

Carlyon Parish Neighbourhood Development Plan 2023 – 2030



This plan was produced by Carlyon Bay NDP Steering Group and adopted by Cornwall Council on 22 February 2024

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1. Introduction

1.1 This document is the Draft Carlyon Parish Neighbourhood Development Plan (NDP). It presents the Vision and Objectives for the Carlyon Parish over the NDP period to 2030 and presents planning policies which seek to enable delivery of this Vision and these Objectives.

1.2 Neighbourhood Planning builds on the National Planning Policy Framework (NPPF) and the Cornwall Local Plan: Strategic Policies Development Plan Document (Local Plan), to give an extra level of detail at the local level. The Carlyon Parish NDP has been developed to ensure that future growth and development throughout the Parish is guided by the local community.

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

1.4 This document is supported by a number of other documents and background information which are referred to throughout. These supporting documents can be accessed at www.carlyon-pc.gov.uk [A glossary and abbreviations section is included at the back of this document for reference (Page 43)].

1.5 Carlyon Parish NDP applies to the area is that covered by the Carlyon Parish Council and as shown in Figure 1. (Page 6)

1.6 Carlyon Parish is situated in central-south Cornwall and is part of the St Austell and Mevagissey Community Network Area (CNA).

1.7 In the summer of 2013 the Parish Council discussed the possibility of setting up a steering group to develop a NDP. They felt that it was an opportunity to expand on the Parish Plan that they had consulted on and written in 2010, with regard to shaping land use and development in the parish. The NDP would give local people the opportunity to be more active and involved in the planning system. The Parish Council experience of the planning system sometimes left councillors and local people feeling powerless –the perception being that their local knowledge and views did not hold any significant weight. Whilst realising that a Neighbourhood Plan must be in general conformity with county and national planning documents, this would be a chance to have some influence over the future development of the parish, as part of the planning process. It was agreed that a NDP was a good opportunity to get local issues and beliefs due recognition within the planning process.

1.8 Once finalised and adopted by Cornwall Council (CC), the planning policies presented in this NDP seek to positively plan for the future of Carlyon Parish and will be used and acted upon by CC planning officers, landowners and developers through the development process; providing clarity on the community's needs and aspirations

Figure 1: the designated area for the Carlyon Parish Neighbourhood Development Plan.

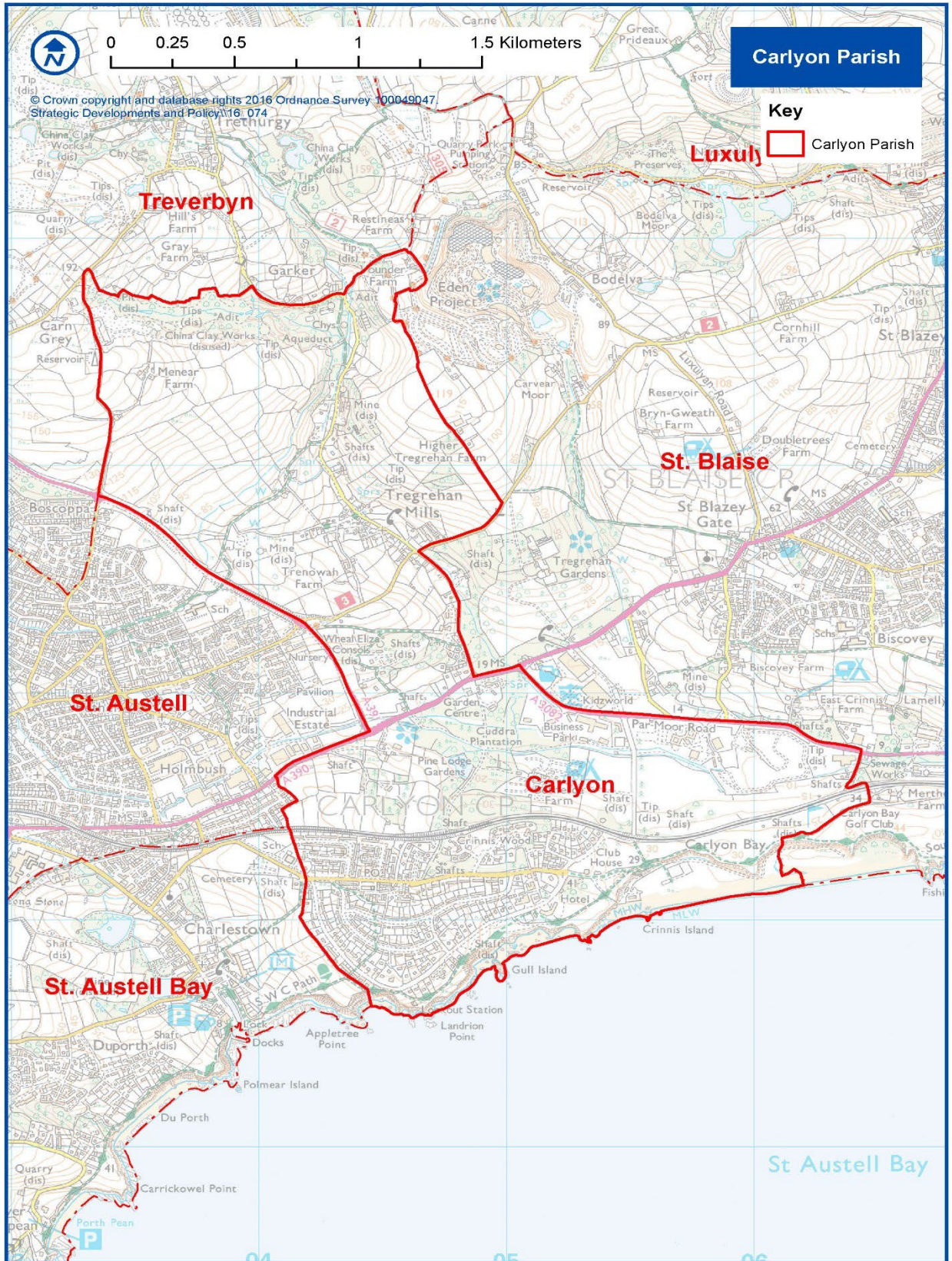


Figure 1: The designated area for the Carlyon Parish Neighbourhood Development Plan (Appendix 30.) Carlyon Parish

NDP – The Preparation Process

Getting this far

1.9 The preparation of the NDP has been led by the Carlyon Parish NDP Steering Group. This group comprises Parish Council representatives and residents in the area.

1.10 The preparation of this NDP has been informed throughout by a comprehensive programme of consultation. Consultations have been taking place over the last three years. These have included:

- Two residential questionnaires, a business questionnaire, two public consultation events, monthly bulletins posted on the Parish Council noticeboards, monthly emails to declared supporters and open monthly meetings to which all in the area are invited.
- The publication of our NDP material on the Neighbourhood Plan pages of the Parish Council website www.carlyon-pc.gov.uk

1.11 All the consultations have been summarized in the ‘Consultation Statement’ (Appendix 24), as required by the formal NDP legislative requirements; this is available at www.carlyon-pc.gov.uk.

1.12 The outcomes of the various consultations has highlighted the key priorities of:

- Encouraging new development that is in scale and in keeping with the coastal and rural character of the Parish;
- Sustaining the character of the built environment;
- Protecting the green open spaces and coastal views;
- Protecting and enhancing local recreational spaces and safeguarding Rights of Way and permissive footpaths, especially access to the Carlyon Bay beaches;
- Supporting small-scale businesses and retail units that provide employment and economic benefit to the Parish.

What next?

1.13 Following submission of this draft plan to Cornwall Council for their consideration it will be consulted on before being sent to an independent examiner (mutually agreed by Cornwall Council and the Carlyon Parish NDP Steering Group) who will check the NDP to ensure it conforms with legislation, policies, designations and any other relevant documents. At that stage, the independent Examiner may recommend that the NDP is amended before continuing to the referendum stage.

1.14 The NDP will be subject to a Referendum, in order to gauge community support. The NDP will only be adopted by Cornwall Council if the majority of those voting in the Referendum support it.

1.15 Once adopted, the policies contained within the Carlyon Parish NDP will have to be taken into consideration when Planning Officers determine future Planning Application.

2. NDP Sustainability Appraisal

2.1 In order to ensure that the plan considers environmental, social and economic issues, the Carlyon Parish NDP Steering Group carried out a light touch 'NDP Sustainability Appraisal (SA)'. The NDP SA considered the Carlyon Parish NDP Vision, Objectives and Policies against a SA Framework, in order to consider how these aspects perform against 19 key sustainability objectives, these being :

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

2.2 The Sustainability Appraisal Checklist presented a valuable opportunity to identify chances to mitigate against any potential negative impacts and to enhance positive outcomes for Carlyon Parish. The Sustainability Check Report document can be found alongside other supporting information at www.carlyon-pc.gov.uk . It is Appendix 34.

3. Carlyon Parish NDP - Supporting Documentation

3.1 Carlyon Parish NDP is supported by a variety of other further documents and information, which are often referred to in this document. The key supporting document referred throughout this NDP is the 'Summary of Evidence' Document. Appendix 36.

3.2 The 'Summary of Evidence' Document presents summary outcomes from studies and the various consultation exercises and is detailed within five themed sections:

- Housing;
- Landscape and Environment;
- Recreation and Leisure;
- Economy
- Infrastructure.

It also refers the reader to the actual evidence documents.

3.3 All supporting documents and evidence base are made available at www.carlyon-pc.gov.uk Alternatively hard copies can be made available by request to the Parish Clerk for Carlyon Parish.

4. Carlyon Parish: Background

4.1 The Parish of Carlyon lies some 2 miles to the East of St Austell town centre. It can – at first sight – appear to be an area of great differences. However on a closer look you can see it as a microcosm of Cornwall as a whole. To the South is the sea, the killas or slate cliffs, the South-West coast path and some spectacular views of St Austell Bay in the Carlyon Bay ward. To the North the typically Cornish village of Tregrehan lies below a wooded valley with a stream running down the side of the narrow road through the oldest part of the settlement. In the interior of the Parish are farms, hotels, restaurants, leisure facilities, three garden centres, a famous 30-acre garden, thriving businesses and the 650 dwellings which make up the two wards of Carlyon Bay and Tregrehan.

4.2 The two halves of the Parish are bisected by the main London to Penzance railway line while Cornwall's main Southern artery, the busy A390, leading from Truro in the West to Plymouth and Exeter in the East, runs through the area. Carlyon Bay lies to the South of the railway. This coastal development of residential streets stretches along and behind the coast to the east of the historic port of Charlestown. 81% of households in the parish live in Carlyon Bay. There is a small parade of commercial premises, two hotels and a golf course which also runs into the neighbouring parish of St Blaise. The largest of the three Carlyon Bay beaches lies within the parish. These are privately owned by a developer who plans a large resort of 511 apartments and villas, a hotel, leisure facilities, bars and restaurants. How open these developments will be to the general public is a matter to be seen as any building work starts and reaches fruition.

