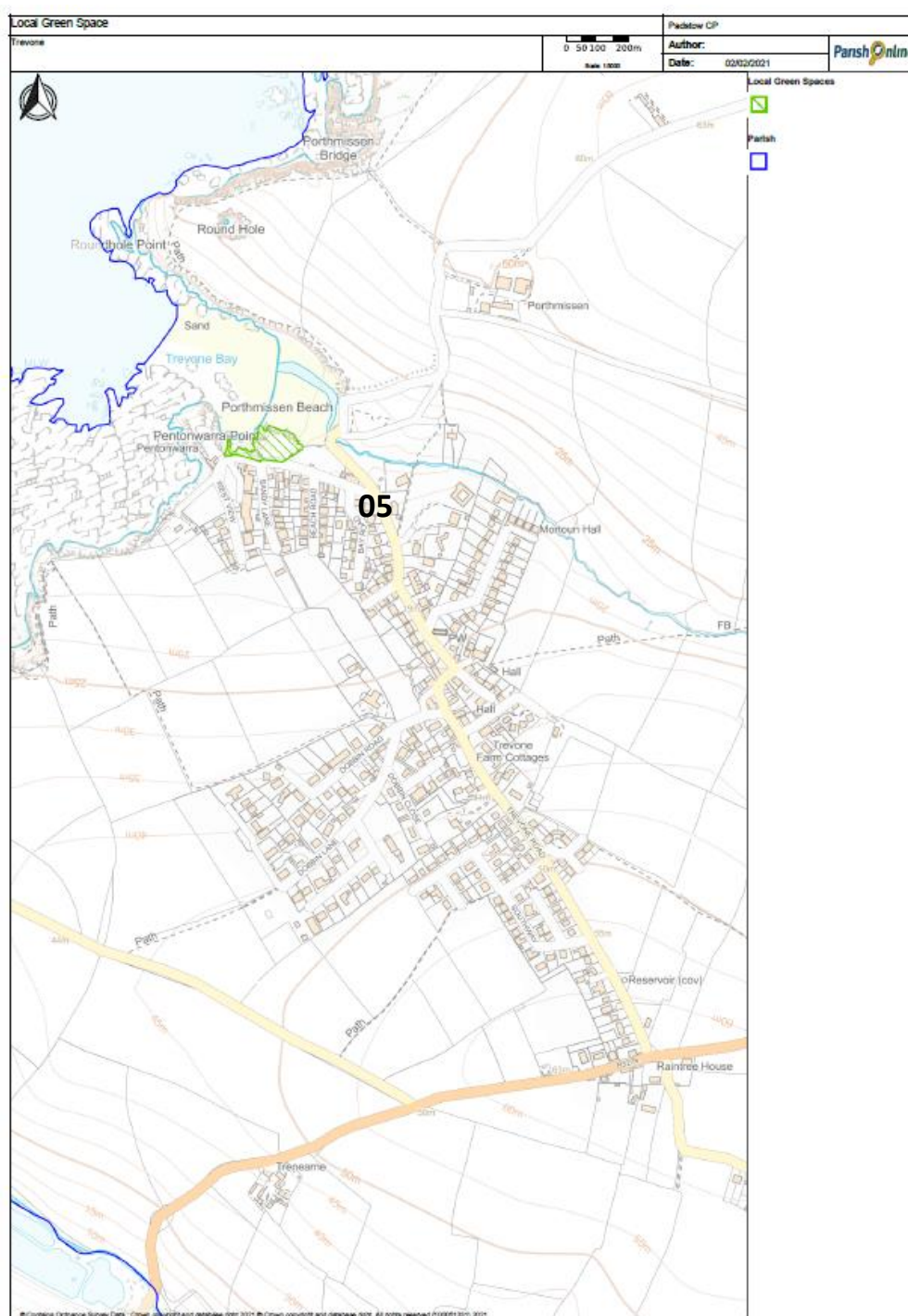
The Walled Garden is a historic site with restricted public access, but it serves as an important amenity area in a densely built area and provides a visually attractive, verdant backcloth to Padstow old town as viewed from the harbour and main visitor car park. The Conservation Area Statement notes how important the wall and the garden are to the

character of Padstow. *“It is visible from many parts of the town, but it is especially prominent from New Street and The Plantation”*²⁸.

8.16.17 Wheal Jubilee Parc

This is a millennium green on the edge of Padstow. It is run by a charitable trust which was established to provide and maintain an open space *“for the benefit of the inhabitants and to be used forever as an area for informal recreation play or other leisure-time occupations a meeting area or place for Community events and for any other lawful purpose consistent with these trusts and for the general benefit of the community”*²⁹. It includes a football pitch area.

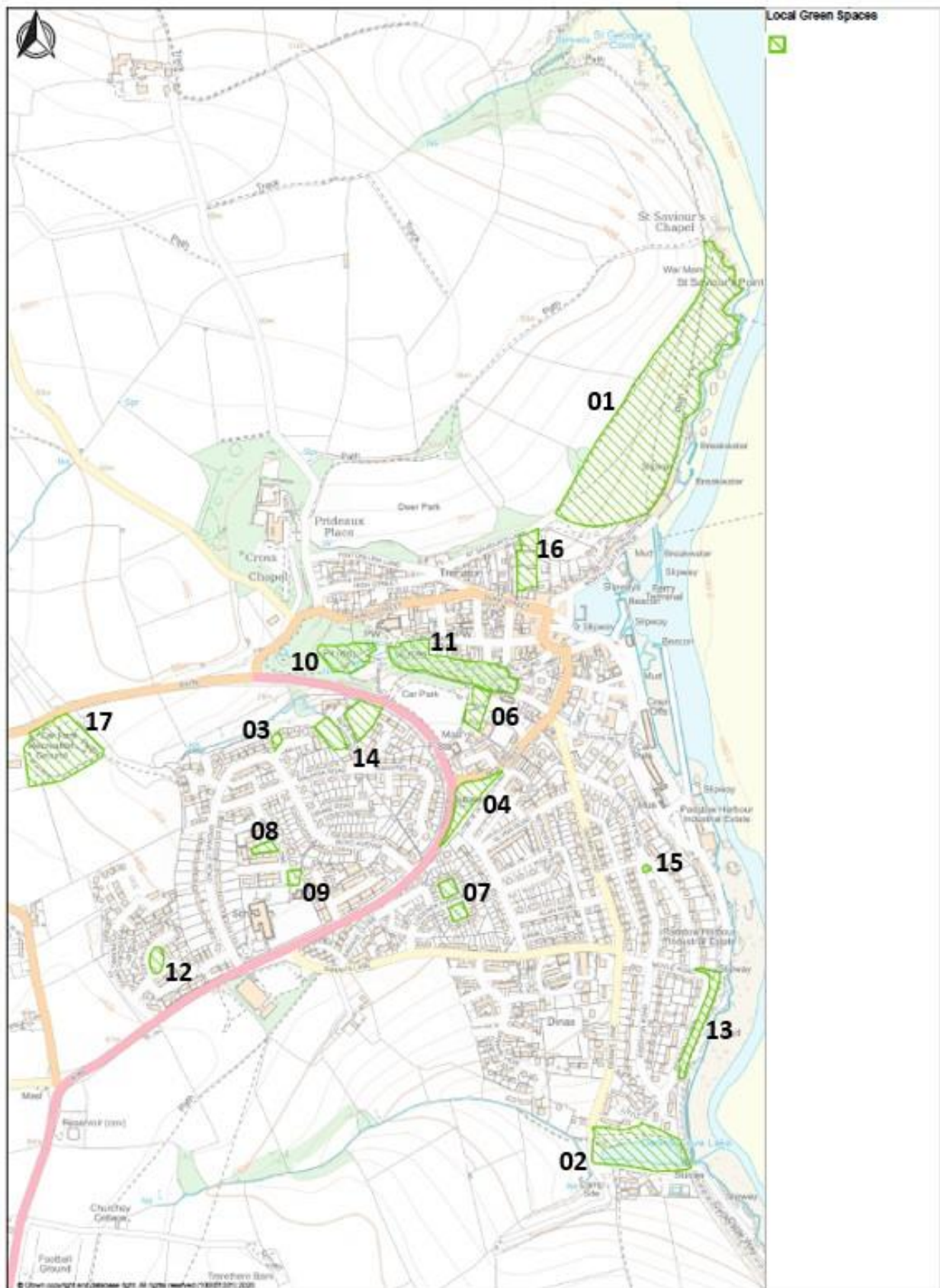
Padstow Parish NP Map 7a Local Green Space Trevone



²⁸ North Cornwall Conservation Area Statement, 1996

https://www.cornwall.gov.uk/media/3638341/Padstow_CA_Statement.pdf

²⁹ Charitable objectives of Wheal Jubilee Parc Millennium Green Trust, Registered Charity No. 1077650



Development proposals will generally be supported within the Settlement Area Boundaries defined for Trevone on Map 8 and Padstow on Map 9, providing that the proposal:

- 1) is appropriate to its setting in terms of scale, height and massing; and
- 2) makes an appropriate use of a brownfield site; or
- 3) is considered to be infill development, as set out in the Chief Planning Officer's Advice Note 'Infill and Rounding off'; and
- 4) in other ways complies with the policies in the development plan.

