

**CARLYON PARISH**  
**NEIGHBOURHOOD DEVELOPMENT PLAN**  
**SUMMARY OF EVIDENCE**

**POLICY AREA: HOUSING**

**H1 Housing Development**

**1.1** There are two main settlements in Carlyon Parish, Carlyon Bay and the village of Tregrehan, together with Boscundle. They are bisected by the London to Paddington rail line and by the A390 road artery linking St Austell with Truro to the west and Plymouth to the east.

**1.2** The Carlyon ward consists mainly of an estate of interconnecting roads with housing in a variety of styles, ranging from detached houses and bungalows from the 1930s up to the present day – as illustrated in the Village Design Statements 6, 7 and 8 and the western part of area 9. (Appendix 22 and 23) The ward also includes a prestigious cliff top golf course and part of the privately owned Carlyon Bay beaches, which includes planning permission for 511 apartments as part of a beach resort (this development has been on hold since August 2016 but it is understood is likely to be substantially built out during the period of this NP.) The permission includes agreements to ensure public access to the beaches beyond the development site.

There are also two hotels, the Porth Avallen and the Carlyon Bay Hotel, and a small number of retail units.

**1.3** In Tregrehan ward the character changes to that of a Cornish village, a rural community, surrounded by rolling green fields. Original buildings are 18th century stone houses and cottages mingled with newer detached homes from the 20<sup>th</sup> century, typically rendered and finished in pastel colours (as shown in Village Design Statement for area 1. Appendix 20). On the southern side of the A390 there is a mixture of important green spaces, including woodland (Pinetum Gardens), a garden centre and an aquatic centre and a new 200-home development (called Gwallon Keas) currently under construction. (Village Design Statement area 2; Appendix 20)

**1.4** 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 map in Appendix 39 illustrates the settlement boundaries). These boundaries are considered to provide capacity for sustainable development within the Parish through windfall and infill sites, will meet local need and be in general conformity with policy 3 of the Cornwall Local Plan.



**Policy justification**

**1.5** Pressure from developers in parts of the parish with coastal views and large plots (Sea Road, Carlyon ward, is particularly under pressure) has led to a rash of new

building, including multiple occupancy. Five individual houses and one hotel have been demolished and replaced by 66 apartments in the last decade in Sea Road alone. Another has been demolished and is being replaced by five apartments. Staff quarters for the Carlyon Bay Hotel have also been replaced by 18 flats. This part of the coast is subject to cliff erosion with many cliff falls a regular occurrence. In 2022 part of the South West Coast Path adjacent to this Parish was closed due to cliff falls. Some parts of Sea Road are particularly vulnerable – especially near the Porth Avallen Hotel. 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.

**1.6** More than 30% of residents responded to the second Neighbourhood Plan survey: 93% of respondents 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*)

**1.7** This response reinforces an earlier survey done for the 2011 Carlyon Parish Plan which had a 36% return rate. In that survey 80.8% answered 'No' to the question "Do you think the Parish needs more homes?" Of the 19.2% who answered 'Yes' wanted homes for families or sheltered housing and felt development should only be on existing sites especially "brownfield". (Appendix 1: Carlyon Parish Plan September 2011)

### **Policy H1 Intention**

**1.8** 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.

**1.9** 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 of the sea and the railway line. Any small scale, windfall and replacement dwellings across the parish 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.

### **POLICY H1: HOUSING DEVELOPMENT**

**Housing development will be permitted where it sits within the development boundaries of the village of Tregrehan with Boscundle, the Gwallon Keas estate and the settlement of Carlyon Bay as shown in figs. 2,3,4 and 5 of this plan and where it conforms with other relevant policies of this plan. Exception sites will be supported in line with policy 9 of the Cornwall Local Plan and they meet evidenced local need, are appropriate in scale and location and preserve the character and setting of the settlement.**

- a. Within the development boundaries, small scale infill, rounding off and development on previously developed land will be supported where it conforms with other policies in this plan and with Policy 3 of the Cornwall Local Plan.**

- b. Development outside these boundaries will not normally be supported. Exceptions may be made for development which is affordable housing led to meet evidenced local need and is appropriate in scale and location in accordance with policy 9 of the Cornwall Local Plan.**
- c. Whilst it is shown outside of the settlement boundary of this plan, planning permission has been granted for a major residential-led development on the beach at Crinnis and Shorthorn, establishing the principle of development in those specific locations.**

## **POLICY H2; HOUSING DESIGN**

### **Justification**

**1.10** Responses to the residential surveys (Appendix 12) suggested a number of concerns about turning family homes into holiday apartments in the Carlyon Ward and in Tregrehan concern about possible future developments of greenfield sites (such as Trenowah Farm) and the effect on flooding in the village.