4.3 There are two fields adjacent to the Carlyon Bay Hotel which are currently leased by the parish from the hotel and is the only open space in the Carlyon ward available to residents and visitors. It is crossed by the South West Coast Path (SWCP) and is well used. The coast path runs along the golf course towards Par in the east and down to the World Heritage Site of Charlestown in the west.

4.4 To the north of the railway is the Tregrehan ward, including the village and environs of Tregrehan which runs along the Tregrehan stream from the high ground adjacent to Treverbyn parish to the valley flood and the A390. It has 143 households with buildings of mixed design, a chapel which serves as a community meeting place, well used playing fields, a camping and caravan park, a hotel, two garden centres and an aquatic centre, the 30 acre Pine Lodge gardens, a small golf course and football centre and some small businesses. It also includes a new development, currently under construction, of some 200 homes on the south side of the A390 on what was agricultural land.

4.5 The main business area in the parish lies on the south side of the Par Moor road. There is a business park with some 25 businesses, the headquarters of mining company Imerys, a solar array, a building used by Imerys' Heavy Transport division which also has a bowling green, a religious meeting place and one of the parish's three garden centres. There is also a 7 acre area currently leased to the developers of the Carlyon Bay beaches for a period of 7 years which will end in 2023. This is a prime area for future business development.

4.6 One of the 'hidden' secrets of the area is evidence of a rich mining heritage. This can be seen from the cliff top golf course with its fenced off mine shafts to the old engine house buildings and chimneys in the valley above Tregrehan.

4.7 The main access route between the two parts of the parish is via Cypress Avenue through the Grade 2 listed railway arch. There is limited public transport in the Parish. The only bus route, St Austell to Fowey, runs along Beach Road in the Carlyon ward then joins the Par Moor Road via Cypress Avenue.

5. Carlyon Parish NDP: The Vision

5.1 Every plan has an aim and for the Carlyon Parish NDP the aim is for the policies of the NDP to help achieve a 'Vision' for Carlyon Parish by 2030.

5.2 The Vision for Carlyon Parish is as follows:

THE VISION FOR CARLYON PARISH

“In 2030 Carlyon Parish will retain the distinctive and tranquil character which has built up over the past decades. Its coastal views and verdant hinterland will be populated by healthy and balanced communities and will maintain and enhance the Parish as a thriving and popular rural community with varied businesses and interests. It will be a place which engenders pride in local people of all ages.”

5.3 In order to achieve this Vision a number of 'Objectives' are set and then, in turn, in order to achieve these Objectives, a number of Policies are set out. It is these policies that will have to be taken into consideration when Planning Officers determine future Planning Applications, thereby helping to turn the aspirations of the NDP into a reality. The way the Vision, Objectives and Policies link together is illustrated in Figure 2.

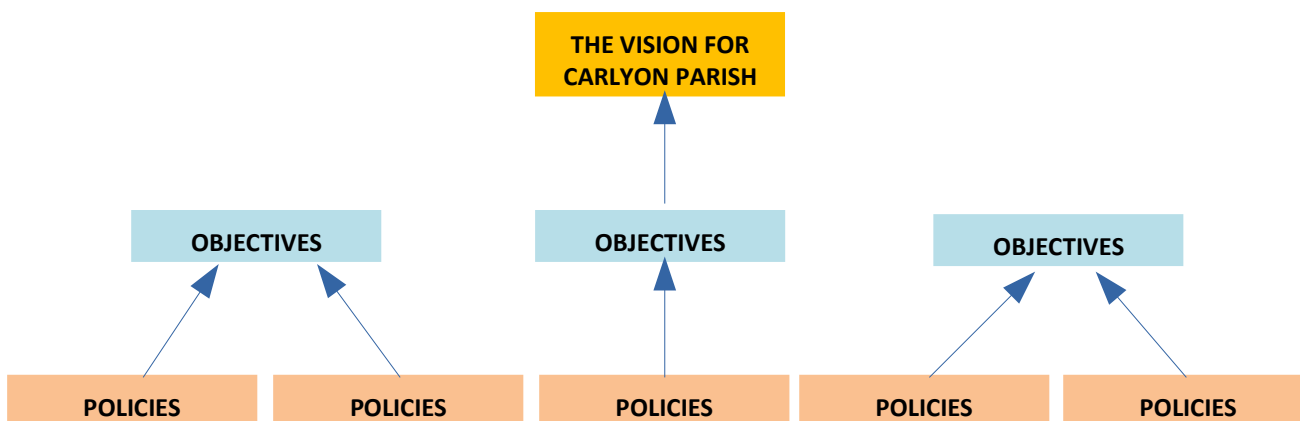


Figure 2 Carlyon Parish NDP: Links between Vision, Objectives and Policies

6. Carlyon Parish NDP: Objectives

The Objectives of the Carlyon Parish NDP are as follows:

a) Housing Objective.

- 6.1 To encourage new development to deliver a high quality of design that sits comfortably within the existing built and natural environment. It should respect the importance of preserving coastal views and the rural feel of Tregrehan. It should be in scale and in keeping with the character of the area.

b) Landscape and Environment Objective.

- 6.2 To protect and enhance the natural environment, open spaces and historical heritage and to limit, where possible, the impacts of climate change on these areas. To protect the green boundaries between Carlyon Bay and Charlestown and around Tregrehan which are important in retaining the Parish's special character.

c) Recreation and Leisure Objective.

- 6.3 To protect and enhance our Local Green Spaces which have an important role in the enjoyment of healthy leisure pursuits and community life. To retain and improve access to the Carlyon Bay beaches and to safeguard and, where possible, extend Public Rights of Way and maintain access to permissive paths. To extend or create cycle routes.

d) Economy Objective.

- 6.4 To support small-scale business growth and retail units that will provide employment and economic benefit to the Parish. This must be sympathetically tailored to the local environment – primarily local shops, small workshops, office space and small industrial units on brownfield sites. To support rural businesses to meet the local needs of the Parish.

e) Infrastructure Objective.

- 6.5 To challenge developers to deliver sustainable development and to sustain the character of the built environment. To conserve valued buildings and building group areas.

7. Carlyon Parish Housing Statement NDP Housing Requirement

- 7.1 Cornwall's Local Plan allocates 2,900 houses to St Austell Town and 300 to the rural community network area. Carlyon Bay is an essentially rural parish but it abuts St Austell Town and most housing development within the parish is associated with the urban target. During the plan period (2010 - 2017) there have been 3 completions and 764 commitments in the parish. A large proportion of the commitments represent two large sites: 200 units on the Gwallan Keys site at Holmbush Road and 511 units at the Carlyon Beach development. Cornwall Council has not allocated a separate housing target to Carlyon Parish. There is a low level of need on the Housing Needs Register and there is opportunity for these needs to be met in the developments currently committed and to be delivered through Local Plan Policies 8 Affordable Housing and 9 Rural Exceptions Sites.
- 7.2. The settlement boundaries for the Tregrehan and Carlyon ward are the dividing line, or boundary, between areas of built development (the settlement) and rural development (the open countryside). (The maps below Figs. 2, 3 and 4 and at Appendix 38 illustrates the settlement boundaries). These boundaries are considered to provide capacity for sustainable development within Carlyon Parish through small scale windfall and infill sites, will meet local need and be in general conformity with the Cornwall Local Plan.

	a) Local Plan Housing Target (April 2010 – April 2030)	(b) CNA Commitments (April 2010-March 2019)	(c) CNA Completions (April 2010 – April 2017)	(d) Remaindat of Local Plan Housing Figure.
St Austell CNA (Rural)	300	111	320	-
	(e) Adjusted Pro Rata rate*	(f) Parish Commitments (April 2010 March 2019)	(g) Parish Completions (April 2010 – March 2019)	(h) Parish baseline figure (pro rata of CAN remainder)
Carlyon Parish	23%	0	3	-

Table 1: Minimum NDP housing target to be in conformity with Cornwall's Local Plan.

8. Carlyon Parish NDP: Policies

Carlyon Parish NDP sets out 10 policies in order to help achieve the Objectives and the Vision for the area. Table 2 illustrates how each Policy contributes to each Objective.

CARLYON PARISH NDP POLICIES	CARLYON PARISH NDP OBJECTIVES				
	Objective A	Objective B	Objective C	Objective D	Objective E
	Housing & Communities	Economy	Community Facilities	Natural Environment	Built Environment
Policy 1a and b Housing		xx	xx	xxx	xx
Policy 2 Green Buffers					xx
Policy 3 Character & Heritage		xx	xx		
Policy 4 Climate change & Green Infrastructure		xx			
Policy 5 Recreation & Leisure		xxx			
Policy 6 Footpaths, Access & Public Rights of Way		xx			
Policy 7 Infrastructure		xx			
Policy 8 Economy	xx		xx	xx	xx
Policy 9 Tourism	xx		xx	xx	xx
Policy 10 Retail & Small Business	xx	xx	xx	xx	xx

Table 2: Carlyon Parish NDP: Links between Policies and Objectives

9. POLICY AREA: HOUSING

Policy 1 Housing Development

Policy 1 Justification

9.1 The settlement boundaries for the village of Tregrehan with Boscundle, Carlyon Bay and the new development at Gwallon Keas are the dividing line, or boundary, between areas of built development (the settlement) and rural development (open countryside). The maps below (Figs. 2, 3, 4 and 5) illustrate the settlement boundaries. These boundaries are considered to provide capacity for sustainable development within Carlyon Parish through small scale windfall and infill sites. These will be judged on a case by case basis on whether they meet local need and be in general conformity with Policy 3 of the Cornwall Local Plan.

9.2 Tregrehan with Boscundle sits in a wooded valley with a stream running alongside the narrow road which bisects the village. It is surrounded by agricultural fields, the Green Buffers between it and the neighbouring parish of St Blaise to the west, the urban hub of St Austell to the east and Treverbyn to the north.

9.3 The boundary around Carlyon Bay consists of the natural feature of the cliffs on the southern edge, the London to Penzance railway line on the northern edge, the Green Buffers between Carlyon Bay and the neighbouring parish of St Austell Bay to the west and the Local Green Space and coastal path of the Carlyon Bay Golf Course to the east.

9.4 Community consultation has shown that the capacity of development is to be accommodated without harm to the landscape and historic character of the parish (See Village Design Statements Areas 1,2,3 para 1.1 and 1. : Appendix 20; VDS Areas 8,9 para 1.6 to 1.9; Appendix 23; Questionnaire Response Analysis: Appendix 12; Areas People would Hate to Lose: Appendix 28; LLCA: Appendix 29).

9.5 Carlyon NDP Policy 5 seeks to protect the natural environment in the parish with its coastline, beaches, footpaths and open spaces as an attractive environment for both residents and visitors which is distinct from the urban hub of St Austell.