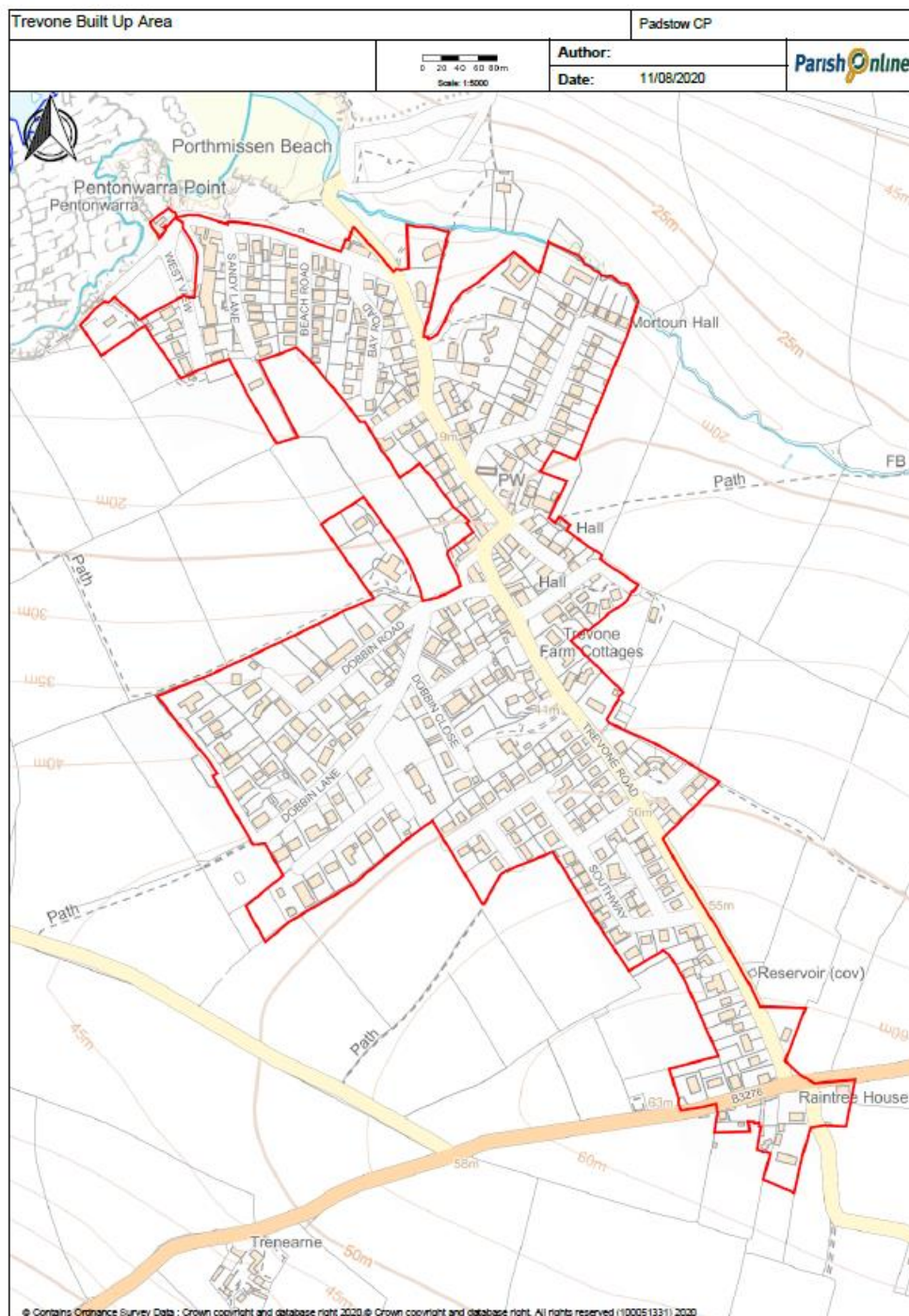
- 8.17 We recognise that persistent development pressures can have an adverse effect on our countryside, much of which is rated as being of outstanding beauty. Padstow is of constant interest to developers because of the buoyancy of the property market. It has been decided, following extensive community consultation, that a settlement area boundary around both Padstow and Trevone is an appropriate way to provide guidance and exercise some control over future developments in the interest of protecting the countryside. Such a policy approach will also provide much more certainty as to where development is and is not generally acceptable.
- 8.18 The settlement area boundary for Padstow is delineated on Map 9 and for Trevone on Map 8. The boundaries reflect the current built form of the settlement as represented by previous, existing and approved development and were defined using established criteria³⁰. At Trevone, the seaward edge of the settlement boundary has been limited by reference to the Shoreline Management Plan (SMP) to avoid including any undeveloped areas that are within the 100-year coastal erosion zone. The SMP anticipates a managed realignment of the car park, beach access and coastal path during epoch 1 (to 2025) and epoch 2 (2025-2055). Managed realignment "*would allow the beach and its shoreline to respond naturally to sea level rise....*". The SMP advises that "*any village strategy should make provision for the timely relocation of the car park from out of the erosion risk zones*".
- 8.19 In general, in accordance with policy PAD6, there is a presumption in favour of development within the settlement area boundaries. On the contrary, all land and buildings outside of the defined settlement areas of Padstow and Trevone are deemed to be part of the 'countryside', where development should be strictly regulated in accordance with the general countryside policies of the Local Plan and/or more specific land use or locational policies in the development plan. Almost all the land within and outside the Trevone settlement area boundary and much of the land outside the Padstow settlement area boundary, are also part of the AONB and subject to policies specifically intended to conserve and enhance the natural beauty of the landscape. Policy PAD7 provides for a limited amount of development in response to identified needs on land adjacent to the settlement boundary of Padstow (Map 9) that is not part of the AONB.
- 8.20 Infill is development that would fill a gap in an otherwise continuous frontage, which will normally be a road frontage. The layout and density of the development should be in character with and similar to others in the continuous frontage and, in all other ways, be consistent with the guidance of the local planning authority³¹.

³⁰ <https://padstow-tc.gov.uk/neighbourhood-development-planning/the-plan/>

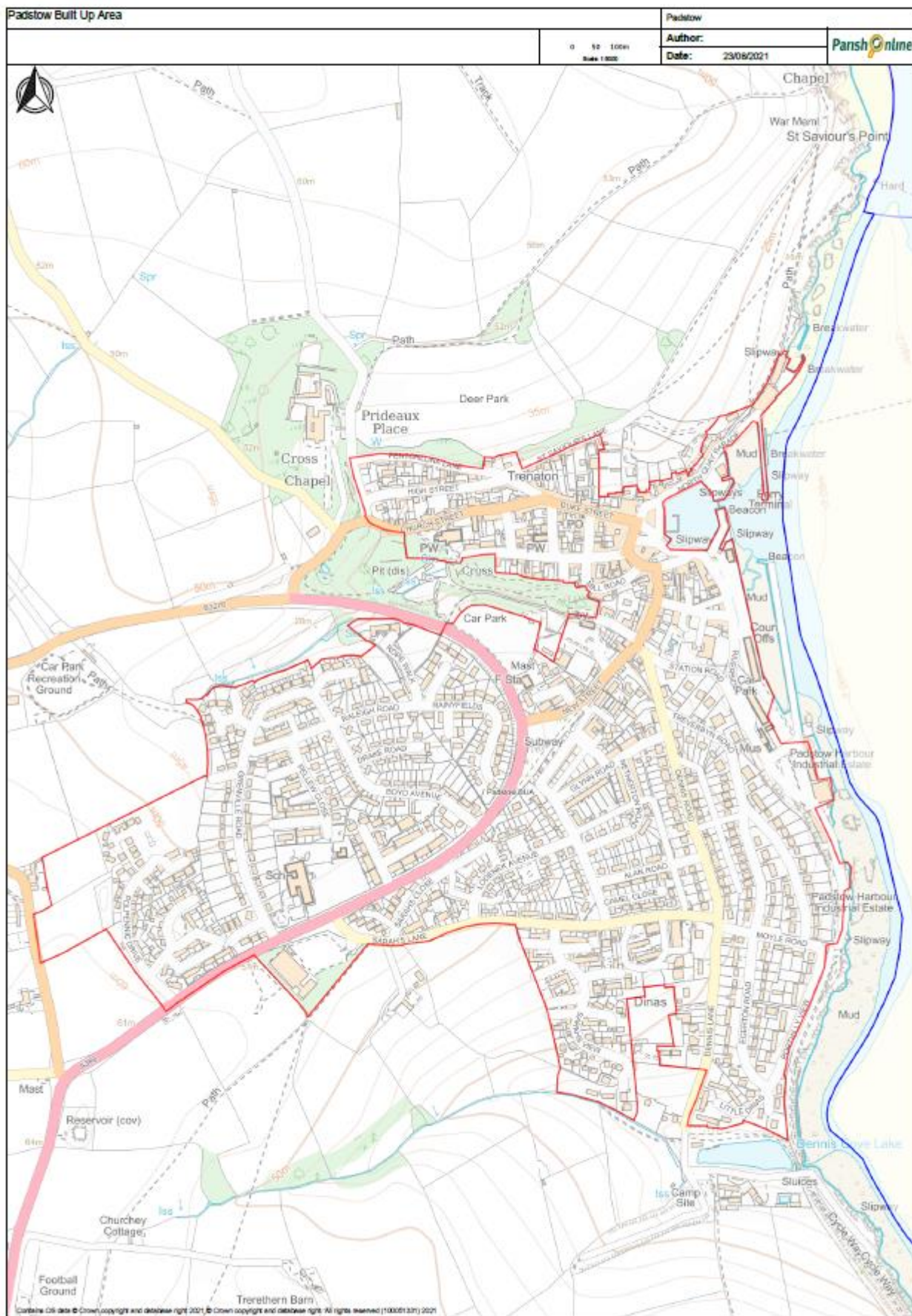
³¹ <https://www.cornwall.gov.uk/media/30558877/cpoan-infill-rounding-off-4-12-17.pdf>

- 8.21 It should be noted that any land which has been included within a settlement area boundary line does not have a guarantee of approval of planning permission. Any development proposal for such land will need to comply with other policies in the development plan.
- 8.22 Local Plan policy 7 states that *“the development of new homes in the open countryside will only be permitted where there are special circumstances”*. One of the main exceptions is the replacement of existing dwellings, for which Cornwall Council provides a guidance note³². The guidance note recognises that greater scrutiny of a replacement dwelling proposal will be required within the AONB.
- 8.23 The lack of sufficient development land within the confines of the settlement areas to meet strategic targets or local housing needs is a special circumstance that is addressed by policy PAD7.

Padstow Parish NP Map 8 Trevone and Windmill Settlement Area



³² <https://www.cornwall.gov.uk/media/36196018/replacement-dwellings-in-the-countryside-guidance-note.pdf>



Policy No. PAD7 Development Adjoining Padstow's Settlement Area Boundary

Development proposals for new dwellings and/or community facilities and services on sites adjoining Padstow's Settlement Area Boundary will be supported if:

- 1) the site forms a logical extension to the existing built-up area and is not an isolated development in the countryside;
- 2) it is appropriate to its setting in terms of scale, height and massing, and choice of materials;
- 3) it is not within the AONB, and it does not compromise or have an unacceptable adverse impact on the quality of the environment and the special landscape character of the AONB;
- 4) a mix of dwelling types is provided that is reflective of the most up to date assessment of housing needs;
- 5) it would not have an adverse impact on adjoining uses and infrastructure; and
- 6) it is consistent with the strategic requirements of the Local Plan and the sustainable development criteria set out in policy PAD8.

- 8.24 Policy PAD7 of the Neighbourhood Plan applies only to the town of Padstow. The settlement area boundary for Padstow, which limits development in accordance with policy PAD6, has been drawn tightly around the current built-up area to ensure that the countryside, and the AONB in particular, is afforded a significant level of protection. It is acknowledged that the town needs to be allowed to change and grow to provide for an acceptable level of population increase and 'accommodate' continued visitor/tourism interest in what the area has to offer. However, there is limited scope for, and many restrictions on, development within the defined settlement area boundary for Padstow (Map 9).
- 8.25 In the recent past development has been permitted on sites adjoining the built-up area when it has been decided that the development can be justified on the basis of deriving local benefits, such as affordable dwellings, new community services and facilities. Policy PAD7 endorses a continuation of an incremental approach to growth and development beyond the current confines of the town that will contribute to the on-going sustainability of Padstow and the Parish and help achieve the area's strategic development obligations as set by the local planning authority (LPA).
- 8.26 The most recent strategic housing target for Padstow and the rural hinterland of Wadebridge was 1,000 new dwellings between 2010 and 2030. This target was exceeded during 2020, by the total number of dwelling completions and commitments through planning permissions. At the time of writing, there is no longer an unmet strategic housing target for Padstow.
- 8.27 We are advised by Cornwall Council however that the target set by the local planning authority should be treated as a minimum. The actual number of dwellings to be accommodated by the Neighbourhood Plan can be higher, if it is thought appropriate to achieve local housing objectives. It should be noted too that progress on achieving development targets for the County is monitored annually and individual parish targets are subject to change by the LPA.
- 8.28 In carrying out the Community Survey 2018, the community's views were sought on the appropriateness of the strategic housing targets given the scale of recent developments and the buoyant housing market. It was plain from the Survey's response that most people would prefer that growth in housing numbers, over the next 10-15 years, is modest. There is a discernible concern however, particularly from Padstow residents, that such a limited

target will not achieve the number of affordable homes that are needed or have any kind of beneficial impact, for parishioners, on the local housing market.