**1.11** These comments from 2011 have been borne out by recent developments. Although some previous apartment buildings have blended into the local street scene (Kintail, Carlyon Court), recent developments stand out in an intrusive manner within the landscape – especially when viewed from the coast path (Appendix 23: NDP photos Penolva&Cliff House under construction), a path which is a magnet for tourists and an important local amenity. The large gardens and mature trees in Carlyon ward contribute to the green, open feel which attracts so many visitors. Applications for large new apartment buildings which fill the garden space are threatening to dominate their neighbours, with implications for quality of life and enjoyment of their homes. Gardens being replaced with hard surfacing reduces habitat connectivity and increases surface water run-off.

**1.12** An example of this trend was an application in 2019. Two adjacent houses in Sea Road in 2019 were the subject of a Public Inquiry after Cornwall Council rejected plans for two blocks of 10 apartments each. The appeal was dismissed and the Inspector cited the effect of the development on the character and appearance of the area saying the proposed design would cause it “*unacceptable harm*”. The inspector also raised the issue of an “*oversupply of market dwellings*” in the St Austell and Mevagissey Community Network Area and the development “*failed to make adequate provision for affordable housing for which there remains a demonstrable local need*”.

**1.13** Some new developments are removing the existing green verges which contribute to the open nature of the area. The recent proliferation of new apartments puts increased pressure on the road space in the area often with inadequate provision for on-site parking.

**1.14** While the developers tick the “local need” box when applying for Planning Permission, that is contradicted by the way they are marketed. In October 2018, two pages in a national newspaper were devoted to advertising the 16 apartments in Penolva and Cliff House with their “*stunning, vibrant location ... on the desirable Sea Road ...*” and the agents boasted that “*More than 80% of buyers emanate from outside the county and overseas...*”. (Appendix 33: Newspaper Property Advertisement). These flats appear not to be for use by families who will add to the sense of community but by second-home owners or for holiday lets. By their very nature they will contribute to the sense of emptiness in the road on dark winter nights.

**1.15** In the rural part of the parish to the north of the A390 lies the village of Tregrehan with the nearby settlement of Boscundle. It sits in a wooded valley and is surrounded by open agricultural fields. There is little room for additional building without destroying the character of Tregrehan and Boscundle and without impinging on the existing green corridors.

### **Policy intention**

**1.16** Where development requires planning permission, it would be supported where proposals contribute to the variety of architectural styles in the Parish while respecting the existing character of the area. We want developers to use high quality design which sits comfortably within the existing built and natural environment. Any new development should respond to its surroundings, should not try to dominate them and must be sympathetic to and respect the scenic beauty of the area as demonstrated in both its rural landscape and its coastal views.

**1.17** The objectives set out in the National Planning Policy Framework (NPPF) is to achieve excellence in design, especially design which helps establish a “*strong sense of place*”. The Carlyon NDP’s objectives also accord with the principles of section 12 para 125 of the National Planning Policy Framework (NPPF): “*Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development.*” Policy 2 of the Cornwall Local Plan 2010-2030 states that proposals should maintain and respect the special character of Cornwall and Policy 12 emphasises the principle of providing continuity with existing built form.

Those objectives are of special importance in this area with its extensive coastal views. 98% of households who responded to a survey (216 households) either agreed or strongly agreed that these must be protected.

**1.18** Any new development should preserve the rural feel in the Tregrehan ward. 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. Any new development should also include 1 parking space for each residential property with one bedroom, 2 spaces for properties with two or more bedrooms.

**1.19** In the Village Design Statement, one of the valued characteristics of the area, further evidenced by the survey, was the light and open layout, with houses within large garden plots and being predominately of a hip roof design. (Appendix 23: paras 1.16 to 1.20) Any additional dwelling should maintain and preferably enhance habitat connectivity and flood management by retaining trees and green corridors.