Policy 1 Intention

9.6 The boundary around Tregrehan with Boscundle is intended to protect the character of the village and to protect the agricultural fields and Green Buffers surrounding it.

9.7 The area within the boundary around Carlyon Bay is a coastal residential development, with low density housing, hotels and a small retail area. The capacity for more development is limited by the physical boundaries described above but there may be scope for small scale windfall and replacement dwellings.

9.8 These and those in Tregrehan with Boscundle will be judged on a case by case basis on whether it conforms with other policies in this Plan and with Policy 3 of the Cornwall Local Plan.

CARLYON NDP POLICY 1: Housing Development

Development boundaries are designated for the village of Tregrehan with Boscundle, the Gwallon Keas estate and the settlement of Carlyon Bay. (Figs. 2, 3, 4 and 5) of this Plan. Housing developments and small scale infill, rounding off and development on previously developed land will be supported within these development boundaries where it conforms with other relevant policies of the development plan.

- (a) Development outside these boundaries will not normally be supported. Exceptions may be made for development which is affordable housing led to meet evidences of local need and is appropriate in scale and location in accordance with Policy 9 of the Cornwall Local Plan.
- (b) All development proposals should consider the need to design out crime and disorder to ensure ongoing community safety and cohesion.

Policy 2: Housing Design

Policy 2 Justification

9.9 The Parish is partly rural and partly coastal making it an attractive and tranquil place to live, but which is also popular with visitors.

9.10 Pressure from developers in parts of the Parish with coastal views is putting at risk the green and open character of this part of the Parish which is characterised by family homes with large gardens which sit comfortably within the landscape. (Appendix 23: VDS Areas 8 & 9, paras 1.16 to 1.20)

9.11 This pressure has led to a rash of new building, including blocks of apartments. Many of these apartments are not permanently occupied and are either second homes or holiday lets.

9.12 Another issue with replacement dwellings is a reduction in the size of gardens and gardens being replaced with hard surfacing for parking which reduces habitat connectivity and increases surface water run-off.

9.13 93% of respondents to the NDP survey agreed that single occupancy dwellings should not be replaced with multiples. 93% said no increase to housing density, 92% were in favour of permanent residency and 98% were in favour of protection to existing public views and landscapes. (Appendix 12: Questionnaire Response Analyses).