- 8.29 Rather than attempt to prevent further housebuilding and frustrate housing developers, the Neighbourhood Plan therefore allows for a modest number of new dwellings over the plan period. Policy PAD7 provides conditional support to development proposals outside of, but adjoining, the defined settlement area of Padstow (see policy PAD6) that is not within the AONB, as long as they deliver dwellings to ensure the local housing market is properly served and/or community facilities or services for which there is clear evidence of need. It does not set targets nor specify the size of future developments. Its purpose is to contribute to a flexible yet restrictive and robust policy approach to future growth and, alongside specific housing policies in the Neighbourhood Plan, enable a house building programme that works primarily for the benefit of local residents, the sustainability of the Parish and safeguards the landscape character of the area. Any housing development proposal under this policy must refer to Cornwall Council's Housing Needs Register in support of the proposal. The infrastructure implications of new development are addressed by policy PAD20.

Policy No. PAD8 Sustainable Design and Development

All new development should seek to achieve high standards of sustainable development, and demonstrate in proposals how design, construction and operation has sought to:

- 1) reduce the use of fossil fuels;
- 2) promote the efficient use of natural resources, the re-use and recycling of resources, and the consumption of renewable energy;
- 3) comply with the critical drainage area guidance, if it is located within the Critical Drainage Area zone;
- 4) achieve a net biodiversity gain including, wherever possible, integrating bee bricks, bat, and bird boxes in a suitable position within the development;
- 5) avoid unacceptable levels of light, noise, air, or water pollution;
- 6) wherever practicable, incorporate Sustainable Drainage Systems (SuDS) proposals;
- 7) adopt and facilitate the flexible development of low and zero carbon energy through a range of technologies;
- 8) link the provision of low and zero carbon energy infrastructure in new developments to existing buildings; and
- 9) consider the need to design out crime and disorder, to ensure ongoing community safety and cohesion.

- 8.30 As referenced elsewhere in this Plan, the Town Council is fully committed to action in response to the 'Climate Emergency'. Policy PAD8 has been informed by the emerging policies of the Cornwall Climate Emergency Development Plan Document. Development proposals should demonstrate how they contribute to our shared ambition to strengthen resilience to climate change and coastal change and transition to a low carbon economy in as short a period as possible.
- 8.31 We expect the principles of sustainability to pervade all types and all facets of development. Consistent with the core principles of the NPPF, policies in the Neighbourhood Plan focus on

encouraging the proper re-use of existing resources, achieving a net gain in biodiversity, and maximising the use of renewable resources.

- 8.32 Policy PAD8 takes its lead from the Local Plan (Policy 2, Spatial Strategy), which states that development proposals *“should assist the creation of resilient and cohesive communities by delivering renewable and low carbon energies, increasing energy efficiency and minimising resource consumption through a range of renewable and low carbon technologies”*. It advocates (for elsewhere in Cornwall) an exemplar development that provides a showcase for sustainable, greener, low carbon living. We consider that all new development should, wherever feasible, serve as an example of how we can be greener in our approach and achieve a low carbon living and working environment. Policy PAD8 requires all new development in the neighbourhood area, whether large or small, strategic or local, to achieve the highest standards of sustainable development possible.
- 8.33 In accordance with Government guidelines³³ and legislation, we expect developments to achieve the required ‘bio-diversity net gain’. This can be achieved in part through a simple enhancement of any new development to ‘accommodate’ building dependant wildlife species by the inclusion of, for example, bee bricks, bat and bird boxes; and, when appropriate, the provision of hedgehog highways. Cornwall Council is keen for the Padstow Parish Neighbourhood Plan to promote Building with Nature³⁴ standards. This is a voluntary approach that recognises developers, who go beyond the statutory requirements, to create places that really deliver for people and wildlife. We urge developers to strive to achieve a high-quality green infrastructure within their development proposals wherever practicable.
- 8.34 The minimisation of waste and pollution are essential if we are to protect and enhance the natural and local environment. Policy PAD8 seeks to prevent new development from contributing to the area’s pollution, about which there are often complaints. In accordance with para. 174 of the NPPF, development should, wherever possible, help to improve local environmental conditions.
- 8.35 Part of the Padstow settlement area (as defined in Map 9) lies within the ‘Padstow Critical Drainage Area’ (CDA). Any development within this area (see Map 10) must be designed to reduce any harmful downstream impacts and minimise run-off from the site. Development in the CDA zone should align with the guidance for Padstow CDA³⁵. Part of the northern Padstow settlement boundary is in the fluvial flood zone (see Map 11). Any development in the flood zone, including infill, should be supported by a site-specific flood risk assessment in accordance with the requirements of NPPF para. 167.
- 8.36 Wherever possible, throughout the area, Sustainable Drainage Systems (SuDS) should be green, open systems. This is better for nature, and easier to maintain than underground tanks. Wherever possible, SuDS should be designed to the natural topography of a site and respond to the natural water flows in an area. Developers should consider the siting and layout of SuDS at concept stage to avoid them being retrofitted as an afterthought into the least appropriate locations.

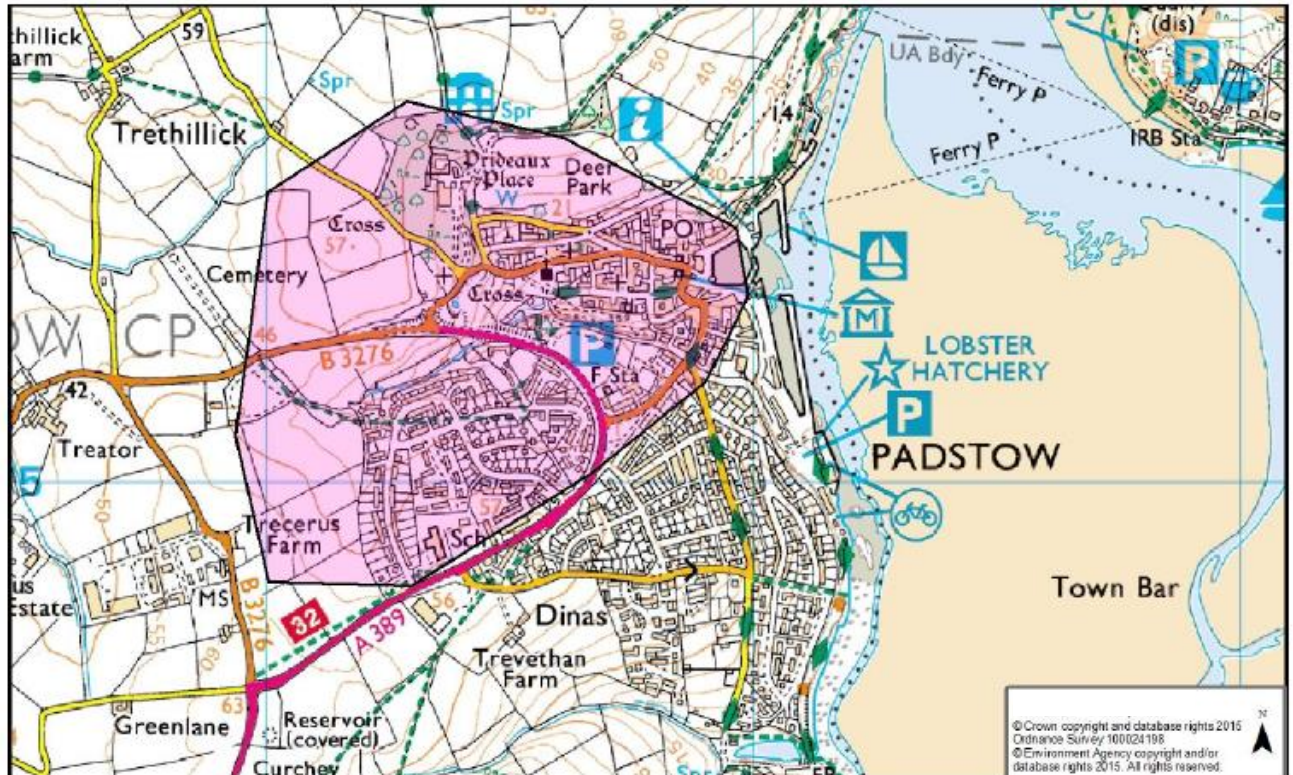
³³ PPG Paragraph: 023 Reference ID: 8-023-20190721 Revision date: 21 07 2019 <https://www.gov.uk/guidance/natural-environment>

³⁴ <https://www.buildingwithnature.org.uk/>

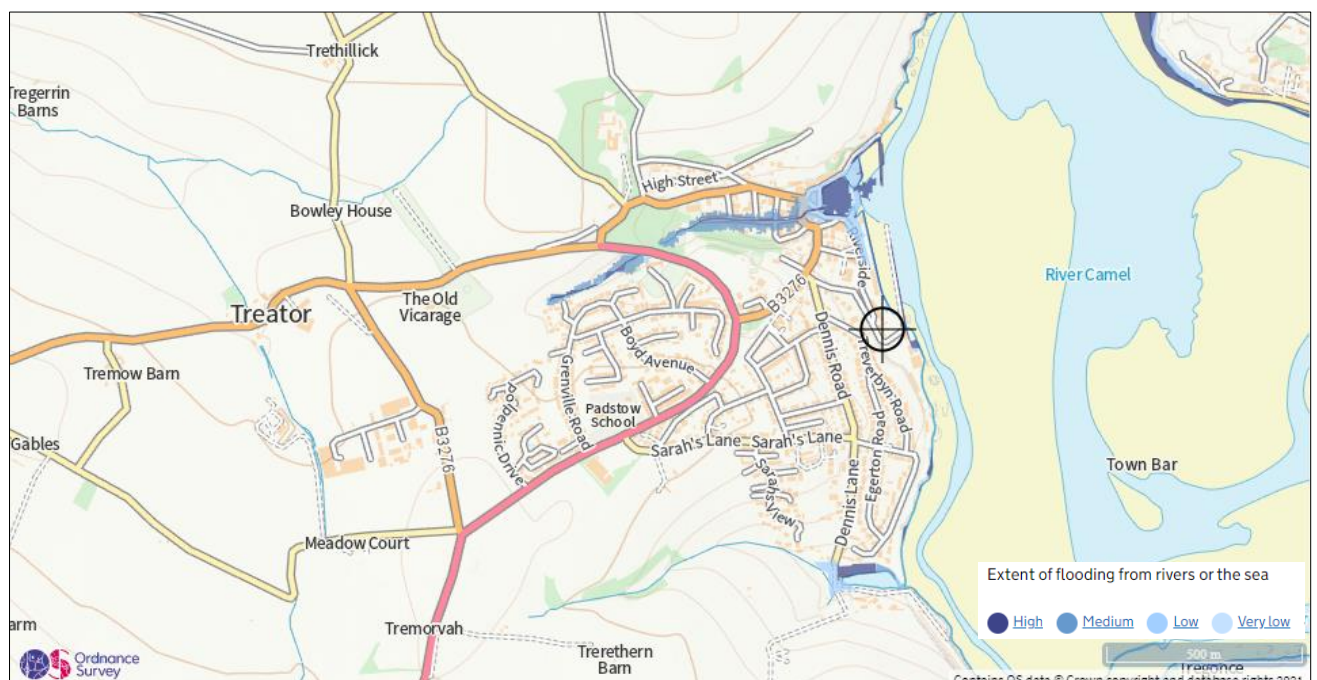
³⁵ <https://padstow-tc.gov.uk/wp-content/uploads/2021/07/Padstow-Critical-Drainage-Area-2015.pdf>

- 8.37 The criteria of policy PAD8 should not be regarded as exhaustive or finite. It is recognised that lifestyles, standards, aspirations, and guidelines will change over the plan period. Developers should strive to achieve even more in sustainability terms and ensure that their development more than exceeds the prevailing sustainability requirements and standards.