## **POLICY H2: 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 increased; and**
- g. 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.**

### **H3: Replacement Dwellings**

**Replacement Dwellings will be supported where they maintain and preferably enhance habitat connectivity and flood management using green infrastructure design solutions such as planting, retaining trees and green corridors and using permeable surfaces.**

**The existing building to plot ratio should be respected.**

## **SECTION 2: LANDSCAPE AND ENVIRONMENT**

### **Background**

**2.1** Environment covers virtually all aspects of Parish life, not only how it looks (housing, woods, fields, etc.), but the built environment and how it functions (infrastructure), and of course the natural 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.

**2.2** 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 places to live and visit. Multi-functional green infrastructure can perform a range of functions including

improved flood risk management, provision of accessible green space, climate change adaptation and biodiversity enhancement.

**2.3** We therefore overlap with the brief of other policies, but in a complementary way, focusing on the environmental aspects. **The intention is to leave to future generations a better all-round environment than we have now, and to try to ensure that it will not be any worse.** This is what sustainability is all about, and our objectives are covered by the “10 Principles of One Planet Living”<sup>1</sup>, which has been incorporated in several Neighbourhood Plans, and has international recognition of the principles embodied in it

**2.4** We aim to encourage new development to maintain visual and physical access for humans and wildlife to the beautiful landscape and environment of the Parish and to preserve the historic, special and rural character of areas within the Parish.

This policy area is divided into three sections:

- Green Buffers – the areas which separate one Parish from another and areas within the Parish.
- Character and Heritage – the visual characteristics of the Parish and its historical heritage.
- 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.

### Green Buffers

#### **Policy justification**

**2.5** Pressure from housing targets can threaten to encroach on the green gaps 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. Natural woodlands, hedgerows and specimen trees in and around the Parish help to supply its beauty and character and break up the built environment, providing a soft border to settlements.

**2.6** The Neighbourhood Development Plan 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, voted to retain the green boundary between Carlyon Bay and Charlestown and 93% wanted to retain the green boundary around Tregrehan. (Appendix 12: Questionnaire Response Analyses)

**2.7** 98% of respondents to the second survey, felt that suitably situated, well maintained, mature trees were an important aspect of the area. The policy echoes the objectives of paragraph 174 of the 2018 NPPF by seeking to minimise the impact on wildlife designations of national, regional and local value. The Local Landscape Character Assessment and Village Design Statements include evidence of the varied habitat within the Parish and the numerous species that enjoy it, some of which are safeguarded by the Wildlife and Countryside Act 1981<sup>2</sup>.

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<sup>1</sup> <https://www.bioregional.com/oneplanetliving/>

## Policy intention

**2.8** The green boundaries around Tregrehan and between Carlyon Bay and Charlestown should be preserved as fitting to the cherished views around these locations (Appendix 31: FigSTA1 St Austell Strategy Map and Appendix 29: Carlyon LLCA). 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.

**2.9** The agricultural fields, woodlands and green spaces adjacent to the existing settlement boundaries are important in breaking up the look and feel of the built up area from the main approach roads and are therefore essential in retaining the area's special and rural character, distinct from St Austell. This is supported by the St Austell DPD 9.69 which seeks to maintain "the separate identities of surrounding communities" by safeguarding the green buffers.

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

### **POLICY 2: Green Buffers**

**GB1.** 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 permitted 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; or
- The most typical views of the settlement from the surrounding countryside or from within the settlement (including those set out in the Village Design Statement as set out in Appendices 20 and 23 of this plan); 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.

## **Character & Heritage**

### **Policy justification**

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

**2.11** Policy 12 of the Cornwall Local Plan 2010-2030 emphasises the principle of providing continuity with existing built form – a policy borne out by the results of the second Carlyon NDP survey which saw 88% of respondents wanting development to use materials and architectural styles in keeping with the character of the area. More than 100 respondents to the first survey wanted to see historic heritage covered within NDP Policy.

**2.12** Paragraph 170 of the 2018 NPPF (revised in 2019) states that *“planning policies and decisions should contribute to and enhance the natural and local environment”* by *“protecting and enhancing valued landscapes ... recognising the intrinsic character and beauty of the countryside .... Maintaining the character of the undeveloped coast, while improving public access too it where appropriate ...”* The policy’s objectives accord with the principles of these paragraphs by seeking development to demonstrate how it responds to local character and the local environment.