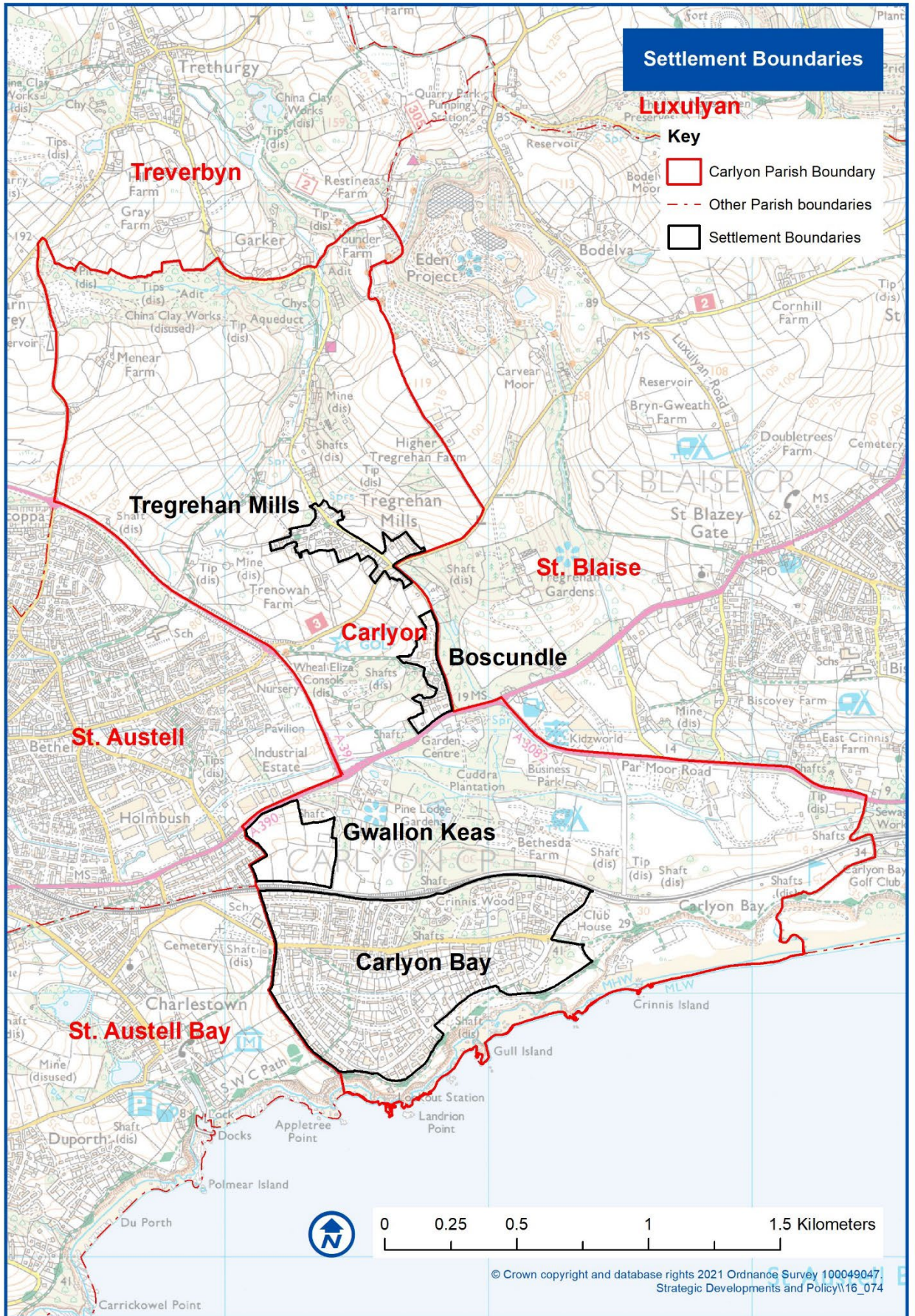


Figure 2: Carlyon Settlement Boundary map

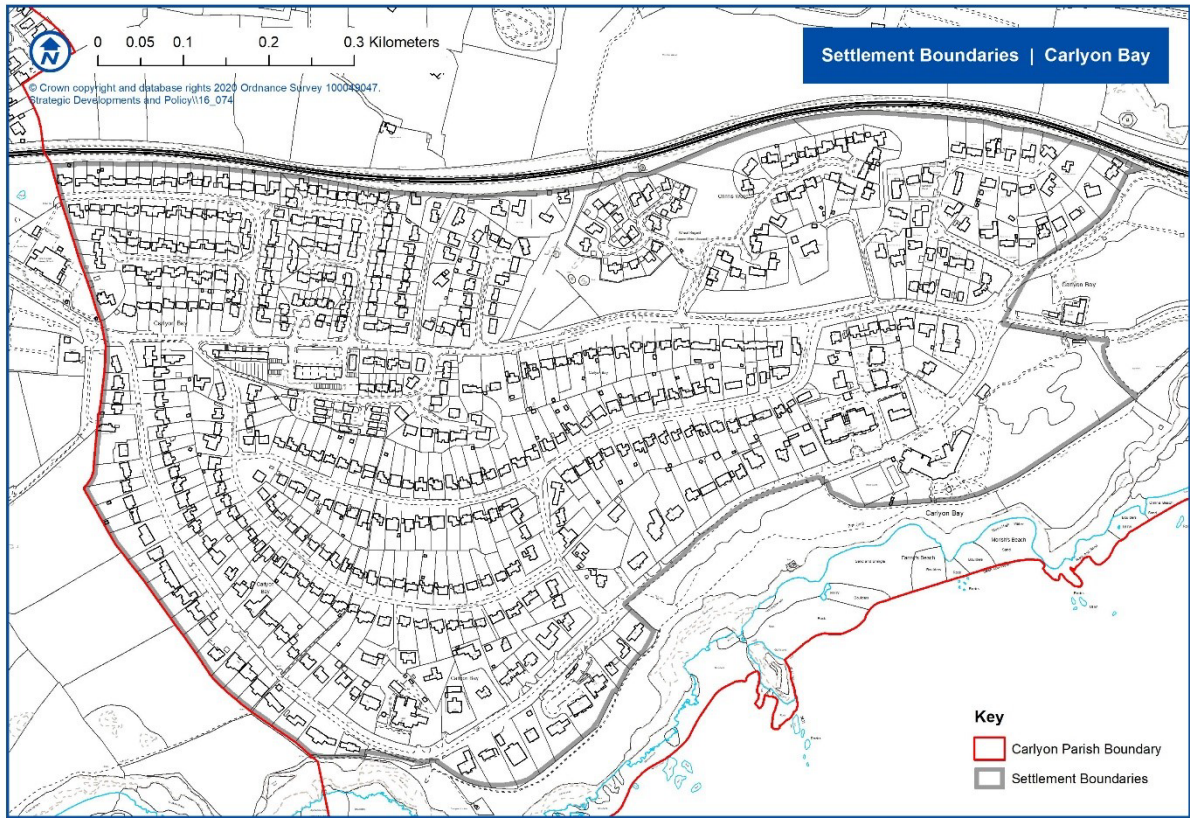


Figure 3: Carlyon Bay Settlement Boundary

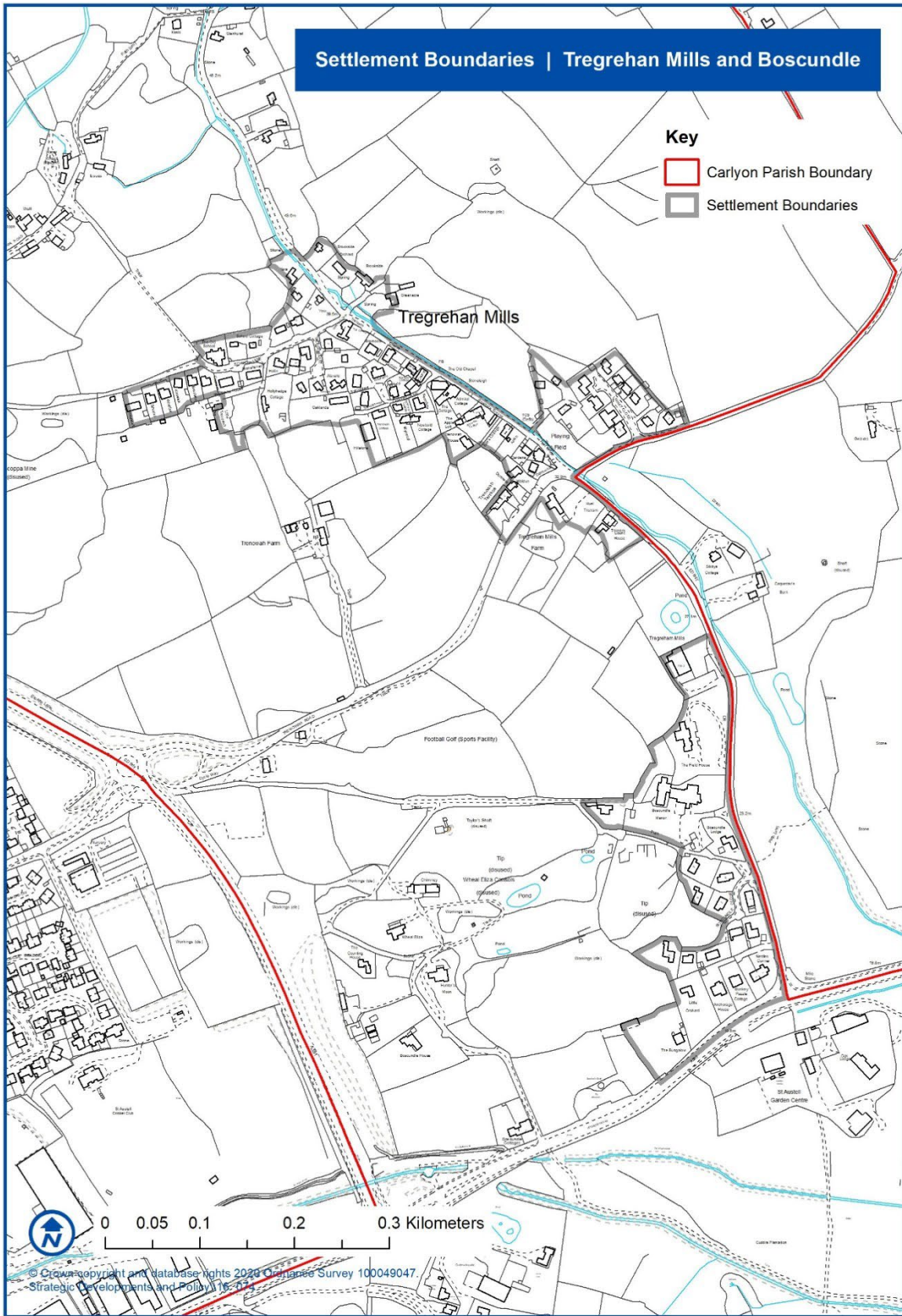


Figure 4: Tregrehan Mills and Boscundle Settlement Boundaries

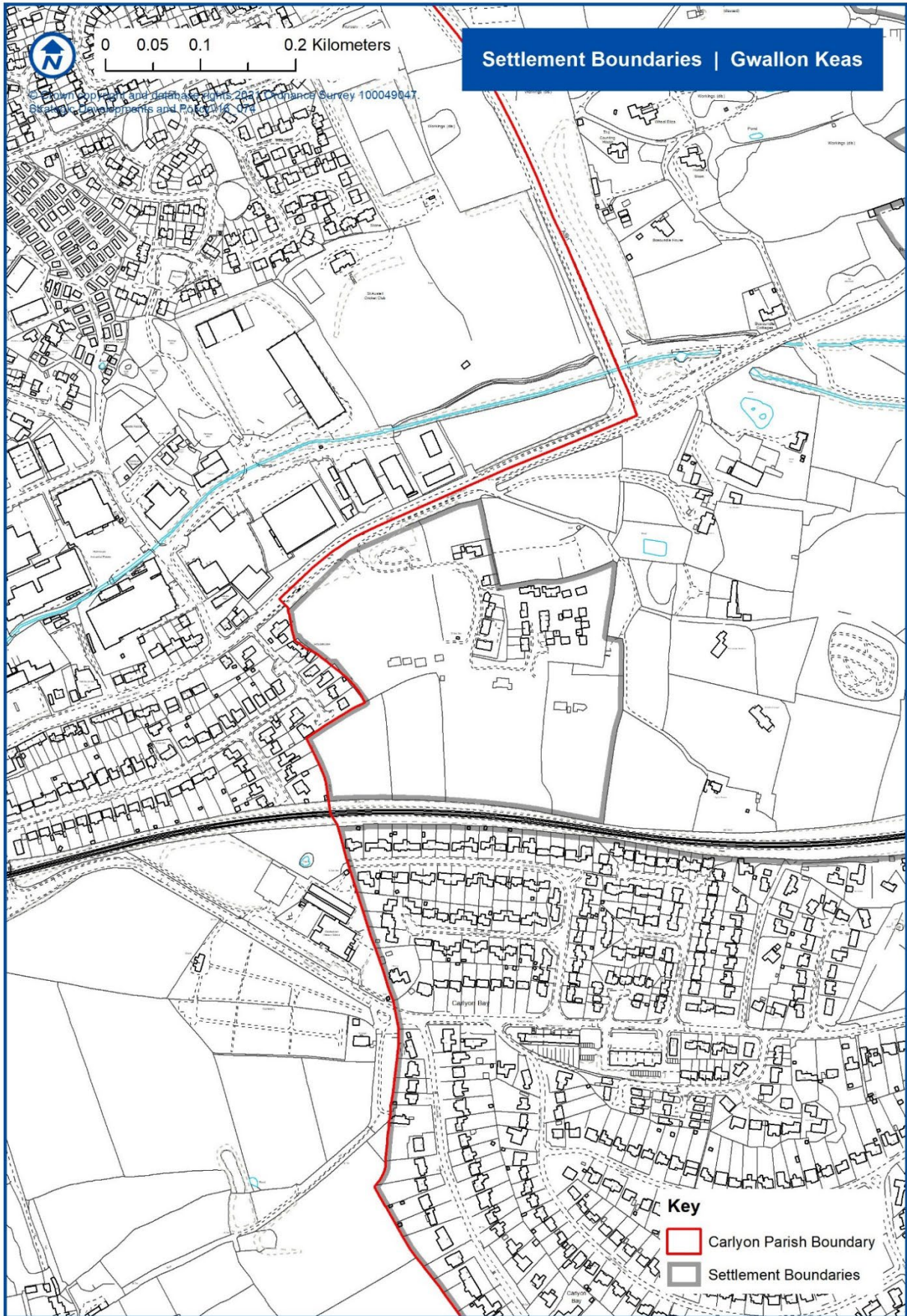


Figure 5: Gwallon Keas Settlement Boundary

Policy 2 Intention

9.14 To encourage all new development to deliver a high quality standard of design that sits comfortably with the existing built and natural environment, does not try to dominate its surroundings and is sympathetic to the scenic beauty of the area.

9.15 Any new development should respect the importance of preserving coastal views, both for those who live here, but also for visitors.

9.16 Any new development should preserve the rural feel in the Tregrehan ward.

9.17 Any new development, especially that intended for family occupation, should include ample garden space to serve future residents and to reflect the current character of the area and should include adequate parking space.

9.18 Any additional dwelling would only be supported where they maintain and preferably enhance habitat connectivity and flood management by retaining trees and green corridors.

CARLYON NDP POLICY 2: Housing Design

Development will be supported where it demonstrates good quality design and respects the local character and appearance of the surrounding area. All new development must respond to and integrate with local surroundings and landscape as well as the built environment. It should achieve this by:

- a. Using good quality materials that complement the existing variety of materials used in the area; and**
- b. Using green hedging, verges and/or trees for highway boundaries (rather than walls and fencing) wherever possible and in keeping with the existing streetscape; and**
- c. Respecting the landscape and setting of the area; and**
- d. Ensuring no loss of important public vistas, landscapes and natural open spaces.**
- e. The scale, bulk and massing should be in keeping with the street scene and not visually overbearing in relation to the buildings around it; and**
- f. The housing density of the site should not be significantly greater than the density of surrounding residential development and**
- g. The existing building to plot ratio should be respected.**
- h. Support will be given to proposals which meet local needs.**
- i. Each residence should provide a minimum of one off-road parking space for developments with one bedroom and two spaces for properties with 2 or more bedrooms subject to viability.**

10. POLICY AREA: LANDSCAPE AND ENVIRONMENT

The green recreational and incidental amenity spaces in the Parish are important in helping to break up the built environment, provide safe and accessible recreational spaces and wildlife habitats within the community.

The parts of the Parish which are less densely developed and include generous areas of soft landscaping help to create a more attractive and spacious environment.

This policy area is divided into three sections:

- **Policy 3: Green Buffers** – the areas which separate one Parish from another and areas within the Parish.
- **Policy 4: Character and Heritage** – the visual characteristics of the Parish and its historical heritage.
- **Policy 5: Climate Change and Green Infrastructure** – improving drainage to manage flooding and preserving and enhancing the Parish's green spaces, particularly in the face of climate change.

Policy 3: Green Buffers

Policy 3 justification

10.1 Pressure from housing targets can threaten to encroach on the green gaps or buffers which separate one Parish from another and areas within the Parish. Development must be balanced with the need to retain green gaps for the benefit of Parishioners and wildlife.

Developments should continue to conduct wildlife surveys in order to encourage biodiversity and avoid depleting habitat.

10.2 Natural woodlands, hedgerows (particularly traditional Cornish hedges) and specimen trees in and around the Parish help to supply its beauty and character and break up the built environment. 98% of respondents to the NDP survey felt mature trees were an important aspect of the Parish. (Appendix 12: Questionnaire Response Analyses)

10.3 The NDP survey showed that Parishioners value the Green Buffers within and around the Parish as they provide beauty, tranquillity and a countryside boundary to urban St Austell, as well as providing green corridors important for wildlife habitat. 96% of respondents to the second NDP survey wanted to retain the green boundary between Carlyon Bay and Charlestown and 93% wanted to retain the green boundary around

Tregrehan. (See Appendix 36: Summary of Evidence Section 2 Landscape and Environment)

Policy 3 intention

10.4 The green boundaries around Tregrehan and the green boundary between Carlyon Bay and Charlestown (that boundary lying within the St Austell Bay parish) are essential in retaining the Parish's special and rural character, distinct from the urban environment of St Austell (See Fig 6 below). This is supported by the St Austell section of the Cornwall Wide Allocations DPD (para 9.69) which seeks to maintain "the separate identities of surrounding communities" by safeguarding the green buffers.

10.5 Future development or redevelopment should preserve existing views as identified within the Parish's LLCA as an important amenity for those accessing the area by road and footpath, as well as for local residents. (See Appendix 29: Carlyon LLCA).

10.6 The St Austell DPD also states that the Garker Valley (which is a County Wildlife Site and a Biodiversity Action Plan habitat woodland) and the railway line provide valuable green links – both of which run through our parish. The woodland near Tregrehan Mills, at Cuddra Farm and Crinnis Woods are also Biodiversity Action Plan habitats and of significant wildlife value (as identified in the LLCA 3.2.2. and 3.4.4. Appendix 29). We would support the DPD's aim to give careful consideration of these assets in any future development.

CARLYON NDP POLICY 3: Green Buffers and Landscape Setting

Figure 6 shows the areas that could potentially affect the landscape setting of Tregrehan with Boscundle and recreational areas important to the setting of Carlyon Bay.