Padstow Parish NP Map 10 Padstow Critical Drainage Area



Padstow Parish NP Map 11 Fluvial Flood Zone



9. Housing

Overview

- 9.1 The Parish of Padstow remains one of the hottest housing markets in Cornwall. The demand for houses currently outstrips supply. Desirable properties are snapped up immediately by clients already on agents' books. According to local estate agents, 90 - 95% of their clients are those looking for second homes in the area.
- 9.2 Local people simply do not have the funds to compete with people from outside the area wishing to purchase dwellings in the Parish. In 2017 Padstow was rated by the Halifax Building Society as the fifth least affordable seaside place for properties in England. In 2021 the average house price is over £550,000.
- 9.3 Padstow Town Council commissioned a Housing Needs Survey in early 2018 to understand better the housing needs, issues, and aspirations of local people. It was carried out by the Affordable Housing Team of Cornwall Council³⁶. It identified a significant number of households with an affordable housing need and a legitimate reason for wanting to live in the Padstow area. However, none of them could afford a home costing over £200,000.
- 9.4 We are advised by those who analysed the Housing Needs Survey 2018 that the provision of affordable housing should cater for both affordable rent and intermediate homes for sale. We have been encouraged to explore the potential of self-build housing and other forms of community-led housing development such as a Community Land Trust initiative as a mechanism to meet a higher proportion of local housing need.
- 9.5 Community consultation has established that a majority of parishioners are in support of measures that would limit the growth of second homes and holiday lets in favour of local households and permanent residency. Affecting the re-sale of existing dwellings is beyond the scope of the Neighbourhood Plan. Exercising control on the new housing market in the best interests of the Padstow area however has been the subject of much consideration during the preparation of the Neighbourhood Plan. Legal agreements were used on the recent major development at Treceus Farm. The owners of open market housing are prevented by covenant from letting their dwellings to holidaymakers for a period of less than a month. Priority was also assured for local open market buyers by legal agreement. The consequence has been that most of the dwellings are occupied on a full-time basis and most are the primary residence of the occupiers.
- 9.6 The Local Plan has set house-building targets for the 'community network areas' and the main towns of the county to achieve. The current target for the neighbourhood area of Padstow is 290 dwellings between 2010-2030, which, we are advised by Cornwall Council, should be regarded as "*the minimum requirement (your baseline Local Plan housing target) and starting point for deciding whether additional homes are required*". The Neighbourhood Plan does not set a finite target for new dwellings over the plan period. We recognise that a continuous house-building programme that includes a high proportion of the right types and tenures of dwelling is in the interest of local households. Housing policies in the Neighbourhood Plan require developers to acknowledge what is needed.

³⁶ <https://www.cornwall.gov.uk/media/32375304/padstow-housing-needs-survey-final-report.pdf>

Policy No. PAD9 Housing Development

Development proposals for two or more dwellings will be supported where they deliver a high-quality design and layout which demonstrates:

- 1) the density of the development is appropriate to the built character, function, setting and housing mix of the proposal site;
- 2) provision of safe and secure pedestrian access within the development, and links to other parts of the neighbourhood area, meet the most up-to-date standards for such provision set by the County Highways Authority;
- 3) good linkages to public transport networks;
- 4) provision of adequate off-road car and cycle parking for both residents and their visitors and electric car and cycle charging points;
- 5) inclusion of measures to maximise efficiency in terms of water usage and management, incorporating Sustainable Urban Drainage (SUDs) technologies; and
- 6) a green infrastructure approach, with links that seek to protect and enhance local biodiversity and geodiversity where appropriate.

For larger housing schemes, the provision of public open space for play and other communal uses should meet the most up-to-date standards for open space set by the local planning authority.

- 9.7 Policies in the Neighbourhood Plan seek to ensure that the housing development that takes place, is appropriate to its location and meets the needs and aspirations of the community.
- 9.8 Policy PAD9 seeks to ensure that new housing development will function well and add to the overall quality of the area by respecting the character of its setting, whilst generally conforming to the requirements of the NPPF (para.130):
 - *will function well and add to the overall quality of the area;*
 - *visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
 - *sympathetic to local character and history, including the surrounding built environment and landscape setting;*
 - *establishes or maintains a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
 - *optimises the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
 - *creates places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.*
- 9.9 Policy PAD9 applies to all residential development resulting in a net increase of more than one dwelling. It is firmly based on achieving the objectives agreed by the community for the future of the area. It requires new development to achieve high standards of sustainable design and layout; be well connected to the rest of the area; and provide an appropriate mix of dwellings. It requires developers to learn from mistakes made in previous developments and give pre-eminence to the needs and safety of non-car users.
- 9.10 Government policy requires developers to achieve a net gain in biodiversity. Wherever possible on-site works that will measurably increase biodiversity should be incorporated into a residential development proposal, together with meaningful and sustainable links to the

wider “green infrastructure” of the area if possible. On site green spaces, incorporating a diversity of habitats, are encouraged; particularly those that connect with other green spaces (hedges, woodlands etc). Isolated patches of grassland should not be considered.

- 9.11 New housing development should be appropriately integrated into the area and the community. For larger developments, the provision of adequate infrastructure and sufficient linkages to existing community and social networks are important considerations. Support for new residential development is intended to enhance the sustainability of community and residential environments and improve resilience and community cohesion.
- 9.12 Electric motor vehicle ownership and use is set to increase exponentially. Development proposals should demonstrate that the provision of charging points for vehicles is at least in accordance with approved local or national standards and commensurate with expected demand.

Policy No. PAD10 Housing Needs and Mix

Development proposals for major housing schemes should provide a mix of housing sizes, types and tenures that satisfy an identified local need and meet local demand, based on an up-to-date local housing needs assessment.

- 9.13 Policy PAD10 seeks to ensure that the housing provision of any major development is demonstrated to be that most suited to meeting locally identified housing needs. Development proposals for all housing schemes determined to be ‘major’ should be supported by a detailed and up-to-date local housing needs assessment. The NPPF defines major development for housing as being a “*development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more*”. In accordance with the NPPF (para. 177), within the AONB area the local planning authority may consider a smaller scale residential development proposal to constitute ‘major development’ taking into account “*its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined*”.
- 9.14 Local housing need can be assessed by reference to the Cornwall Council’s Housing Needs Register (HNR), which is updated annually. Consultation with Padstow Town Council on current needs would also be advisable.
- 9.15 Regarding housing need within the Parish, the 2018 Survey and the latest figures of registered local housing need with Homechoice (Oct 2020), shows the requirement is much more for smaller family homes than larger ones; and most households in the need-category are only able to rent or consider a partial purchase arrangement such as shared ownership. This facet of the local housing market is made more complex by the seasonal demand for rented accommodation from seasonal migrant workers. A significant proportion (30%) of ‘registered’ households in need are aged over 55.
- 9.16 An understanding and empathy for those local households who are struggling to get on the property ladder is evident in the consultation response received. 74% of respondents to the 2018 Survey said they supported an affordable-housing-led development, to help meet the needs of local people with a connection to the Parish, especially young households starting on the housing ladder. Coming from the Community Survey, also 2018, is considerable sympathy for the plight of local people who are seeking to put down housing roots in the

area. Over 90% of respondents agreed that the Neighbourhood Plan should address the local need for starter-homes and homes for rent. The community's message is that further residential development must prioritise local needs and address the problem of affordability as much as it is possible to do so with local planning policies.

- 9.17 It needs to be acknowledged too that local housing needs is multi-faceted. There is evidence of many mature households anticipating the desire or the need in future to down-size to a more appropriate and manageable dwelling. Almost two-thirds of respondents to the 2018 Community Survey agreed that we should ensure the need for homes suitable for retirement and 'lifetime' homes are considered in future developments. We encourage developers to include dwellings that meet Building Regulation standards for accessible and adaptable dwellings (currently M4(2) Category 2) i.e. to be sufficient to serve "*occupants with differing needs including some older or disabled people and to allow adaptation of the dwelling to meet the changing needs of occupants over time*".
- 9.18 Affordable housing delivery is 'controlled' by policies 8 and 9 of the Local Plan. Where affordable housing is required, housing proposals should also reflect the needs of the local community and provide a mix of sizes and types that serve a range of household types and age-groups. Where the need is established, well-designed housing intended for occupation by older people in the form of accessible and adaptable ground floor apartments, adaptable upper floor apartments and bungalows will be supported as part of the overall development mix.
- 9.19 The issue of housing affordability and the difficulties faced by local people on average incomes is made all too clear by the Housing Needs Assessment³⁷ for Padstow carried out by Cornwall Council in 2018. Nobody responding to the 2018 Housing Needs Survey, even those who were interested in an affordable home to buy, could afford to buy a home over £200,000. In 2021, the situation remains dire for many local households who want a home in the Parish. The need for affordable dwellings for rent has never been greater.
- 9.20 The number of local households, 176, that was recognised as being in housing need in April 2018 is substantial. Whilst we have no statutory obligation to meet all the local housing needs within the neighbourhood area, we have concluded that it would be wrong not to ensure that all larger housing developments provide as high a proportion of affordable homes as is achievable. We shall continue to favour developments that provide a mix of market housing and housing that is affordable and accessible to local people. In accordance with Cornwall Council's requirements, development proposals for major housing schemes should be delivered as a 'tenure-blind/neutral development'³⁸. Different housing tenures on the same development should be integrated and relatively indistinguishable from each other. In this way we will achieve more balanced communities.
- 9.21 Policy 9 of the Local Plan provides for 'rural exception site' development. Its primary purpose is to enable the provision of additional affordable housing to meet local needs on sites in locations where development would not otherwise be permitted by the development plan.

³⁷ <https://www.cornwall.gov.uk/media/32375304/padstow-housing-needs-survey-final-report.pdf>

³⁸ See Glossary and The MHCLG National Design Guide, Oct 2019
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/962113/National_design_guide.pdf

- 9.22 We are supportive in principle of rural exception site development in the neighbourhood area, should the need and opportunity align. The local need for social rented, affordable rented and intermediate housing is well established. Development proposals should be consistent with the guidance provided by Cornwall Council in its Supplementary Planning Document³⁹, and should be informed by an up-to-date assessment of local housing need and discussions with Padstow Town Council.

Policy No. PAD11 Principal Residence Requirement

Proposals for open market housing (excluding one for one replacement dwellings) will only be supported where first and future occupancy occupation is restricted by a planning condition to ensure that each new dwelling is occupied only as a Principal Residence.

A principal residence is defined as a dwelling occupied as the resident's sole or main residence, where the resident spends most of their time when not working away from home.

Proposals for open market housing (excluding one for one replacement dwellings) without a requirement to ensure occupancy as a principal residence will not be supported.

- 9.23 There must be little doubt that Padstow has been one of the primary areas for second-home seekers for many years. In mid-2018 it was reported⁴⁰ that more than two thirds of all houses purchased in the PL28 postcode area in the previous two years had been for second homes.
- 9.24 As far back as 2007 the Padstow Parish Plan⁴¹ recorded that *"residents' felt it was very depressing to have so many houses in the town empty for most of the year and highlighted that it had a very negative effect on the community, especially in the winter months"*. The Community Survey 2018 response shows 75% of respondents believe we should consider restricting the growth in the number of second homes and holiday lets. This proportion rises to 86% of the permanent residents of the area who responded to the Community Survey.
- 9.25 St Ives Neighbourhood Plan has pioneered the way in which the coastal communities of Cornwall can place a legally enforceable restriction on the sale of new open market dwellings in the interests of sustainability. 25% of dwelling in the St. Ives' area in 2016 were second homes. In Padstow this percentage is closer to 30%. Many of them are in Trevone and the old town area of Padstow, which has pushed average house prices in the area very high (many over £500,000) and well out of reach of most local households.
- 9.26 Second-home owners make a valuable contribution to the local economy, but the sustainability of community life in the neighbourhood area is being compromised by the number of properties that are not occupied on a permanent basis. The viability of local facilities and services are at threat and/or becoming ever more dependent on visitors.
- 9.27 As significant, the acquisition of new dwellings by 'second-homers' or for holiday lets will deny local people access to much needed homes. The only opportunity that many new households from the area will have to find the local home they want, is as a result of new development that addresses local housing needs, providing different types of affordable housing, where demand and prices for open market dwellings are lower.