### **Policy intention**

**2.13** To allow new development within the Parish while retaining the special character and historic heritage within it.

**2.14** To retain the special character and historic heritage of the Parish in line with the Cornwall Local Plan Strategic Policies 2010-2030; Policy 24.

**2.15** To better define our Parish’s historic non-designated assets, so that proposed development does not cause substantial harm to the setting of historic features in the Parish e.g. 1930s period properties such as the Carlyon Bay Hotel and listed buildings on Sea Road. (These assets are listed in Appendix 37)

**2.16** To identify<sup>4</sup> and protect our Mining Heritage; the Parish contains a number of potential designated and non-designated heritage assets which are safeguarded at commensurate levels to their status within Section 16 of the 2018 NPPF. This section relates to Heritage Assets and the historic environment. The purpose of the policy is to support development, subject to the value and the setting of the asset being respected.

### **POLICY 3: 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)

<sup>4</sup> [www.mindat.org/loc-221814.html](http://www.mindat.org/loc-221814.html)

**CH1.** New development should refer to the Parish Village Design Statement (Appendices 20,21,22,23), 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 rooves, 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 Statement.

**CH2.** The rich variety of historical heritage within the Parish 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. (Appendix 37: List of Local Historic and Cultural Assets)

## **Climate Change and Green Infrastructure**

### **Policy justification**

**2.17** In both Carlyon Bay and Tregrehan, the Parish currently experiences flooding; this is a hazard for property, traffic, including pedestrian traffic, and is a potential danger to cliff stability. With changing weather patterns, we are experiencing extremes of rainfall e.g. sustained periods of rain and flash floods; as we are at the outlet end of watercourses, the Parish suffers most from the situation. (Appendix 32 Area Flood Map)

**2.18** When asked what should be addressed by the Neighbourhood Development Plan, the survey respondents stated that improved drainage was one of the topics which should be covered. Plus, members of the public frequently raise the issue of flooding at Parish Council Meetings as evidenced in the Minutes and the Village Design Statement survey recorded evidence of flooding.

**2.19** 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) which is the recommended approach for the next 100 years. The SMP is a material consideration for planning in any new development.

**2.20** Development should take account of and be consistent with any adopted strategic and local flood and coastal management strategies including the SMP and Catchment Flood Management Plans for Cornwall and the SW River Basin Management Plan. (see [https://www.cornwall.gov.uk/environment-and- ; planning/countryside/estuaries-rivers-and-wetlands/flood-risk/coastal-erosion-and- shoreline-management/shoreline-management-plans/shoreline-management-planreview-2016\)/](https://www.cornwall.gov.uk/environment-and- ; planning/countryside/estuaries-rivers-and-wetlands/flood-risk/coastal-erosion-and- shoreline-management/shoreline-management-plans/shoreline-management-planreview-2016)/). Also the 2020 Flood and Coastal Erosion Risk Management Strategy should be considered (available at <https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2>)

**2.21** 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.

## **Policy intention**

**2.22** 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 12. It is an essential component of good planning for urban and rural areas, particularly in the face of climate change.

**2.23** 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 roads and sewers.

**2.24** The Shoreline Management Plan for the 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 3). Development should be required to be consistent with the guidance and policies in the Cornwall Council Climate Change DPD. 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.

### **POLICY 4: 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 10% measurable net gain for biodiversity above the pre-development measurement of the site and improve linkages between habitats on or adjoining the site;
- b) Manage surface water through Sustainable Drainage Schemes (SuDS) and must not increase flood risk elsewhere. 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.
- c) Maintain and support the connection of biodiversity corridors and increase and not fragment connections for nature and recreation including the creation or 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;
- d) 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.

## **Section 3 RECREATION AND LEISURE**

### **Background**

**3.1** The Parish benefits from 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 tourists (*see table below*) who visit and enjoy our beautiful coastline, open rural environment and open spaces accessible for leisure and well-being.