Developments must respect the special character and wider setting of the settlements of Tregrehan with Boscundle and Carlyon Bay. Development adjacent to the settlement boundary will only be supported where it provides a positive impact by means of its scale, height, materials or layout, including the sensitive incorporation of historical, topographical and natural features of the site and does not result in the loss or significant impact or erosion of:

- The Green foreground or background important to the character of the settlement or landscape that is identified as sensitive to change in the Tregrehan or Carlyon Bay Landscape Character Assessments; (Appendix 29) or**
- A significant green gap between two or more settlements which are close to each other and in danger of losing their separate identity; or**
- Important gateways to the settlement from the surrounding rural areas; or**
- The proposal should not physically extend the settlement into the open countryside.**

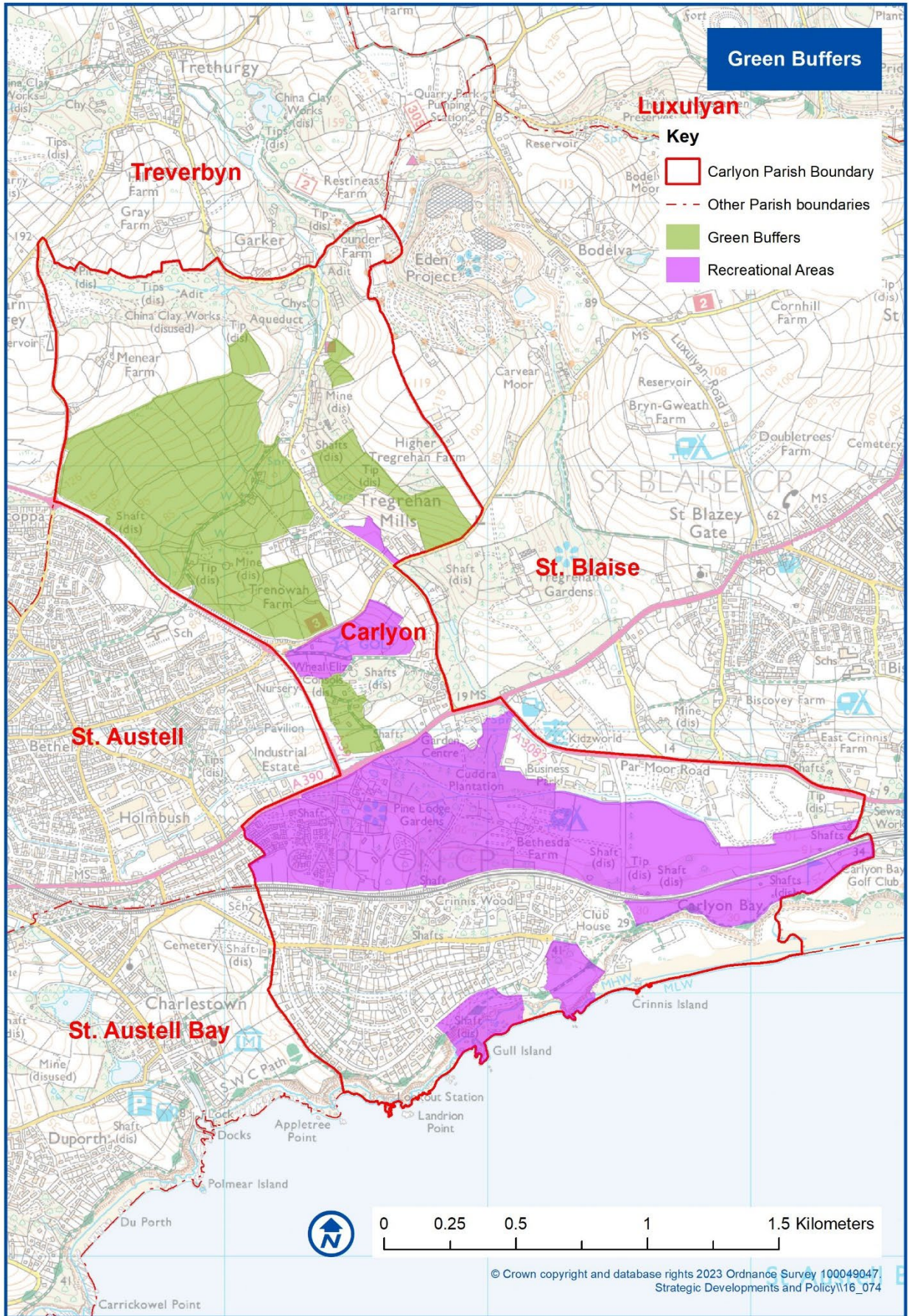


Figure 6: Carlyon NDP area Green Buffers



Figure 7: Tree Preservation Orders in the Parish.

Policy 4: Character & Heritage

Policy 4 justification

10.7 New developments in the Parish can have an adverse impact on its special character and historic heritage.

10.8 Policy 12 of the Cornwall Local Plan 2010-2030 emphasises the principle of providing continuity with existing built form – a policy supported by the results of our survey which saw 88% of respondents wanting development to use materials and architectural styles in keeping with the character of the area. Also the 2018 NPPF para 170 states the principle of seeking development to demonstrate how it responds to local character.

Policy 4 intention

10.9 To allow small scale new development within the Parish while retaining its special character and historic heritage.

10.10 To better define the Parish's non-designated historic assets so that proposed development does not cause substantial harm to the setting of historic features.

10.11 To identify and protect our mining heritage. The purpose of the policy is to support development subject to the value and setting of the asset being respected.

CARLYON NDP POLICY 4: Character & Heritage

Future developments should be respectful of their visual context, delivering high quality design that responds to its surroundings and is appropriate for our area; in particular development should respect the context of the Parish Asset list. (Appendix 37)

New development should refer to the Village Design Statements (Appendices 20-23), for example:

(a) Use of existing materials and architectural styles and retention of the pattern of building with respect to building lines, sight lines and density;

(b) Low rise housing, with ridged and hip roofs, contributes to the open character of the area and allows residents to enjoy a feeling of light and space at upper levels. Properties along Sea Road provide a particular example;

(c) Any new development or redevelopment of a site should preserve the green space surrounding the footprint of the building and respect the height, scale and massing of its surroundings as identified in the Village Design Statements.

The rich variety of historical heritage within the Parish (see Appendix 37: List of Local Historic and Cultural Assets) are identified as assets and future development must be respectful of their visual context, delivering high quality design that responds to its surroundings and is appropriate for our area.

Policy 5: Landscape and Environment

Policy 5 justification

10.12 In both Carlyon Bay and Tregrehan, the Parish currently experiences flooding (*Appendix 32 Area Flood Map*); this is a hazard for property, traffic, including pedestrian traffic. With changing weather patterns, we are experiencing sustained periods of rain and this is a potential danger to cliff stability.

10.13 The Shoreline Management Plan (SMP) for the area covering Carlyon Parish is 'no active intervention' (SMP PDZ3: Gribbin Head to Black Head: Management area MA07 Par Docks to Black Head). This is the recommended approach to managing the shoreline over the next 100 years. Any new development will be encouraged to be aware of the SMP as it is a material consideration for planning.

10.14 Respondents to the Neighbourhood Development Plan survey stated that improved drainage was one of the topics which should be covered and members of the public frequently raise the issue of flooding at Parish Council Meetings.

10.15 Development should take account of and be consistent with any adopted strategic and local flood and coastal management strategies including the Shoreline Management Plan and Catchment Flood Management Plans for Cornwall and the SW River Basin Management Plan. (see <https://www.cornwall.gov.uk/environment/countryside/flood-risk/shoreline-management-plan-review-2016/>)

10.16 There are a number of Cornish hedges in Carlyon Parish. They are important wildlife corridors, heritage features and examples of Cornish distinctiveness and should be protected and enhanced wherever possible. (More information at <https://www.cornwall.gov.uk/environment/trees-hedges-and-woodlands/hedges/cornish-hedge-biodiversity/>)

Policy 5 intention

10.17 The Shoreline Management Plan for this Parish states an intention to maintain the natural amenity value and landscape designations. This should take account of the tourist and recreational importance of the area and the need for natural evolution of the coast where possible (Policy Development Zone PDZ3). Development should be required to be consistent with the guidance and policies in the Climate Change DPD currently being developed by Cornwall Council for publication in 2021 – this will include planning policies and spatial mapping to enable sustainable management of coastal change.

10.18 To encourage the enhancement of our Green Infrastructure provision. The concept of green infrastructure is embodied in the Government's Planning Policy Statements (PPS) 1 and 10.19. New developments should consider the location of SUDS, green infrastructure and paths at concept stage.

10.20 To manage flooding through improved drainage and to encourage state of the art sustainable development which creates homes which use green infrastructure design solutions such as planting to avoid contributing to flooding of roads and sewers.

CARLYON NDP POLICY 5: Climate Change and Green Infrastructure

Proposals will be supported where they maintain and enhance the green infrastructure of Carlyon Parish. Proposals shall:

- (a) Provide for a minimum of 10% measurable net gain for biodiversity above pre-development measurement of the site and improve linkages between habitats on or adjoining the site;**
- (b) Manage surface water through Sustainable Drainage Systems (SuDS) and not increase flood risk elsewhere. Proposals shall maintain and enhance current watercourses and waterbodies. New SuDS systems such as swales, raingardens and ponds to maximise sense of place, recreation and biodiversity;**
- (c) In line with the Shoreline Management Plan of no active intervention development which involves requirement for artificial coastal or cliff stabilisation works would not be supported;**
- (d) Maintain and support the connection of biodiversity corridors and increase and not fragment connections for nature and recreation including the creation of joining up of Cornish hedges. The construction of new Cornish hedges should reflect the typical and distinctive form, design and constituent materials of those in the locality;**
- (e) Retain and maintain trees, particularly those covered by a Tree Preservation Order. Where any protected tree is proposed for removal it must be supported by a detailed tree appraisal and a replanting scheme proposed and agreed.**

11. POLICY AREA: RECREATION AND LEISURE

11.1 The Parish, with its beautiful coastline, beaches, bridleways and footpaths and open spaces, is an attractive environment for recreation and leisure, both for local residents and for visitors. There are many businesses in the Parish which derive an economic benefit from these visitors.

11.1 This policy area is divided into two sections:

Green Spaces – seeking to protect the natural environment in the Parish, its wildlife and landscape as well as giving special protection to its special Local Green Spaces.

Footpaths, Access and Public Rights of Way - preserving and where possible enhance footpaths, bridleways and cycle paths. Natural erosion of the coastline could affect the routes of footpaths in the Carlyon ward – in particular the South West Coast Path could potentially be re-routed along Sea Road.