³⁹ Housing Supplementary Planning Document, Cornwall Council, February 2020
<https://www.cornwall.gov.uk/media/42699607/final-housing-spd-feb-2020.pdf>

⁴⁰ Research by Hamptons International for the Daily Telegraph, 26 March 2018

⁴¹ http://www.padstow-tc.gov.uk/wp-content/uploads/2011/07/padstow_parity_plan_2007_low_res_.pdf

- 9.28 Therefore, due to the impact upon the local housing market of the continued uncontrolled growth of dwellings used primarily for holiday accommodation (as second or holiday homes), policy PAD11 supports the provision of a 'principal residence' condition to be applied to all new-build housing, other than one for one replacement. It also applies to the conversion of buildings within the settlement boundaries. The conversion of properties in the countryside is subject to other policies in the development plan, including policy PAD3, which covers the use of redundant farm buildings for holiday lets.
- 9.29 Much deliberation has taken place, whilst preparing the Neighbourhood Plan, about the consequences of imposing a principal residency requirement on new housing development. There is little doubt that it accords with the wishes of most local residents. Concerns about the consequences of such a policy have been raised and were considered by the Steering Group. The conclusion reached is that the benefits outweigh the disbenefits. Policy PAD11 will help ensure our housing areas thrive, our local facilities remain viable, and community life throughout the year is vibrant and inclusive.
- 9.30 The policy supports those in need of a permanent home in the area. It will bring greater balance and mixture to the local housing market and create new opportunities for people to live and work here, thereby strengthening the local economy.
- 9.31 The restriction to principal residence occupancy should be secured and retained in perpetuity through the imposition of a planning condition on any approval, for an appropriate 'planning obligation' under Section 106 of the Town & Country Planning Act 1990. Owners of homes with a principal residence condition should be required to keep proof that they are meeting the obligation or condition and be willing to provide this proof if/when Cornwall Council requests this information. Proof of principal residence includes, but is not limited to, being registered on the local electoral roll, at the local school or for local healthcare.

10. Transport, Traffic and Parking

Overview

- 10.1 A large majority of visitors to the area come by motor vehicle. Car ownership levels in the area, like much of the rest of Cornwall, is high. Both Trevone and Padstow can be subject to high levels of congestion during peak holiday periods. During these periods it can be very difficult to find a parking space within Padstow, even for residents and employees; and parking is the overwhelming nuisance issue coming out of community consultations. The speed of traffic, at certain locations, and the lack of speed, because of congestion and queuing are notable community frustrations. Amongst the business community, the lack of speedy, easy access and parking opportunities for delivery vehicles is a major concern.
- 10.2 The need for a comprehensive and co-ordinated traffic management plan for the area is evident. Whether that can be achieved in a way that will satisfy all local interests is an open question. Double yellow lines have served as a helpful control mechanism in Trevone, although they are often ‘abused’ during peak periods. The hilly access roads and the medieval road pattern however are not conducive to a simple and effective traffic management scheme for Padstow. The Town Council has worked with Cornwall Council to improve enforcement across the Parish. The Town Council is also looking to improve its own car parks to assist in this regard. The Town Council will continue to seek ways with Cornwall Council to ameliorate the problems that so many residents and businesses complain about.
- 10.3 The Neighbourhood Plan is limited in what it can contribute to the traffic management process. What we can do through the Plan is ensure that new development does not contribute further to the problem and, if possible, make sustainable transport options seem more appealing.

Our Neighbourhood Plan Policies and their Explanation/Justification

Policy No. PAD12 Local Travel and Safety

Development proposals, which are specifically intended to achieve any of the following, will generally be supported:

- 1) promoting walking, cycling and the use of public transport (including enhanced provision for those with limited mobility)
- 2) promoting road safety by physical means, such as the widening of pavements
- 3) alleviating traffic problems in the town centre

- 10.4 The NPPF (para.104) says we should be encouraging sustainable transport modes and “opportunities to promote walking, cycling and public transport use are identified and pursued”. Policy PAD12 supports development proposals that encourage and facilitate, in a safe manner, walking, cycling and the use of public transport for travel rather than the private motor vehicle.
- 10.5 We recognise that parts of the neighbourhood area are either not easy (because of the contours) or not sufficiently safe (because of traffic) to traverse on foot or cycle. There is evidence of local support for a safe cycle route between Padstow and Trevone. The Town Council will continue to be alert to opportunities to provide safer routes and is willing to work with developers to devise practicable solutions.

Policy No. PAD13 Electric Vehicle Charging

The provision of electric vehicle charging outlets on new developments and at suitable locations to serve public demand will be supported.

- 10.6 The Government has decided to ban the sale of new diesel and petrol cars by 2030, as part of its efforts to tackle air pollution. The growth of electric vehicles will accelerate as technology allows them to travel greater distances on a full charge. We are expecting that more and more of the area's residents', businesses', and visitors' cars will be electric in the next few years.
- 10.7 New development proposals should be mindful of the increasing demand for electric vehicle charging outlets to serve the occupiers, users, and visitors to the development. Provision should be made in accordance with the prevailing local or national guidelines. Developers are encouraged to ensure that all new homes have capacity and the cabling for EV charging.
- 10.8 As Padstow is a destination and the starting point of a long journey home for many visitors, it seems logical and sensible to ensure that we provide adequate public vehicle charging facilities alongside other tourist/visitor services and near to existing facilities. In accordance with the NPPF (para. 107), policy PAD13 supports the provision of electric vehicle charging outlets in suitable locations, which can be accessed by visitors and residents alike without causing nuisance to adjoining uses and adding to any existing traffic/parking problem in the locality.

Policy No. PAD14 Public Car Parking Areas

Proposals for new public car parking facilities will be supported in their entirety, or as part of new developments, on suitable sites where the need is demonstrated subject to:

- 1) demonstrating no significant adverse impact on the surrounding natural environment and/or local built environment would occur;
- 2) flood risk being minimised, and permeable materials being used wherever practicable;
- 3) an appropriate hard and soft landscaping scheme;
- 4) any adverse impact in terms of noise, air and light pollution being satisfactorily mitigated; and
- 5) safe and convenient vehicular and pedestrian access and egress arrangements.

- 10.9 Large public parking areas at the entrance to the town and seasonal parking sites on the A389, have been developed to accommodate an increasing number of car and coach-borne day visitors to the town. These complement the three main town car parks. Despite this, there are regular complaints about the visitor parking situation. Part of the issue is the natural tendency of visitors to try to park as close to the town centre as possible. Congestion is often caused by cars entering the town centre only to have to retrace their route back to the perimeter car parks.
- 10.10 Better management may reduce the perceived visitor parking problem significantly; however, we do not deny that a further car park in the right location could be useful. It is likely that visitor levels will continue to increase, and car park capacity is unlikely to serve as a deterrent. It is inevitable that a large majority of the area's visitors will continue to arrive by motor vehicle. Policy PAD14 facilitates the provision of additional parking areas if they are

needed, so long as they can be provided in a way that does not detract from the area's natural beauty and character, and any harmful effects can be satisfactorily mitigated.

Policy No. PAD15 Off-Road Parking

Wherever possible, development proposals should include provision for adequate off-road vehicle parking spaces to facilitate unimpeded road access for other road users, including motor vehicles and pedestrians.

Proposals to provide additional off-road parking spaces will be supported where they do not have an adverse impact on:

- 1) the character of the local built environment;
- 2) the quality of the surrounding natural environment;
- 3) the visual amenity of the area; and,
- 4) flood risk (including local surface water flooding).

Development proposals resulting in a loss of parking capacity of all types, except for areas of informal parking, will not be supported unless:

- a) in relation to existing public car parks, an equivalent or better capacity is provided in the vicinity; or
- b) in relation to private car parks or similar off-street parking areas, an equivalent or better capacity is provided elsewhere, or the need for the private parking capacity can be shown to be reduced as a result of the implementation of the development proposal; and
- c) in relation to the development site, it is demonstrated that adequate parking will remain available post-development.

- 10.11 Parking is a major issue amongst the local community. A majority of respondents to the Community Survey 2018 from Trevone as well as Padstow regard parking to be a significant problem that needs addressing. Many respondents took the opportunity, when completing the questionnaire, to express their frustration with the difficulty they have on a regular basis, to find a convenient free parking space.
- 10.12 New development should not add to the problems that so many residents experience on a regular basis. Policy PAD15 requires development proposals to be fully cognisant of the parking issues and opportunities in the vicinity and, wherever possible, provide sufficient off-road parking space commensurate with the type of development and the expected car ownership and use of its occupiers and visitors. Developers will be expected to adhere to the latest guidance for Cornwall Council⁴², unless they can demonstrate good reasons for not doing so, and conform with the requirements of policy PAD15.
- 10.13 Parking areas should be subject to sustainable design principles and constructed with permeable surfaces if practicable to avoid any 'run-off' problems.
- 10.14 The loss of existing parking areas through development, other than informal ones i.e. those areas that are not specifically designated as parking areas but used on a casual basis, will not be supported.

⁴² Currently in: 'Travel Plans Advice for Developers in Cornwall' <http://www.cornwall.gov.uk/transport-and-streets/sustainable-transport/travel-plans/parking-standards/>

11. Local Economy and Tourism

Overview

- 11.1 Padstow has become a very popular tourist destination over recent decades, which has helped to maintain a buoyant local economy, despite a decline in the town's fishing industry, which was a mainstay of the economy for so many years. The restaurant trade has become something for which Padstow is nationally famous, which in combination with the area's magnificent natural setting, attracts large numbers of short-term visitors and many wishing to stay much longer. It is estimated that over 150,000 visitors a year stay in the town and the number of day visitors to Padstow itself is over 500,000 a year. Fishing has remained an important facet of the local economy in Padstow, supplying the restaurant trade, providing year-round employment for some locals, and contributing significantly as a tourist attraction.
- 11.2 Many members of the community regard tourism as a mixed blessing. It has brought benefits to lots in Padstow, but it has also given rise to several challenges and concerns. For instance, the area's appeal has led to a continuous growth in holiday lets and second homes at the cost of permanent homes; but this phenomenon does help sustain a considerable number of self-employed builders, painters, and renovators in the area.
- 11.3 Retailing and the service industry, stimulated largely by the demands of tourists, is a significant part of the local economy, particularly in providing jobs for local people. We have been fortunate perhaps that the 'visitor-season' has extended, and many jobs are now all-year-round. Unfortunately, too high a proportion are part-time jobs and not highly paid.
- 11.4 The Community Survey 2018 gave voice to these concerns and more. Almost two-thirds of respondents to the Survey consider it is not a good idea to encourage more tourism. Many people expressed frustration with the congested streets, street traders and no parking space, which are all put down to the volume of tourists, many of whom are day visitors. The summer season is a particularly fraught experience for numerous respondents and for many, the tourism season is too long.
- 11.5 There is also some concern about the inherent danger of being over-reliant on such a narrow economic base. However, the town's current tourist status shows no sign of abating. We must therefore plan for better tourism and encourage economic development that will be beneficial to the wellbeing of the area and not have a detrimental effect on the environment.
- 11.6 The Community Survey 2018 provides a very positive statement from the community about the need to sustain a healthy and more diverse local economy. It showed that whilst local people are appreciative of the jobs and services the local economy currently provides, the low-paid and seasonality of much of the tourist-related work is recognised. Many people would like to see a diversification of the local economy to provide higher quality, better paid local jobs. Attracting 'hi-tech' industries and encouraging apprenticeships are advocated as ways to improve career prospects, particularly for younger people.
- 11.7 Treceus Industrial Estate, situated on the B3276 road that carries traffic heading to the beaches or wishing to avoid Padstow, is the area's main 'industrial zone'. It comprises over 30 work-units of varying sizes and rateable values (ranging from £3,500 to £200,000). It accommodates a range of firms, several of which supply the tourism-related businesses in

and around Padstow town centre. A recent survey⁴³ of the Estate's occupiers highlighted its inadequacies in terms of ease of access, a lack of visitor parking and generally poor/untidy environment. It is the location however that most parishioners wish to see consolidated and improved as the main industrial zone.