#### **LOCAL BUSINESSES CATERING FOR TOURISM AS WELL AS LOCAL RESIDENTS**

Carlyon Bay Hotel, Porth Avallen Hotel, Carlyon Bay Camping Park, Crinnis Beach and Pop-ups, Bed & Breakfasts, holiday flats and apartments, Cornwall Football-Golf, Carlyon Bay Golf Club, Beach Road restaurants, Pinetum Gardens, Garden Centres, Hairdresser.....

**3.2** The southern part of the Parish benefits from its location on the coastal path and coastal views and its open spaces are important, but so is the rural feel in the northern part of the parish around the village of Tregrehan in a wooded valley which also draws walkers and cyclists.

**3.3** The Parish is an important leisure facility for the well-being of St Austell residents and visitors with its green spaces, beaches, bridleways and footpaths. In turn, the hub of St Austell and surrounding villages provide facilities which the Parish cannot, such as St Austell Leisure Centre, Tregorrick rugby club, Par running track, social facilities for young people.

**3.4** This policy area is divided into two sections:

- Green Spaces – protecting the natural environment in the Parish, its wildlife and landscape as well as giving special protection to designated Local Green Spaces.
- Footpaths, Access and Public Rights of Way – preserving and where possible enhancing footpaths, bridleways and cycle paths in the Parish.

## **Green Spaces**

### **Policy justification**

**3.5** The Parish has many roads, or parts of them, which pose a safety hazard and developments should be designed to make the villages more pedestrian and cycle friendly, and to encourage transport that is more sustainable for the 21st Century.

**3.6** 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 and 23) 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.

**3.7** 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).

**3.8** The Plan will seek new development to demonstrate how it responds to local character, so that we may safeguard this asset for the benefit of the Parish and thus be responsible to those who love it, from these parts and further afield.

**3.9** It is a core planning principle embodied in the 2018 NPPF (para 92) that planning policy should *"provide the social, recreational and cultural facilities and services the community needs"*. The 2018 NPPF (para. 96) says *"Access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities"* and says (para. 97) *"Existing open space, sports and recreational buildings and land, including playing fields, should not be built on"* subject to conditions.

**3.10** Paragraphs 99 and 100 of the 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. This enables local communities to be able to rule out new development other than in very special circumstances.

**3.11** Our policies challenge developers to deliver development which maintains the intrinsic value of this beautiful parish for all stakeholders as identified by our NDP survey.

*"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)

**3.12** Figure 1 below highlights those green areas identified as being important to the community for different reasons, including beauty, recreational value, tranquillity, wildlife, historic significance. These are areas identified through an audit process and endorsed by the local community through our consultations. The individual audits of these areas can be found in Appendices 15 to 18: Carlyon NDP Green Spaces Areas 1, 2, 3, 4)