Policy 6: Green Spaces

Policy 6 justification

11.3 Pressure from development is having a detrimental effect on the “green and open” character of the parish, as commented on in the Village Design Statement, (see Appendix 20: VDS Areas 1,2,3, para 1.1 and 1.2 and Appendix 23: VDS Areas 8,9 para 1.6 to 1.9) which is distinct from the urban hub of St Austell. It is threatening visual and physical access for locals and visitors, the beautiful landscape and environment of the Parish and the historic, special and rural character of areas within the Parish.

11.4 “Coastal views and open spaces are important aspects of the area”: 216 households (99%) either agreed or strongly agreed with this statement. (Appendix 12: Questionnaire Response Analyses)

11.5 Part of the Parish (Garker Valley) is a County Wildlife Site and others are Biodiversity Action Plan habitats (Crinnis Woods, Cuddra Farm, and the semi natural habitat of the maritime cliffs and slopes) as described in the Local Landscape Character Assessment (Appendix 29: Carlyon LLCA 3.2.2. and 3.4.4.).

11.6 Paragraphs 99 and 100 of the 2018 NPPF allow for local communities through neighbourhood plans to identify for special protection green areas of particular importance to them, by designating land as Local Green Space.

11.7 Figure 8 highlights those green areas identified as being important to Carlyon Parish through an audit process and public consultations. (See Appendix 36: Summary of Evidence Section 3: Recreation and Leisure). They are described in detail in Appendices 15 to 18 inclusive.

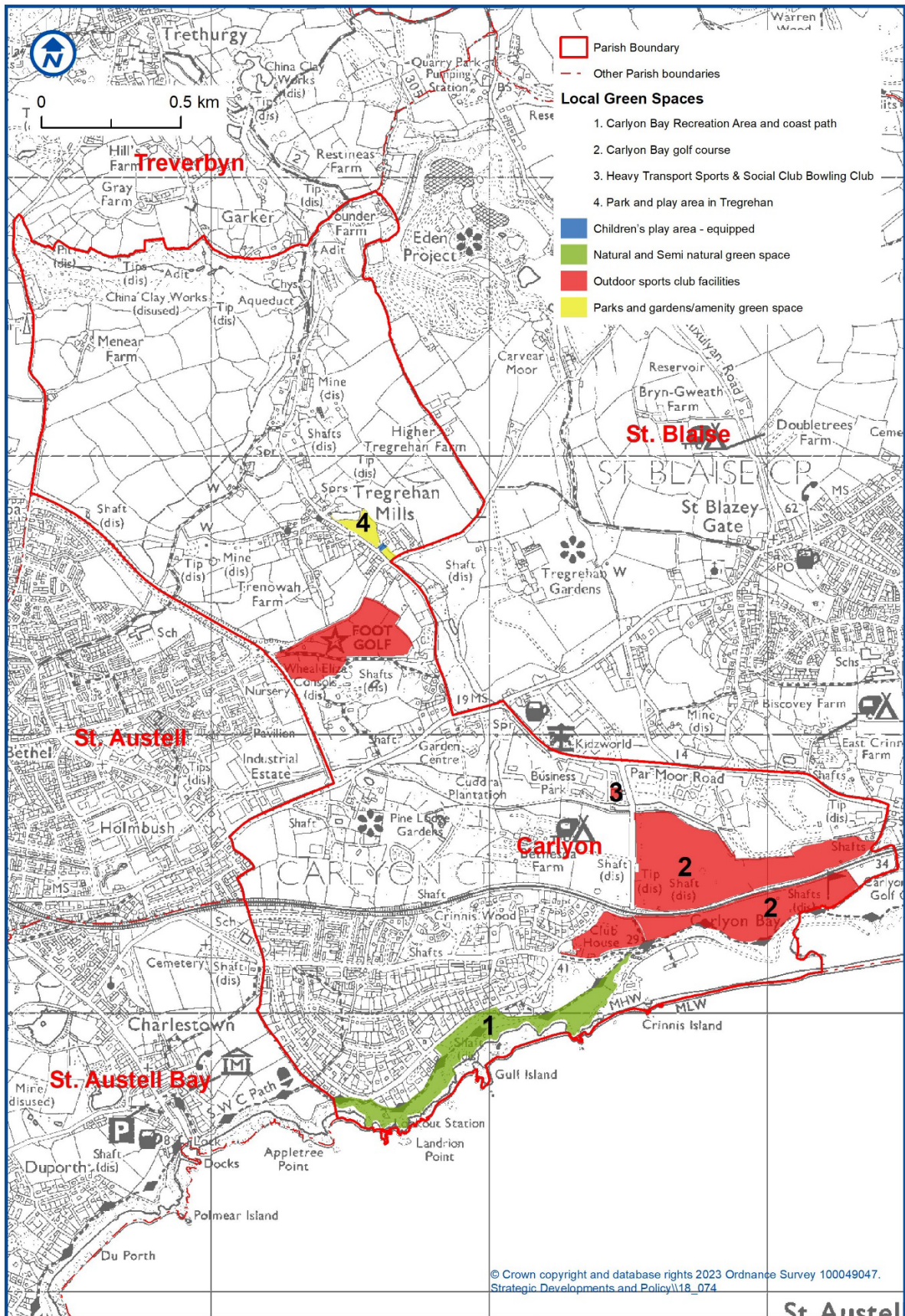


Figure 8: Carlyon NDP Local Green Spaces (Appendix 14)

Policy 6 intention

11.8 To protect the areas shown on Figure 8 as Local Green Space. This policy makes an exception for development that is proposed solely to enhance the community use of the site such as play equipment or improving access.

11.9 To retain the 'green and open' character of the area and to encourage new development to maintain visual and physical access for locals and visitors to the beautiful landscape and environment of the Parish. The Village Design Statement (Appendix 23 VDS Areas 8, 9) demonstrates the development pressure, particularly on the coastal environment. The Parish's open spaces and coastal views attract many visitors who contribute to the local economy. Key views from public vantage points are shown throughout the Village Design Statements (in particular Appendices 20 and 23).

11.10 To retain public access to the beaches at Carlyon Bay which are a draw for locals and visitors alike.

11.11 Figure 9 (and Appendix 15) identifies open space that makes a significant contribution to public amenity by virtue of its landscape character, tranquillity, beautiful views, appearance and wildlife value. Development proposals located within these open spaces will only be permitted where:

(a) Development is necessary for the continuation or enhancement of established uses for recreation, leisure or nature conservation which would result in community benefits and where the proposal maintains the open character of the area, and maintains or enhances visual amenity; or

(b) Development is minor in nature and includes the provision of an appropriate equivalent or improved replacement facility in the locality, or at least quantitative and qualitative equal value to compensate for the open space loss, and it can be demonstrated that the character and appearance of the area to be lost is not critical to the setting of the area;

(c) Development will not be supported where it obstructs coastal and rural views and harms the area's character and its green spaces.

CARLYON NDP POLICY 6(a): Protection of formal open spaces, playing pitches and leisure facilities

Land that provides important formal or informal or formal recreational space or sports pitch or leisure facilities is to be retained wherever possible. Permission will only be supported for development that results in the partial or total loss of this space in exceptional circumstances where:

- **The proposal is necessary to improve the community use of the space, improve access or provide play equipment and will not diminish the open and green character of the site; or**
- **Sport and recreational facilities can best be retained and enhanced to at least equivalent community benefit or playing standard through the redevelopment of a small part of the site; or**
- **Is for the replacement or extension of an existing building which supports a recreational or sports use and where the proposal would not detract from the open character of the area or prejudice the established function of the area;**
- **Alternative provision of at least equivalent community benefit and playing and facilities standard is made available in an appropriate location that is well related to the community to which it relates and is designed to be easily accessible by sustainable and active travel modes.**

Policy 6(b): Local Green Space

The land listed below and shown on Figures 9, 10, 11 and 12 are designated as Local Green Space.

Fig 9: Carlyon Recreation Area and Coastal Path

Fig 10: Carlyon Golf Course

Fig 11: Heavy Transport and Social Club

Fig 12: Tregrehan Mills Recreation Ground

Carlyon Recreation Area and Coastal Path

The Carlyon Recreation Area consists of two “fields”, one to the south of the Carlyon Bay Hotel, the other west of the hotel which includes the South West Coast Path which runs through them and continues west towards the World Heritage Site of Charlestown.

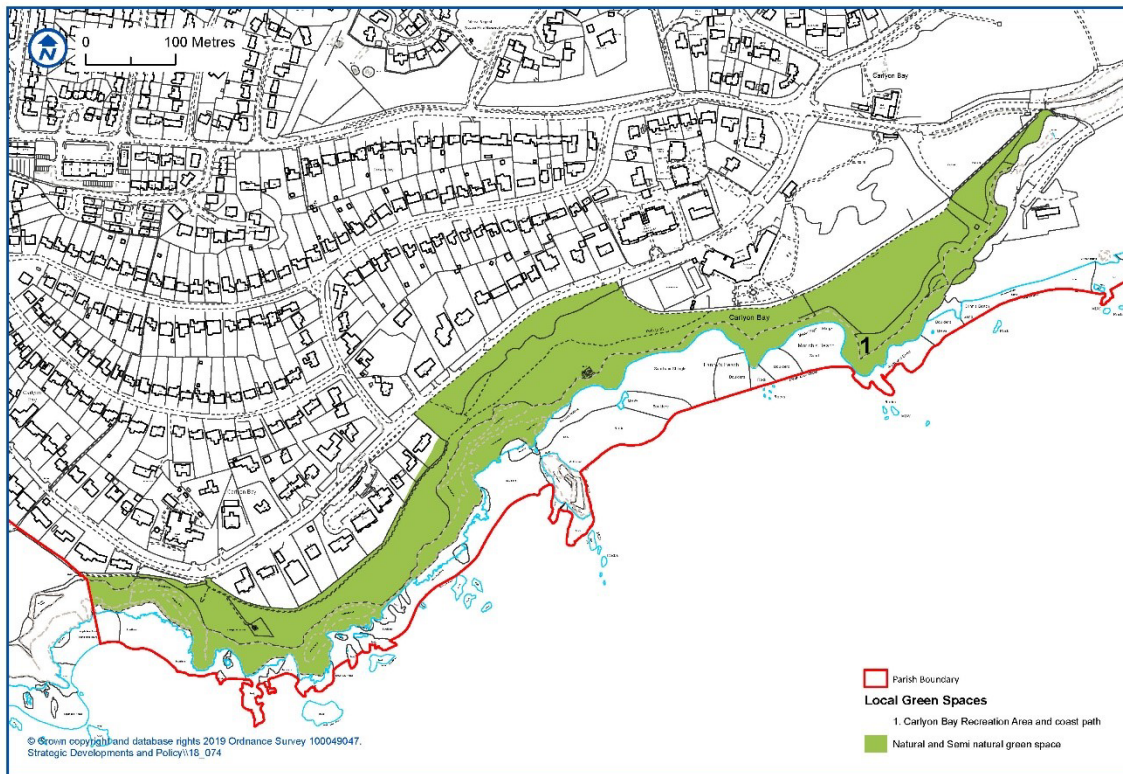


Figure 9: Carlyon NDP Local Green Spaces - Area 1: Carlyon Recreation Area and Coastal Path

Carlyon Bay Golf Course and coastal path

The Carlyon Bay Golf Course is immediately adjacent to the settlement of Carlyon Bay and extends along the cliff top above the Carlyon Bay beaches to the edge of the Imerys china clay works at Par Docks.