Our Neighbourhood Plan Policies and their Explanation/Justification

Policy No. PAD16	Business Development
The regeneration and small-scale expansion of existing business premises, or the sympathetic conversion of existing buildings within the settlement areas, for light industrial and business uses as identified in class E(g) of the Town and Country Planning (use classes) Order 1987 (as amended), will usually be supported.	
Development proposals for new businesses and the expansion of existing businesses on brownfield sites within, or adjacent to, the Padstow settlement area boundary will be supported, subject to the development respecting local character and residential amenity, and the residual cumulative impacts on highway safety and the local transport network not being severe.	

- 11.8 On so many counts Padstow is an economic success story. Local enterprise and initiative have made the most of its location and natural resources to establish Padstow as a prime tourist destination and help establish the neighbourhood area as one of the most well-known and oft-visited locations in Cornwall. Many people are drawn to the town of Padstow because of its businesses and the hustle and bustle of commerciality. Many businesses are drawn to the area because of its visitor levels and the demands that emanate.
- 11.9 The Community Survey 2018 shows that a large majority (92%) of respondents think we should encourage business/commercial development in the Parish that will provide local employment opportunities. We will continue to support the growth of existing businesses and welcome new ones to the town of Padstow, if the proposed development is appropriate to its location and complements what is already on offer. We are particularly supportive of business development that:
- serves local needs and demands
 - offers good quality, year-round, employment opportunities for local people
 - is eco-friendly and promotes sustainability
- 11.10 Policy PAD16 supports small-scale business development in suitable locations and premises. The area however only has one dedicated industrial area, the Treceus Estate (see policy PAD17). Any development for industrial or business purposes in or adjacent to the settlement areas must be able to be carried out in proximity to any residential area without causing detriment to the amenity of the area. This can include the extension or conversion of part a dwelling to provide appropriate homeworking facilities. For this reason, general support for business/employment development is restricted to light industrial and business uses as identified in class E(g) of the Town and Country Planning (use classes) Order 1987 (as amended). The positive re-use of brownfield sites and redundant buildings for such business purposes will be supported where the impact on the surrounding area and environment is deemed acceptable.

⁴³ <https://padstow-tc.gov.uk/wp-content/uploads/2019/02/Treceus-Industrial-Estate-Survey-Report-Oct18.pdf>

Trecerus Industrial Estate should be protected as a key employment area.

Proposals which lead to the improvement, modernisation or upgrading of current premises on the Trecerus Industrial Estate will be supported, subject to there being no adverse impacts on the amenity of existing uses and neighbours.

Proposals to extend the Trecerus Industrial Estate for B2 and E(g) business uses⁴⁴ will be supported provided they do not:

- 1) have any unacceptable environmental impact; or
- 2) have an unacceptable impact on residential amenity; or
- 3) have an unacceptable adverse impact on the transport network.

Development proposals should include a traffic impact analysis or transport assessment which is proportionate to the development and demonstrates traffic impact and measures which may be taken to mitigate impacts.

Provision for parking should be appropriate to the needs of the development.

Proposals for B8 storage or distribution uses will be resisted.

- 11.11 In accordance with the community's views as expressed in the Community Survey 2018, the Trecerus Industrial Estate will continue to be the main area of industry and employment outside of the Padstow town centre. It is not without its issues however and many agree that it is not the high-quality trading environment that it could and should be.

Padstow Parish NP Map 12 Trecerus Industrial Estate



⁴⁴ Use Class Order B2 General industrial - *Use for industrial process other than one falling within class E(g) (previously class B1) (excluding incineration purposes, chemical treatment or landfill or hazardous waste);*
 Use Class Order E(g) - *Uses which can be carried out in a residential area without detriment to its amenity: E(g)(i) Offices to carry out any operational or administrative functions, E(g)(ii) Research and development of products or processes E(g)(iii) Industrial processes (as amended September 2020)*

- 11.12 Its location and disposition are both a blessing and a curse to its occupiers and visitors. Access to and from the Estate is impeded significantly at certain times because of the congestion caused by high levels of seasonal traffic on nearby roads. The condition of the road network within the Estate and the inadequacies of the parking and servicing areas present problems to many. A recent survey⁴⁵ of occupiers on the Treceus Industrial Estate echoed many of the complaints expressed by visitors to the Estate. The adequacy and condition of the internal road network and parking provision is rated as poor by almost every business we heard from. The 2018 survey also showed that the Estate has many established businesses, committed to serving the local area and wanting to stay where they are. Several would welcome more space and more amenity at the Treceus Industrial Estate.
- 11.13 Policy PAD17 recognises the importance of the Treceus Industrial Estate to the local economy. It seeks to facilitate improvements on the Estate for the benefit of occupiers and visitors. The policy is also supportive of an appropriate scale extension of the Estate for the right purposes, as long as the environmental impact is acceptable.
- 11.14 Development proposals for storage, warehousing, and distribution businesses (B8 use class) will not be supported, because they generally provide low levels of employment in relation to the floor space provided; because the buildings, which would likely be substantial in size, may have a strong negative impact on the character of their surroundings; and because of the potentially severe traffic implications of such operations.

Policy No. PAD18 Padstow Town Centre

Padstow Town Centre is defined on Map 13. Proposals for retail and associated commercial development within this area that add to the centre's viability or community benefit will generally be supported.

Proposals for development of, or alteration to, traditional shop frontages will only be supported where they are sympathetic and in-keeping with the character of the frontage and built form of their setting.

The loss of shops and commercial units, to non-employment uses, within the defined area will not be supported unless it can be demonstrated that:

- 1) the use of the premises for these purposes is no longer economically viable and the property has been marketed at a realistic price for a minimum of one year; or
- 2) the proposed alternative use would provide equal or greater benefits for the local economy and community than the current use.

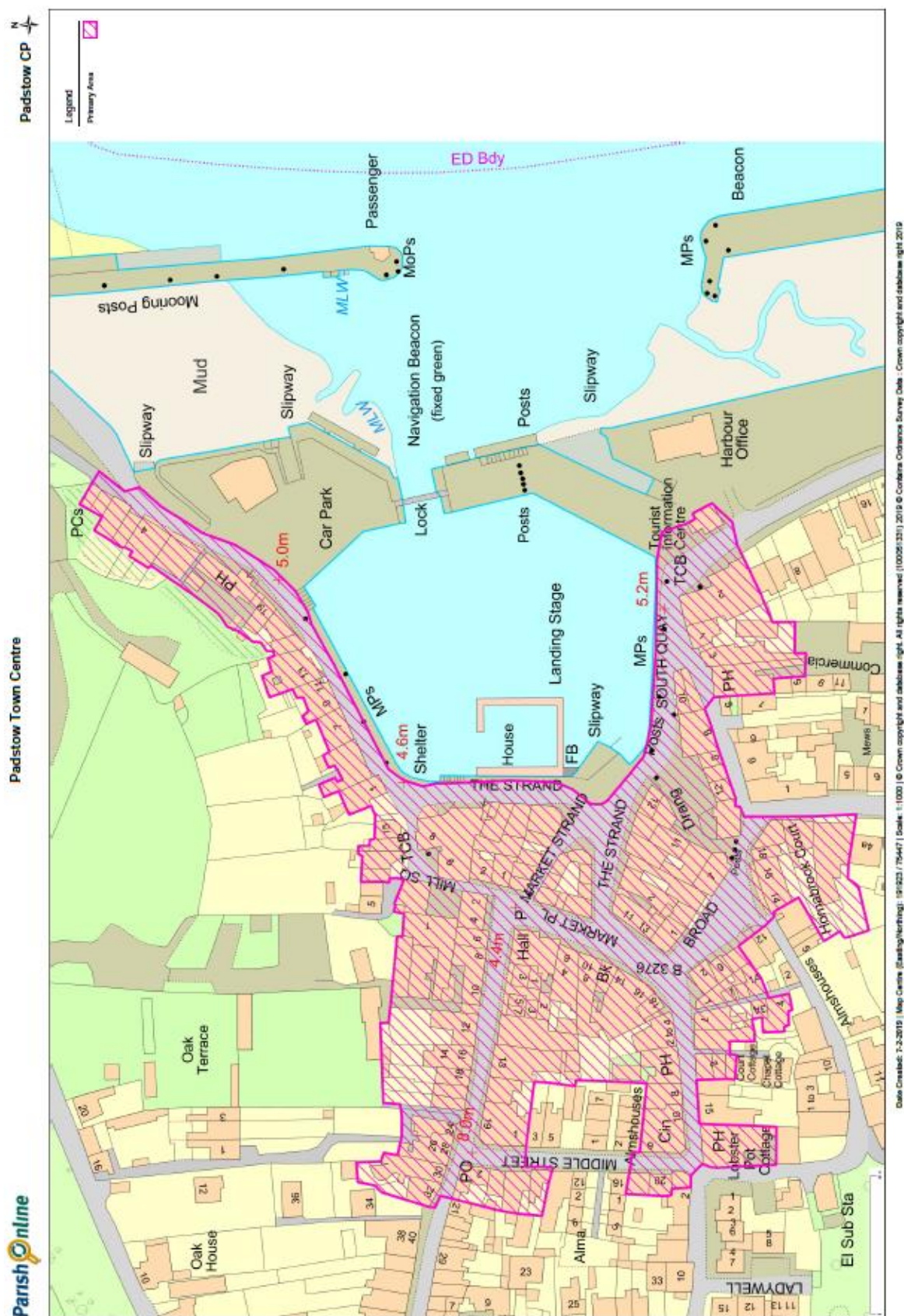
Residential use of accommodation on the upper floors of town centre businesses will be supported provided that such accommodation is not currently in employment-related use and that the residential use does not adversely affect the viability of any ground floor commercial use.

11. 15 Padstow's town centre is a vibrant, bustling commercial environment for most of the year thanks to the volume of people, mainly tourists, that visit daily. Town centre businesses have evolved to focus on meeting the demands of food-hungry and gift-seeking shoppers. During the summer months the town centre can be as busy in the evenings as the days, with many of the independent shops staying open late.