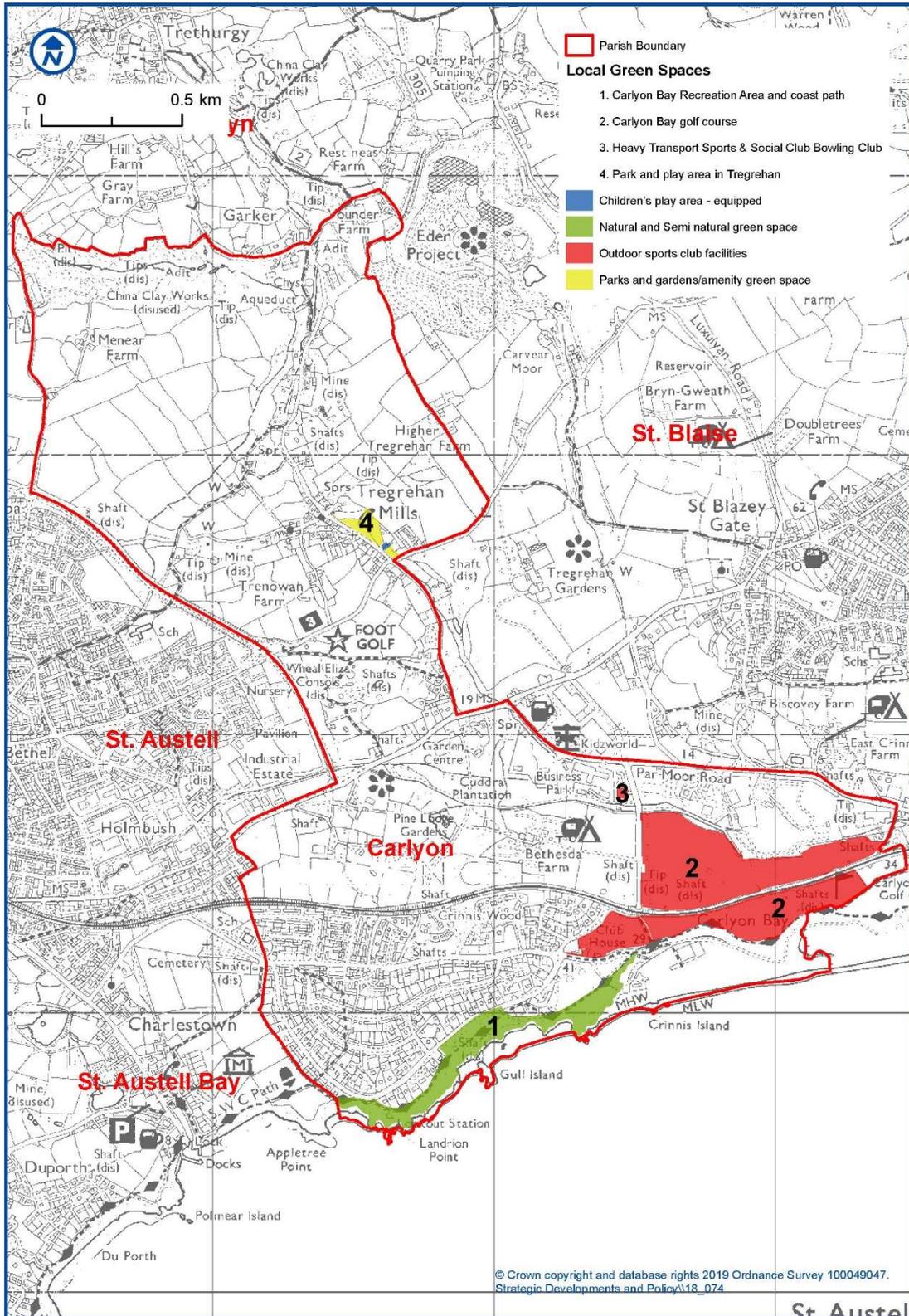


Figure 1: Carlyon NDP Local Green Spaces

## Policy intention

**3.13** To protect the areas shown on Figure 1 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.

**3.14** The Parish has a limited number of sports and recreational areas. The amenity areas at Sea Road and Tregrehan are well used and have an important role in community life. We want to encourage people to enjoy healthy leisure pursuits. We want to protect the recreational areas we have and to ensure they are easily accessible to the whole community (including elderly and the disabled) and fit for modern purposes.

**3.15** Within the Parish there are sports facilities in private ownership (pitch and putt plus golf course at the Carlyon Bay Hotel, football-golf, the Heavy Transport Bowling Club and beach pop-ups); these should be protected from change of use.

**3.16** To encourage new development to maintain visual and physical access for locals and visitors, to the beautiful landscape and environment of the Parish and to preserve the historic, special and rural character of areas within the Parish.

**3.17** To retain the 'green and open' character of the area, commented on in the Village Design Statement, which is distinct from the urban hub of St. Austell. (See Appendix 20 and 23: Carlyon VDS Areas 1,2,3 and 8,9).

**3.18** Whilst the permitted development on the Carlyon Bay beaches will add a "village" the size of Mevagissey to the coastal scene, we will seek to retain public access to the beaches which are a draw for locals and visitors alike.

**3.19** To preserve our peaceful, pleasant Parish with its clean sea air and village feel, which provides a pleasant environment for residents and tourists which is distinct from high density resorts like Newquay.

**3.20** To retain the cherished views within the Parish and avoid high rise backdrops to historical settings like the Carlyon Bay Hotel.

**POLICY 5A: Protection of formal open spaces, playing pitches and leisure facilities**

**Land that provides important formal or informal recreational space or sports pitch or leisure facilities for the Plan area are shown in Fig1 above and Appendices 15, 16 and 18. Permission will only be granted 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; or**

- **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 5b. Local Green Space**

**The open spaces shown in Figure 1 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:**

- **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**
- **Development is minor in nature and includes the provision of an appropriate equivalent or improved replacement facility in the locality, of 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.**

**Development will not be supported where it obstructs coastal and rural views and harms the area’s character and its green spaces.**

**Footpaths, Access and Public Rights of Way**

**Carlyon Recreation Area and Coastal Path**

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

**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 rail 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 Recreational Area. Another Public Right of Way crosses the Golf Course connecting the SWCP with the eastern end of Sea Road.