It is bisected by the London to Penzance railway line with the area north of the line not accessible by the general public. The South West Coast Path (SWCP), a Public Right of Way, runs along the southern boundary connecting it with the Carlyon Recreation Area. Another Public Right of Way crosses the Golf Course connecting the SWCP with the eastern end of Sea Road.

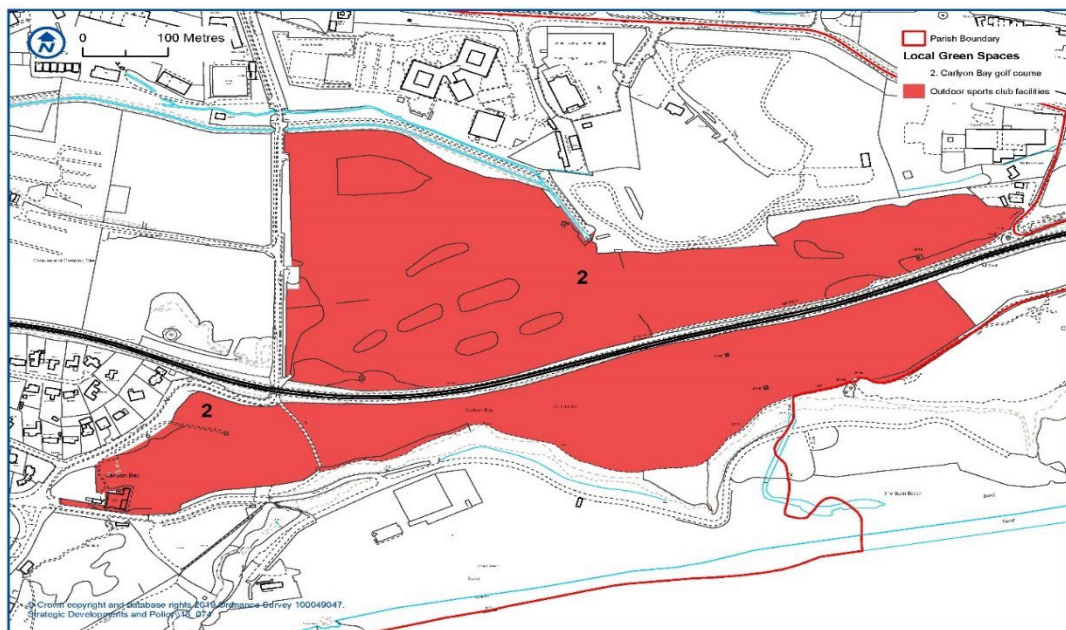


Figure 10: Carlyon NDP Local Green Space 2 - Golf Course and Coastal Path

Heavy Transport Sports & Social Club

The Heavy Transport Sports & Social Club is situated in Cypress Avenue near the junction with Par Moor Road.

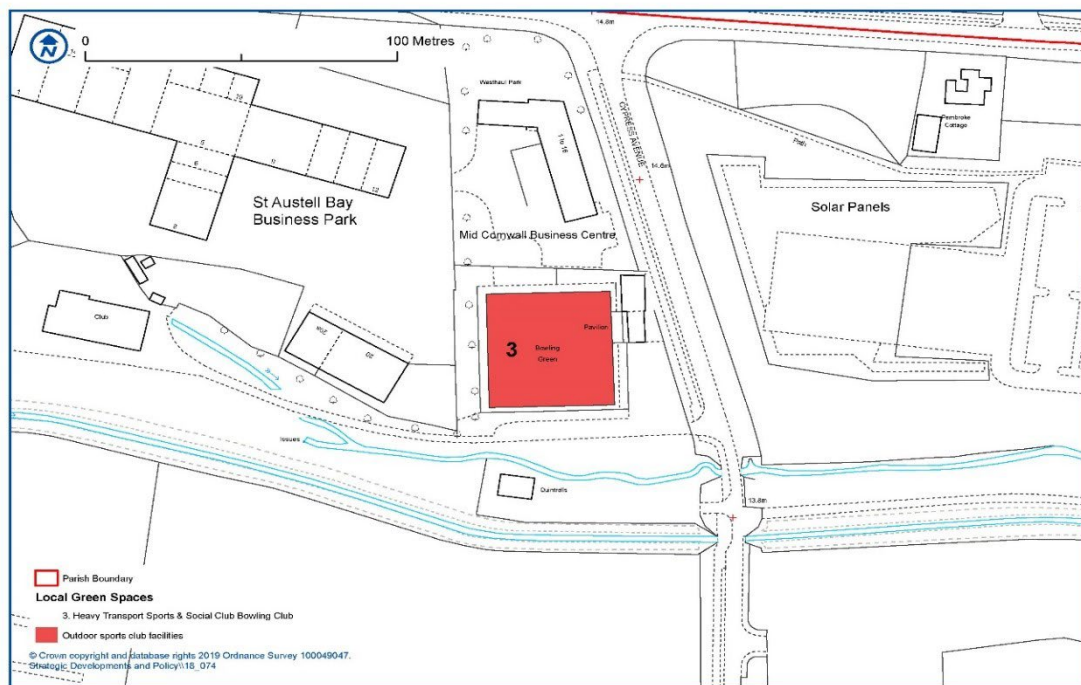


Figure 11: Carlyon NDP Local Green Spaces - Area 3 Heavy Transport Sports & Social Club

Tregrehan Mills Recreation Ground

The Tregrehan Mills Recreation Ground, shown below in Figure 12, is the area marked in yellow (classed as 'Parks and garden; Amenity green space; Civic Spaces') and blue ('Children's play areas – equipped').

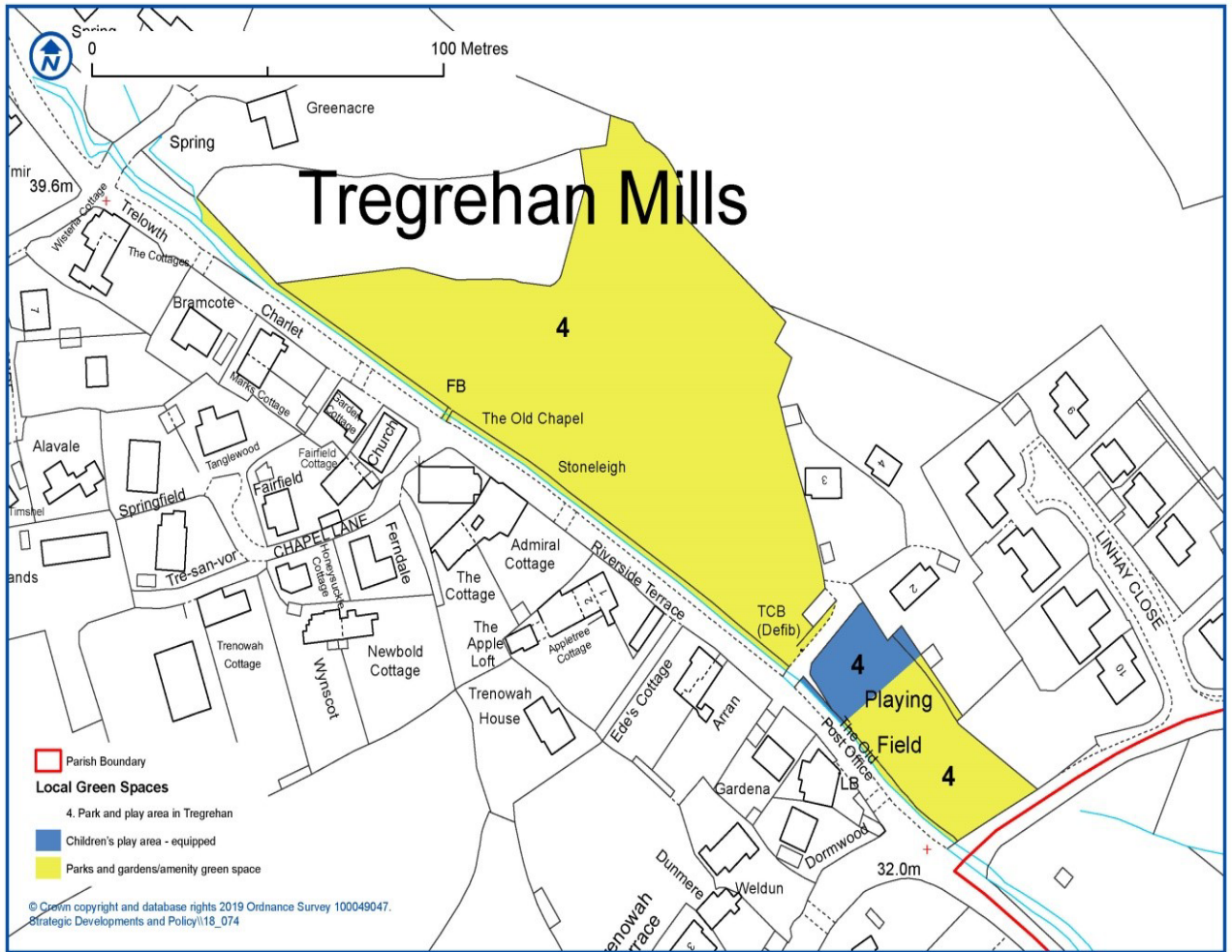


Figure 12: Carlyon NDP Local Green Spaces – Area 4 Tregrehan Mills Recreation Ground



Figure 13: Existing Community Facilities.

Policy 7: Footpaths, Access and Public Rights of Way

Policy 7 justification

11.12 The Parish is an attractive area for recreation with its rural character in Tregrehan and the coastal area of Carlyon Bay with its golf course, beaches and coastal paths. This important local amenity would be put at risk if the footpaths are not properly maintained and public access blocked.

11.13 Even though there are extensive tracts of woodland and green space which connects the two parts of the Parish, there is no public footpath through them. The 2011 Carlyon Parish Plan established the aim of re-opening or establishing a path which connects Carlyon Bay to Tregrehan.

11.14 98% of respondents to our survey agreed that Public Rights of Way should be preserved and – where possible – extended. 98% strongly agreed or agreed that access to the Carlyon Bay beaches was important. (*Appendix 12: Questionnaire Response Analyses*)

11.15 Natural erosion of the coastline could affect the routes of footpaths in Carlyon Bay – in particular the South West Coast Path could potentially be re-routed along Sea Road.

Policy 7 intention

11.16 To improve and safeguard existing rights of way (including signage), increase and enhance existing public footpaths, in particular to re-open or create a public footpath between the two parts of the Parish, Carlyon Bay and Tregrehan.