⁴⁵ <https://padstow-tc.gov.uk/wp-content/uploads/2019/02/Treceus-Industrial-Estate-Survey-Report-Oct18.pdf>

- 11.16 Development pressures on the town centre are substantial and significant. The town centre is at the historic core of old Padstow and part of the Conservation Area, which places major constraints on how a town centre building can be treated and presented. The town centre is fronted by the harbour which prevents expansion eastwards. The demand for additional residential accommodation, particularly for holiday lets, on the fringes of the town centre conflicts directly with the demand for retail space. Commercial operators regularly want to re-image or re-brand their premises. There is also a community desire, expressed clearly in recent surveys, for the retail offer in the town centre to be sufficiently mixed and balanced to serve local needs as well as visitor demands.
- 11.17 The Community Survey 2018 shows that the community is very much in favour of a town centre that provides them with convenient local access to retail and other services rather than having to travel to Wadebridge or beyond. Many respondents however expressed the view that this is not the situation at present; but made it plain that an expanded town centre retail area is not a favoured solution. There is strong community support for a policy that defines and limits the retail and commercial area in the centre of Padstow to protect the character of the old town and ensure residential use of buildings in the old town area is not lost.
- 11.18 To 'accommodate' competing pressures yet retain a balance of uses in the old town, policy PAD18 identifies an area of Padstow, described on Map 13, that should be regarded as the town centre. Within this area the loss of shops and commercial areas to holiday lets, or other residential uses, and the inappropriate alteration of shopfronts will be resisted. In this way, we hope that business may respond to local demands and help create a year-round, more community-friendly, and attractive commercial area. The use of redundant upper floors of premises within the town centre area for residential purposes in accordance with policy PAD11 is acceptable.
- 11.19 To protect the shops and other ground floor commercial premises, Policy PAD18 includes an economic viability test, requiring owners or developers to satisfactorily demonstrate that there is no reasonable prospect of a property being used again for its current purpose, or any other suitable employment use, before change of use can be considered. This evidence must include appropriate and active marketing for at least 12 consecutive months.
- 11.20 Street clutter, shop signage and the appearance of many of the shops in the town centre have come in for criticism during consultations. Guidance on development affecting traditional shop fronts can be found in the Cornwall Council Shopfront Design Guide⁴⁶, which is a material consideration for land use planning purposes to support Local Plan policy 24: Historic Environment.

⁴⁶ <https://www.cornwall.gov.uk/media/30425275/cornwall-shopfront-design-guide-final-dec17.pdf>



Proposals for the development and expansion of tourism-facilities will be supported providing that:

- 1) the scale of development is proportionate to existing activity and the immediate locality;
- 2) the potential impact on neighbouring uses is acceptable having regard to potential noise and disturbance;
- 3) they do not have a significant adverse impact on the landscape of the AONB and other countryside and are mitigated, wherever necessary, by extensive landscaping and visual screening; and
- 4) traffic, access, and highway issues are satisfactorily addressed.

Development proposals should demonstrate how it will be viable, sustainable and benefit the local economy and the wellbeing of the neighbourhood area.

- 11.21 We are encouraged by the NPPF (para. 84) to support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities, and visitors, and which respect the character of the countryside. The challenge for the Padstow area is to get it right. The area already attracts many thousands of tourists. It is perhaps inevitable that the tourist industry may wish to invest further in the provision of facilities to accommodate and/or entertain the tourist on an even larger scale.
- 11.22 This is not a prospect welcomed by many permanent residents of the area. 70% of respondents to the Community Survey 2018 who reside permanently in the area do not think it a good idea to encourage more tourism (60% of all respondents say the same). Any tourism development proposal therefore must demonstrate that its impact will be beneficial to the community and not harmful to the environment and character of the area, and within the AONB area comply with the prevailing policies regarding tourism development.
- 11.23 A tourist facility is regarded as being '*a permanently established destination or facility that attracts or is used by visitors to an area and is opened to the public with or without prior booking during normal opening hours*'. We have to find a way to continue to meet sufficient of the increasing and varied demands for the provision of tourism-related facilities and services whilst ensuring the area's character and special environment is suitably respected and protected, and the impact of tourism on local infrastructure and the quality of the daily lives of the local population is generally unharmed and is improved for some.
- 11.24 We do not want to deter good quality sustainable tourism development. We do want to ensure it is appropriate in scale and impact. Sustainable tourism is a commitment to having a low impact on the surrounding environment and community by acting responsibly while generating income and employment for the local economy and aiding social cohesion. Rather than a type of product, sustainable tourism is an ethos that should underpin all tourism activities and be reflected in all aspects of tourism development and management, and not just an add-on. Policy PAD19 reflects the Town Council's policy of support for tourism development where the benefits significantly outweigh the dis-benefits.
- 11.25 It is hoped that policies in the Neighbourhood Plan, in combination, will exercise the necessary degree of control i.e. policies such as PAD17, which defines the town centre area; PAD4 that protects heritage sites; and PAD13 that facilitates additional public parking areas.

12. Community Wellbeing

Overview

- 12.1 For many aspects of community facilities and services, the neighbourhood area can be considered 'sustainable'. There are a range of local health services providing for the daily needs of residents and visitors. Local nursery and primary schools are adequate in size and capacity to meet current needs. There is a dozen or so community buildings, providing for a wide range of leisure and social activities; and there is a range of public open spaces that offer opportunity for community gatherings play and organised sport.
- 12.2 Having to travel to major facilities or to access specialist services is an accepted way of life in Cornwall. The Royal Cornwall Hospital at Treliske is the principal NHS hospital serving the area for major incidents and illnesses. It is 27 miles (45 minutes travel by car on a good traffic day) from Padstow. Minor injury treatment, in-patient care and a range of clinical services are available at nearby NHS treatment centres in Bodmin, St Austell and Newquay. The nearest secondary school to Padstow is Wadebridge School (run by an Academy Trust), which is approximately 5.5 miles away. Around ten miles away is Treviglas Community College and Tretherras School, both in Newquay.
- 12.3 Recent community surveys however have identified a concern within the community that access in person to local community facilities and service is likely to worsen. The closure of the last bank in the town in 2019 seems to confirm fears. Several respondents to the Community Survey 2018 expressed discontent with the thought that people may have to travel to Wadebridge for community and social services and activities in future.
- 12.4 Yet the neighbourhood area does have a considerable number of community buildings that could serve important roles in the years ahead. There are however mixed reports on their condition, suitability, accessibility, and adaptability to meet the community needs of the future.
- 12.5 The 2016 study of public open spaces associated with major settlements⁴⁷ carried out by Cornwall Council confirmed that the level of provision of parks and amenity spaces is typical of settlements of this scale in Cornwall; but the level of outdoor sports spaces is significantly lower than the average for larger towns in the county. The level of children's play provision is typical for settlements of our scale in Cornwall, but some of the smaller play sites are neither fully equipped nor of the requisite quality. The Town Council is moving forward with plans in this regard. In 2019, it developed a skate park in the Lawns Car Park and is currently looking at ways to improve the tennis court play area, potentially with a Multi-Use Games Area (MUGA) to add further to the variety of opportunities for young people to enjoy their leisure time locally.

⁴⁷ <https://www.cornwall.gov.uk/media/8104587/open-space-strategy-cornwall-towns-2014.pdf>

Policy No. PAD20 Community Infrastructure

Major development should be phased in tandem with the timely provision of infrastructure to help support sustainable growth.

- 12.6 Throughout the consultation process the most common area of public feedback and concern has been about how the area's infrastructure is going to cope. There are significant worries that the existing provision of education, health and wellbeing services, the transport network, safe walking and cycling routes and the sewage system will all be inadequate to serve a growth in population as well as increased visitor levels and a changing demographic. Many of these issues lie beyond the remit of a neighbourhood plan but it was felt that our Plan should at least reference these concerns and make it clear that we regard Local Plan Policy 28 'Infrastructure' to be very important. Local plans are required to plan positively for the development and make sufficient provision for the infrastructure required in the area to meet the objectives, principles, and policies of the NPPF (para. 22). Development should only be permitted where it is supported by appropriate infrastructure that is provided in a timely manner.
- 12.7 Padstow Town Council will remain cognisant of the area's infrastructure needs and work with Cornwall Council to ensure that these needs and local priorities are recognised fully. Development proposals should include a realistic assessment of their impact on the existing local infrastructure, services and facilities and demonstrate how any such impacts will be addressed so as not to disbenefit existing residents and businesses or harm the natural or physical environment.
- 12.8 The Cornwall Community Infrastructure Levy Charging Schedule came into effect on 1 January 2019. This means that any development granted permission after this date may be liable to pay the levy. The levy will be spent on infrastructure projects. A proportion of the levy will be paid directly to the Town Council, to be invested, at the discretion of the Town Council, in community infrastructure projects. This investment will be co-ordinated with that of Cornwall Council for maximum benefit and sustainability.

Policy No. PAD21 Community-based Initiatives

Suitably sited, community-based, recycling or renewable energy initiatives that accord with the latest supplementary planning guidance will be supported.

- 12.9 Common with much of the rest of the UK, the community has become much more environmentally aware. As an example, in January 2018 Padstow Town Council resolved to:
- support Plastic Free Coastlines⁴⁸
 - commit to plastic-free alternatives
 - support plastic-free initiatives within the constituency
- The Town Council supports this initiative spearheaded by the Beach Guardian⁴⁹, which has helped eradicate the use of single-use coffee cups, cutlery, straws and plastic water bottles by several businesses in our town.

⁴⁸ A Cornwall initiative <https://www.sas.org.uk/plasticfreecoastlines/>

⁴⁹ <https://www.sas.org.uk/campaign/beach-guardians/>

- 12.10 During the development of the Padstow Parish Neighbourhood Plan, examples of community-based recycling initiatives and community renewable energy projects have been raised with some enthusiasm. Policy PAD21 recognises the community's support in principle for local community-based initiatives that will help secure reductions in greenhouse gas emissions, minimise vulnerability and provide resilience to the impacts of climate change, whilst ensuring that the control and benefits of related development will be vested in the community. The NPPF (para. 156) encourages us to support community-led initiatives for renewable and low carbon energy.
- 12.11 Cornwall Council's SPD⁵⁰ on Renewable Energy clearly advocates a local energy economy in Cornwall which can deliver significant long-term benefits to the community, including reduced energy bills, increased energy sustainability and security, and a shift of ownership to local people. *"The Council believes that this model of renewable energy deployment should receive particular support when considering the merits of renewable energy development at the planning decision stage"*. The model which Cornwall Council believes most closely meets the definition of 'led by' or 'meet the needs' of local communities is full community ownership and control of a renewable energy project. Policy PAD21 adds an enabling policy for the Padstow area to the development plan, should the community choose to respond in an organised manner to the guidance provided by Cornwall Council and in ways that are appropriate to the area and its natural resources.

Policy No. PAD22 Community Facilities

Proposals which seek to enhance or improve existing local community facilities, amenities and assets will be supported where:

- 1) there is a demonstrable need for them; and
- 2) they do not have an adverse impact on the character of the area's natural and built environments.

Proposals for the redevelopment or change of use of locally valued community facilities will only be supported where:

- 3) there is no reasonable prospect of viable continued use of the existing building or facility which will benefit the local community;
- 4) they have been subject to consultation with the local community; and,
- 5) it will provide an alternative community use.

- 12.12 We are appreciative of the range of community facilities we have but recognise that several may need changes and improvements to remain relevant and conform with current legislative requirements. The NPPF emphasises the importance of social, recreation and cultural facilities and services. We are encouraged by the NPPF (para. 93) to *"plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments"*.

⁵⁰ Cornwall Renewable Energy Planning Advice, Cornwall Council, Mar 2016

<https://www.cornwall.gov.uk/media/18361631/cornwall-renewable-energy-planning-advice-march-2016.pdf>

- 12.13 Local Plan Policy 4 refers to the need to retain community facilities. Policy PAD22 facilitates necessary improvements to existing community buildings, including extensions, if it means the building can continue to meet local needs and demands for community events and activities or delivering community services from a local base.
- 12.14 Policy PAD22 also safeguards community facilities from loss through redevelopment or change of use, unless the facility is proven to be no longer fit for purpose or needed and it can serve another purpose that benefits the local community.