**Tregrehan Mills Recreation Ground**

The Tregrehan Mills Recreation Ground is within Tregrehan Mills village and consists of an informal football pitch with a separate children’s play area with play equipment.

It is classed as Parks and gardens, an amenity green space and play area and is much used by the local community. It is often used to mark public events such as the Queen’s Diamond Jubilee celebrations and the 2021 Tour of Britain cycle race.

### **Policy justification**

**3.21** 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. Local residents and visitors from other parishes can enjoy the open spaces in the Parish but this important local amenity would be put at risk if the footpaths are not properly maintained and public access blocked.

Natural erosion of the coastline would affect the routes of the footpaths – in particulea the South West Coast Path which could potentially be re-routed along Sea Road.

**3.22** 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. There is anecdotal local knowledge that a permissive path once existed but is now blocked.

**3.23** The number of parked cars, cyclists, joggers and walkers, particularly on fine days, is evidence of the attraction of the footpaths, green spaces, attractive roads and beaches of the Parish, for exercise and relaxation; 98% of respondents to our survey agreed that Public Rights of Way should be preserved and – where possible – extended. Continued access to the beach facilities is a priority in the Parish.

**3.24** The footpaths and bridleways throughout the parish provide opportunities for and encourage a safe and healthy lifestyle. The St Austell DPD identifies a number of existing and potential walking and cycling routes running through our parish linking green corridors (Appendix 31: St Austell Strategy Map v5). We would support its stated aim to “*connect and enhance*” the green links (St Austell site allocation DPD 9.72). We would support improving the network to provide an important recreational resource.

### **Policy Intention**

**3.25** 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.

**3.26** Also to 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. Ensure access to existing permissive rights of way is maintained

## **POLICY 6: Footpaths, Access and Public Rights of Way**

### **FP1. Carlyon Bay Beaches**

The beaches at Carlyon Bay have an implemented planning permission for a significant development that it is understood is likely to be substantially built out during the

period of this NP. The permission includes agreements to ensure public access to the beaches beyond the development site.

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

### **FP2 - Footpaths, cycle paths and bridleways**

Support will be given to proposals 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 the vicinity;
- d. Ensure access to existing permissive rights of way is maintained.

## **SECTION 4: INFRASTRUCTURE**

### **Background**

**4.1** 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. In order to strengthen the Parish, whilst expanding through the provision of additional housing and jobs, the infrastructure is an important factor and must be seen to improve and facilitate future growth. These increases will allow the community to retain and grow the values outlined in the residents' surveys.

**4.2** The intention is to demonstrate a robust approach to new development which enhances or at least maintains current values.

**4.3** Conserving the character of the many identified areas within Carlyon Bay and Tregrehan, and its old buildings, open spaces and views were the top choices of important area character items in the residents' survey.

### **Policy justification**

**4.4** In our local survey 99% of respondents either agreed or strongly agreed that coastal views and open spaces are important aspects of the area. 98% agreed or strongly agreed that Public Rights of Way should be preserved and 98% strongly agreed or agreed that access to the Carlyon Bay beaches was important. (Appendix 12: Questionnaire Response Analyses)

**4.5** In both Carlyon and Tregrehan, certain areas currently experience flooding (Appendix 32: Environment Agency flood map); the area south of Par Moor Road, through the Cuddra Plantation and northwards along the valley to Tregrehan Mills is a functioning flood plain 3B and also Flood Zone 2. In Flood Zone 3 is Tregrehan Mills, parts of the Cuddra Plantation south of the A390, then parts of the Imerys site on Par Moor Road, the lower part of Carlyon Bay Golf Club course and the southern side of Par Moor Road all the way to Par, including the Par Garden Centre and the site STA-E3 on

the St Austell Strategy Map which is earmarked for light industrial or office development. (Appendix 31: St Austell Strategy Map v5)

**4.6** This is a hazard for property, traffic and pedestrians, and is a potential danger to cliff stability. With changing weather patterns, we have experienced extremes of rainfall e.g. sustained periods of rain and flash floods; as Carlyon is at the outlet end of watercourses, this part of the Parish suffers most from the situation.