11.17 Also to extend or create cycle routes, bridleways and multi-use trails across the Parish and to ensure access to existing permissive rights of way is maintained.

11.18 Support will be given to proposals for the rights of way network and cycle routes shown in Figures 15 and 15(a).

CARLYON NDP POLICY 7: Footpaths, Access and Public Rights of Way

Development proposals which retain and improve access to the beach facilities at Carlyon Bay will be supported, including for residents and visitors with disabilities and limited mobility

Support will be given to proposals for the rights of way network and cycle routes shown in Figure 14 that

- a. Improve and safeguard existing rights of way (including signage) and, where they are lost because of coastal change, re-route them;**
- b. Increase and enhance existing Public Rights of Way;**
- c. Extend or create cycle routes, bridleways and multi-use trails across the parish, provided such ways are safe, convenient and attractive and do not adversely affect the character of the area nor have an adverse effect on other land uses in the vicinity;**
- d. Ensure access to existing permissive rights of way is maintained.**



Figure 14: Public Rights of Way, Footpaths, Trails and Bridleways.

12. POLICY AREA: INFRASTRUCTURE

Policy 8 justification

12.1 Carlyon Bay is a thriving Parish, which provides jobs, housing, services and facilities for its community as well as the many visitors who sometimes outnumber residents. The infrastructure is an important factor and must be seen to improve and facilitate future growth.

12.2 Conserving the character of the Parish with its older buildings, open spaces and views were the top choices in the NDP residents' survey.

12.3 In both Carlyon and Tregrehan, certain areas currently experience flooding (*Appendix 32: Environment Agency flood map*); this affects residents in Tregrehan and Tregrehan Mills which are in Flood Zones 2 and 3. Business premises along the Par Moor Road are also in Flood Zones 2 and 3 and include parts of the Imerys site and the Par Garden Centre.

12.4 With changing weather patterns, we have experienced sustained periods of rain and, as Carlyon is at the outlet of watercourses, this part of the Parish suffers most.

(see Appendix 36: Summary of Evidence Section 4 Infrastructure)

Policy 8 intention

12.5 In accordance with sections 8 and 12 of the 2018 NPPF the policies' objectives seek to protect the Parish's open spaces and demonstrate how development responds to local character.

12.6 The Parish is an important leisure facility for St Austell residents and visitors who use cars, buses, walk, cycle, or run. This policy aims to minimise conflict between traffic and cyclists or pedestrians.

12.7 The aim of the policies is to challenge developers to deliver sustainable development which maintains the intrinsic value of this beautiful parish for all involved and identified by our NDP survey.

12.8 The NDP covers the period up to 2030 which is critical for trying to limit the most dangerous impacts of climate change. The aim of the policies is to influence the location of new development and encourage better quality design.

CARLYON NDP POLICY 8: Traffic and Transport

Any development sites should incorporate traffic calming measures into their design or layout where appropriate, that also allow for the street parking of visitors where it does not impact negatively on other road users.

We would encourage developers to incorporate the Design Council's criteria as set out in their Building for Life 12 study.

In addition, proposals should provide and will be supported if they exploit opportunities for the use of sustainable transport modes for the movement of goods or people.

Development will be supported where practical design can:

- a. Give priority to safe pedestrian and cycle movements, and create safe and secure layouts which minimise conflict between traffic and cyclists or pedestrians, whilst minimising street clutter;**
- b. Demonstrate easy access to high quality public transport facilities, which might also alleviate some of the vehicle journeys around the development;**
- c. Consider the needs of elderly people and people with disabilities and limited mobility by all modes of transport;**
- d. Demonstrate easy access to open spaces.**

13.POLICY AREA: ECONOMY

This area of policy is divided into three sectors:

Employment
Tourism
Retail and Small Business.

Policy 9: Employment

Policy 9 Justification

13.1 There are a number of local businesses which provide employment both for those who live in the Parish and those who live in surrounding areas. There are small businesses such as engineering suppliers, motor and boat supplies and repairs, plumbers' merchants who are mostly based on the St Austell Bay Business Park.

13.2 Then there are two garden centres and an aquatics centre and restaurants in the Beach Road commercial units which serve local residents as well as the tourist industry.

13.3 The tourism sector includes two hotels in Carlyon Bay and one in Tregrehan, a caravan and camping park in Carlyon Bay, Football Golf in Tregrehan and Pinetum Gardens.

13.4 The results of a survey for the NDP showed more than 90% of respondents were in favour of the retention or expansion of light industrial units. 142 of the 218 respondents to the survey supported more office accommodation. (*Appendix 12 Questionnaire Response Analyses*) (*Also see Appendix 36: Summary of Evidence Section 5 Economy*)

Policy 9 Intention

13.5 Carlyon Parish has a variety of employment spaces and we would like to see any new development contribute to this without harming the character of the area. We believe thriving local businesses within the Parish are important and should be encouraged.

13.6 Existing industrial sites should be encouraged to develop further light industry and retail units and this plan actively seeks to discourage the land being used for other purposes.

13.7 As identified in the Cornwall Site Allocations DPD for St Austell, there is further opportunity for light industrial development at Par Moor (STA-E3) on the St Austell Strategy Map. (*Appendix 31 St Austell Strategy Map*)

13.8 Para 9.29 of the St Austell DPD earmarks it for office space.

13.9 We would support rural businesses generally to meet the needs of the Parish.

CARLYON NDP POLICY 9: Employment

(a) Improvements to existing employment space

New development will be supported where it improves existing employment space and in scale and design does not harm the character of the natural and built environment of Carlyon Parish.

(b) – St Austell Bay Business Park

Development of new business space in the retail park in area 5 will be supported (*see Fig 15 below – area in Blue and appendix 19: VDS Map - area 5*).

(c) – Vacant rural buildings

The conversion of vacant rural buildings for business use will be supported where the building is suitable for conversion and it can be demonstrated that there is a locational and business need to be in that location.

(d) – New employment

Limited new employment development outside settlement boundaries will be supported where it:

- a. can be demonstrated that it meets the needs of Carlyon Parish; and**
- b. has regard to national and local plan policies for development in the countryside.**



Figure 15: Map showing the St Austell Bay Business Park.

Policy 10: Tourism

Policy 10 justification

13.10 The rural area faces many challenges and increasingly farmers and agricultural landowners have to diversify in order to secure a viable livelihood.

13.11 Tourism accommodation can be sources of valuable local employment. One hotel has already been demolished to be replaced by 32 apartments, leading to the loss of local jobs.

Policy 10 intention

13.12 To retain the existing tourism facilities, whilst acknowledging that new tourism jobs are not preferred over spaces that can provide more consistent employment.

13.13 To support tourism activities as part of rural diversification.

13.14 To ensure the vitality and viability of the area as a small service and tourism centre is maintained.

CARLYON NDP POLICY 10: Tourism

Applications for rural diversification relating to tourism activities that comply with policy in the Climate Emergency Development Plan Document will be supported, especially when new jobs will be created or existing jobs secured.

Proposals for the redevelopment or change of use of buildings and land from local retail facilities and service trade use (including cafes, pubs and restaurants) to residential use will not be supported except where the requirement of Policy 5 of the Cornwall Local Plan 2010 – 2030 and any development plan policy superseding that policy have been met.

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POLICY 11: Retail and Small Business

Policy 11 Justification

13.15 Small local retail units are under constant threat from supermarkets and out-of-town shopping outlets. But such units are an important local amenity, can help get people out of their cars and provide an opportunity for socialising.

13.16 96% of respondents to our survey either agreed or strongly agreed that the units in Beach Road be preserved and supported as a local amenity. (Appendix 12: Questionnaire Response Analyses page 46)

Policy 11 Intention

13.17 To preserve, support and enhance the retail units and restaurants in Beach Road. We would support any redevelopment of the units which would attract shops as well as the existing restaurants and businesses.

CARLYON NDP POLICY 11: Retail and Small Business

Redevelopment of existing employment buildings

Where planning permission is required, redevelopment or upgrading of existing employment buildings and the surrounding environment will be supported provided that:

- a. Any redevelopment of existing employment spaces should be for employment purposes only.**
- b. There would be no adverse effect on the amenities of surrounding users;**
- c. The improvements maintain or enhance pedestrian and cycle access;**
- d. The improvements maintain or enhance access to bus stops;**
- e. The improvements enhance the safety and security of users of the employment area and neighbouring users.**

Glossary & Abbreviations

BAP	Biodiversity Action Plan.
CEDPD	Climate Emergency Development Plan Document
CAN	Community Network Area
LLCA	Local Landscape Character Assessment
Local Plan	Cornwall Local Plan: Strategic Policies Development Plan Document
NDP	Neighbourhood Development Plan
NPPF	National Planning Policy Framework

- 1. Carlyon Parish Plan September 2011**
- 2. Designation Letter 28/10/16**
- 3. Steering group terms of reference**
- 4. Monthly bulletins Jan 2017 – present**
- 5. Steering group minutes**
- 6. Carlyon NDP Communication Strategy 18/04/17**
- 7. Environmental baseline**
- 8. Initial residential questionnaire**
- 9. 2nd residential questionnaire**
- 10. Business questionnaire**
- 11. Carlyon Parish Neighbourhood Plan sent with all questionnaires**
- 12. Questionnaire Response Analyses**
- 13. Photos of NDP area**
- 14. Carlyon NDP – local green spaces numbered map**
- 15. Carlyon NDP Green Spaces Area 1**
- 16. Carlyon NDP Green Spaces Area 2**
- 17. Carlyon NDP Green Spaces Area 3**
- 18. Carlyon NDP Green Spaces Area 4**
- 19. Village Design Statement Map areas**
- 20. Carlyon NDP Village Design Statement Areas 1,2,3**
- 21. Carlyon NDP Village Design Statement Areas 4,5 & eastern end of 9**
- 22. Carlyon NDP Village Design Statement Areas 6,7**
- 23. Carlyon NDP Village Design Statement Areas 8,9**
- 24. Consultation Statement**
- 25. Community Consultation Presentation Sept 2019 – Porth Avallen Hotel**
- 26. Invite to above event & press cutting**
- 27. Photos from above event**
- 28. Areas the public at the event would hate to lose**
- 29. Local Landscape Character Assessment**
- 30. Carlyon NDP designation map**
- 31. St Austell Strategy Map v5**
- 32. Area Flood Map**
- 33. Newspaper Property Advertisement**
- 34. Sustainability Check Report**
- 35. Index to Summary of Evidence**
- 36. Summary of Evidence**
- 37. List of Historic and Cultural Assets**
- 38. Green Buffers map**
- 39. Settlement boundary map – Parish area**
- 40. Settlement boundary – Carlyon Bay**
- 41. Settlement boundary – Tregrehan & Boscundle**
- 42. Communications Strategy under Covid conditions**
- 43. HRA and SEA screening report.**