Policy No. PAD23 Recreation and Sports Facilities

The provision of new or improved recreational and sports facilities will be permitted in or on the edge of settlement areas provided that:

- 1) the scale is related to the needs of the area and in keeping the character of the location;
- 2) they do not create unacceptable disturbance to neighbouring residential properties by way of noise, light spillage, and unsociable hours;
- 3) the use of any floodlighting has mitigation measures in place to protect nearby residential property and areas of nature conservation; and
- 4) access and off-street parking can be satisfactorily provided without harming existing residential and other uses.

- 12.15 The Padstow area offers numerous informal recreation opportunities within the town, in the countryside and along the estuary and coastline. We are blessed to have so many locations offering a range of leisure and recreation activities. The quality and abundance of provision is a significant element of the area's attraction to those who visit and stay for a few days or more.
- 12.16 It is ironic therefore that Padstow is regarded as being under-provided with outdoor sports spaces. The most recent study of public open spaces carried out by Cornwall Council⁵¹ shows that the area of outdoor provision for organised sport is significantly lower than the larger-town average, although this is partly on account of there not being a golf course in the immediate area. An analysis of sports pitches alone however does indicate a lower-than-average provision.
- 12.17 The NPPF (para. 98) recognises that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. It states that planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area.
- 12.18 The Community Survey 2018 showed around 60% of respondents think there is a need for more recreational facilities in the area. The lack of indoor sports and swimming facilities is a frustration to many. Just over half of all respondents offered suggestions as to what they would like to see in the area.

⁵¹ Open Space Study for Padstow, Cornwall Council, 2016

<https://padstow-tc.gov.uk/neighbourhood-development-planning/the-plan/>

- 12.19 Policy PAD23 supports the provision of new sports and recreation facilities convenient and accessible to local people. The Town Council is happy to liaise with the local planning authority to determine what open space, sports and recreational provision is required to meet the growing and changing needs of the community and consider how best this can be provided. In doing so we shall be mindful of the need to minimise the use of artificial grass surfaces that could lead to microplastic pollution of water courses and encourage the use of alternative surfaces.

Policy No. PAD24 Facilities for Young People

Proposals that provide additional facilities for the direct benefit of young people are supported where it is demonstrated, through direct engagement with the schools and recognised local youth organisations, that local young people have been consulted and involved in developing the proposal.

- 12.20 A recent study carried out by Cornwall Council identified that the area offered “*lower level of youth provision*”. Despite the study’s conclusion that “*the proximity of beach-based recreation will meet some of this demand*”⁵², we recognise that many young people feel the town lacks the range of facilities and the opportunities they want. We have concluded that the area does need more positive things for young people to be involved with. The Community Survey 2018 demonstrated that the community is supportive of projects that would provide young people with more facilities and local opportunities.
- 12.21 We want to ensure that local young people are given a proper say in what is provided for them. Policy PAD24 is framed around the principle that the end users should have a major say in what is being provided for them. This is particularly important for young people in helping establish a sense of ownership and responsibility towards the facilities. Young people and appropriate representative bodies should be involved in the design and planning process. How this can work is demonstrated by the successful engagement with young people over the new skate park, which was completed in 2019. Young people voted for their preferred skate park scheme and the Town Council funded the one which had their overwhelming support.

⁵² Open Space Study for Padstow, Cornwall Council

13. Monitoring the Neighbourhood Plan

- 13.1 There is no statutory requirement for the impact of the Neighbourhood Plan and its policies to be monitored.
- 13.2 Padstow Town Council will monitor the impact of policies on change in the neighbourhood area by considering the effectiveness of the policies in the planning application decision-making process. We will do this by referring to this Plan when reviewing planning applications. We will keep a record of the application, any applicable policies, and comments from the Town Council together with the eventual outcome of the application. We will also gather local market intelligence on a regular basis to gauge the impact of policies such as PAD11.
- 13.3 A full or partial review of this Plan may be triggered by changes to legislation, changes to national or county-wide planning policies or significant planning issues arising, which cannot be dealt with effectively by a combination of national, district and/or existing neighbourhood plan policies. No more than five years from the date the Plan is 'made', we will consider the need for and value in undertaking some form of Review.

14. Glossary

The following terms may be used in the Padstow Parish Neighbourhood Plan:

Affordable Housing - Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.

Ancient Woodland – a woodland which has existed since the year 1600 or earlier.

AONB, Area of Outstanding Natural Beauty - an area with statutory national landscape designation, the primary purpose of which is to conserve and enhance natural beauty. Together with National Parks, AONBs represent the nation's finest landscapes. AONBs are designated by the Natural England.

Biodiversity - is the term used to describe the whole variety of life on Earth. It includes not only all species of plants and animals, but also the complex ecosystems they live within. It ranges from species and habitats which are considered commonplace to those considered critically endangered.

Brownfield Land and Sites - Previously developed land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure.

Climate Change Emergency - A declaration by local authorities and countries, which states that urgent action needs to be taken to slow the progress of climate change. An affirmation that the struggle against climate change is an emergency and needs to be treated as such.

Coastal Squeeze - The process by which coastal habitats and natural features are progressively lost or drowned, caught between coastal defences and rising sea levels.

Community Infrastructure Levy (CIL) - a tax on certain forms of development to contribute to local infrastructure.

County Geological Site - sometimes also called a Regionally Important Geological Site (RIGS) County Geological Site. The geological or geomorphological equivalent of a CWS. They are non-statutory and identified by a group of experts.

County Wildlife Site (CWS) - an area of significance for its wildlife in at least a county context i.e. it may be of county, regional or even national importance.

CROW Act - The Countryside and Rights of Way Act 2000 (CROW Act) applies to England and Wales only. The Act provides for public access on foot to areas of open land comprising mountain, moor, heath, down, and registered common land; amends the law relating to public rights of way; increases protection for Sites of Special Scientific Interest (SSSI) and strengthens wildlife enforcement legislation; and provides for better management of Areas of Outstanding Natural Beauty.

Critical Drainage Area (CDA) - are specific areas in Flood Zone 1 only, where runoff can cause problems downstream, and is not necessarily an area where flooding problems may occur.

Curtilage - The area normally within the boundaries of a property surrounding the main building and used in connection with it.

Development Plan Documents (DPDs) – The suite of documents that form the Development Plan for the local planning area. DPDs must include a Core Strategy and Proposals Map but may also include other documents such as a site allocations document.

Economically Active - Persons in work or actively seeking work.

Flood Risk Assessment - An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

Flood Zones - have been created by the Environment Agency to be used within the planning process as a starting point in determining how likely somewhere is to flood. A flood zone is predominantly a planning tool and doesn't necessarily mean somewhere will or will not flood.

General Permitted Development Order (GPDO) - The Town and Country Planning GPDO 2015 provides permitted development rights for a specified range of development, meaning that those activities do not require an application for planning permission. However, agricultural buildings and certain telecommunications equipment covered by permitted development rights are also subject to a prior approval procedure.

Habitats Regulations Assessment (HRA) - A HRA tests the impacts of a proposal on nature conservation sites of European importance and is a requirement under EU legislation for land use plans and projects.

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

Infill Development - The development of a relatively small gap between existing buildings.

Landscape Character Area (LCA) - Single unique areas that are the discrete geographical area of a specific landscape type.

Listed Buildings - Buildings which have been recognised by Historic England (formerly English Heritage) as having special architectural or historic interest.

Local Green Space - Green areas of particular importance to local communities, which meet the criteria of the NPPF (para. 102), designated as 'local green space' to provide special protection against development.

Local Plan - A portfolio or folder of documents (Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs), setting out the planning strategy for a local planning authority area.

Local Planning Authority - The public body whose duty it is to carry out specific planning functions for a specific area. All references to local planning authority apply in this Plan to Cornwall Council.

Marine Conservation Zone – Areas designated by Government under the Marine & Coastal Access Act 2009 for the purposes of conserving: (a) marine flora or fauna; (b) marine habitats or types of marine habitat; (c) features of geological or geomorphological interest.

Marine Management Organisation - an executive non-departmental public body established and given powers under the Marine and Coastal Access Act 2009 to make a significant contribution to sustainable development in the marine area and to promote the UK government's vision for clean, healthy, safe, productive and biologically diverse oceans and seas.

NPPF - The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of communities.

Neighbourhood Plan - A plan prepared by a town or Town Council or a neighbourhood forum for a specific neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

PPG, Planning Practice Guidance - is a web-based resource which brings together planning guidance on various topics into one place. It was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning.

Permissive Paths - It is possible for landowners to allow access over their land without dedicating a right of way. These accesses are called permissive paths. To the user, they are often indistinguishable from normal highways, but there are some important differences:

- A permissive path must have some sign or similar indication that it is not intended to be a right of way
- The landowner can close off or divert the path if they wish to do so, without any legal process being involved
- The landowner can make restrictions which would not normally apply to highways, for example to allow horse riding but not cycling, or the other way around

Planning Obligation - A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal. Sometimes called "Section 106" agreements.

Principal Residence or Home - That occupied as the residents' sole or main residence where the resident spends the majority of their time when not working away from home.

Public Right of Way - is a highway over which the public have a right of access along the route.

Qualifying Body - Either a parish/town council or neighbourhood forum, which can initiate the process of neighbourhood planning.

Roadside Verge Audit Biological Sites - Sites listed in the Cornwall Roadside Verge Inventory.

Rural Exception Sites - Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by

accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

Section 106 - The section of the Town and Country Planning Act 1990 that provided for the creation of planning obligations, now replaced by Section 46 of the 2004 Act. Section 106 agreements allow local authorities to ensure that developers provide the infrastructure needed to support new developments. Often referred to as "planning gain".

Shoreline Management Plan - A plan providing a large-scale assessment of the risk to people and to the developed, historic, and natural environment associated with coastal processes.

Special Area of Conservation (SAC) - Protected sites designated under the EC Habitats Directive. Article 3 of the Habitats Directive requires the establishment of a European network of important high-quality conservation sites that will make a significant contribution to conserving the 189 habitat types and 788 species identified in Annexes I and II of the Directive (as amended).

Special Protection Area (SPA) - Sites providing statutory protection for a number of rare, threatened or vulnerable bird species and also for regularly occurring migratory species.

Sites of Special Scientific Interest (SSSI) - Sites providing statutory protection for the best examples of the UK's flora, fauna, or geological or physiographical features. These sites are also used to underpin other national and international nature conservation designations.

Stepping Stones - Pockets of habitat that, while not necessarily connected, facilitate the movement of species across otherwise inhospitable landscapes

Strategic Environmental Assessment (SEA) - A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

SUDS - A solution which manages surface and groundwater sustainably by mimicking natural drainage regimes and avoiding the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. SUDS aim to reduce surface water flooding, improve water quality and enhance the amenity and biodiversity value of the environment.

Supplementary Planning Document (SPD) - Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

Sustainability Appraisal (SA) - The consideration of policies and proposals to assess their impact on sustainable development objectives.

Sustainable Development - is development which meets the needs of the present without compromising the ability of future generations to meet their own needs.

Tenure Blind/Neutral Development - Housing where there is no segregation or difference in quality between tenures by siting, accessibility, environmental conditions, external facade or materials. Homes of all tenures are represented in equally attractive and beneficial locations, and there is no differentiation in the positions of entrances. Shared open or play spaces are accessible to all residents around them, regardless of tenure.

Tree Preservation Order - A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a tree preservation order may not normally be topped, lopped or felled without the consent of the local planning authority.

Use Classes - The Town and Country Planning (Use Classes) Order 1987 put uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.