### **Policy intention**

**4.7** The Parish benefits from a rich heritage in terms of beautiful coastal environment, open rural environment, secluded residential areas and open spaces accessible for leisure and well-being. 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.

**4.8** The Parish is an important leisure facility for the well-being of St Austell residents and visitors. All these stakeholders use cars, buses, walk, cycle, or run. Particularly on fine days, the attraction of the footpaths, green spaces, hotels, golf course, restaurants, attractive roads and beach for exercise, leisure and relaxation can very easily be seen and demonstrated.

**4.9** 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. A drive towards improved architectural quality for new-builds and the conservation of valued buildings and building group areas are key to sustaining the character of the built environment, and support will be given to infrastructure that promotes these community values.

4.10 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.

## **POLICY 7: Infrastructure**

### **IN1. Sustainable design**

Any new development will be supported where:

- a. It can be demonstrated that adequate provision is being made for the disposal of sewage, waste water and water run-off in order to avoid increasing flood risk for neighbours.
- b. Development will be supported where new builds or refurbishments are done in such a way as to enable home owners to maximise investment in renewable technology, water capture and retention.

### **IN2. 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.

## **SECTION 5: ECONOMY**

### **Background**

**5.1** This area of policy is divided into three sectors to enable a clearer sight of what is important to the Parish:

- Employment
- Tourism
- Retail and Small Business.

**5.2** 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.

**5.3** Then there are garden centres and restaurants which serve local residents as well as the tourist industry. The tourism sector also includes hotels in Carlyon Bay and Tregrehan and a caravan and camping park in Carlyon Bay.

### **Employment**

#### **Policy justification**

**5.4** 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.

**5.5** There is a small business park on the south side of Par Moor Road near the junction with the A390 and a retail area in Beach Road, Carlyon Bay, as well as two garden centres and an aquatics centre.

**5.6** The tourism sector includes hotels in Carlyon Bay and Tregrehan, a caravan and camping park in Carlyon Bay as well as Pinetum Gardens and other tourist attractions.

**5.7** A recent mainly residential development at Holmbush off the A390 included office space and a pub, however the developers have now applied for these to be changed into houses due to lack of interest from purchasers.

### **Policy intention**

**5.8** 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. (see Appendix 21: Carlyon VDS Areas 4, 5)

**5.9** This is supported by the results of a survey carried out to inform the NDP where 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)

**5.10** 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 v5). Para 9.29 of the DPD earmarks it for office space.

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

## **POLICY 8: Employment**

### **EE1 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.

### **EE2 – St Austell Bay Business Park**

Development of new business space in the retail park in area 5 will be supported (see Appendix 21: Carlyon VDS Areas 4,5 and eastern end of 9).

### **EE3 – Vacant rural buildings**

The conversion of vacant rural buildings for business use will be supported where it can be demonstrated that it meets the needs of Carlyon Parish.

### **EE4 – 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.

## **Tourism**

### **Policy justification**

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

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

**5.14** To support tourism activities as part of rural diversification.

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

### **POLICY 9: Tourism**

#### **ET1. Rural diversification**

Applications for rural diversification relating to tourism activities will be supported, especially when new jobs will be created or existing jobs secured.

#### **ET2. Retention of hospitality businesses**

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 – under permitted development – the premises have been vacant for three months.

## **Retail and Small Business**

### **Policy justification**

**5.16** Small local retail units are under constant threat from supermarkets and out-of-town shopping outlets. But such units are an important local amenity and can help get people out of their cars. They also provide an opportunity for socialising and meeting fellow residents.

**5.17** 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. One unit, which housed a small general store and Post Office closed some years ago and was replaced by a Yoga studio. That, too, closed and the unit was converted again to a small general store and café. Many of the comments in our survey said they want a Post Office and store back.

### **Policy intention**

**5.18** 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.

**POLICY 10: Retail and Small Business**

**ER1 – Redevelopment of existing employment buildings**

Proposals to upgrade or redevelop 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 except where – under permitted development regulations – they have been vacant for three months.
- 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.