

# West 1 Historic Environment Service

**Comment Date: Mon 24 Jan 2011**

Planning Application PA10/08142 South Quay, Hayle Harbour, Hayle ING Red UK (Hayle Harbour) Ltd

## 1.0 Introduction

The Historic Environment Service has made strong representations on the proposals at South Quay Hayle since the withdrawal of the previous outline scheme earlier in 2010. We have attended numerous meetings with representatives of CC Planning Service, CABE and English Heritage and have been actively engaged in seeking a design solution appropriate to the site. The proposed development site is an important element of the Cornwall and West Devon Mining World Heritage Site (WHS), the quays are Listed Grade II and the site is within the Hayle Conservation Area. Various sites within the application area contain the buried remains of harbour activity associated with the WHS, such as the various slips, and the survival of these features have been confirmed by an archaeological evaluation.

**2.0 Principle of Development**  
We have no objection in principle to a mixed use development on South Quay, including a supermarket. The southern, landward end of South Quay was historically the site of industrial buildings, and had close relationships, some visual, some functional, with other significant industrial structures such as the complex at Harveys Foundry or the railway viaduct. It could therefore be an appropriate site for a commercial building of a scale and detailing appropriate to this setting and within the context of the conservation area and WHS. While there is no historical precedent for housing on the extended length of the Quay, we accept that the principle for residential development has been set by the existing consents and Masterplan for the site.

## 3.0 Areas of concern

While the uses and broad forms of development proposed are acceptable in principle, the current proposals raise issues of serious concern.

### 3.1 Understanding the World Heritage Site issues

#### 3.1.1 Statement of issues

The following statement has been prepared in co-operation with the WHS team. Because of the focus on Hayle during the assessment of our WHS nomination and at the World Heritage Committee in July 2006, this is a particularly significant case. The WHS Office is charged with monitoring the delivery of the policies in the WHS Management Plan which are designed to ensure the protection, conservation and enhancement of the Outstanding Universal Value of the Site.

Cornwall Council must satisfy itself that any developments within the WHS accord with the following policies in the Management Plan:

#### Strategic Framework Policy 4c

Planning authorities should ensure that new development protects, conserves and enhance the Site and its setting.

#### Sustainable development Policy 7a

Sustainable heritage-led regeneration will be encouraged and supported.

#### Policy 7b

New development should add to the quality and distinctiveness of the Site by being of high quality design and respectful of setting.

#### Policy 7c

There should be a presumption in favour of retaining and re-using historic buildings which are important components of the Site Conservation and maintenance of key components

Policy 8a

The conservation and continuing maintenance of the historic fabric of the Site should be undertaken to the highest standards to ensure authenticity and integrity.

Policy 8b

The historic character and distinctiveness of the Cornwall and West Devon mining landscape should be maintained.

Policy 8c

Traditional materials and skills should be encouraged in the maintenance of the authentic historic fabric within the Site.

Policy 8d

Where the historic fabric within the Site has been lost or compromised through non-authentic materials, inappropriate details and poor workmanship, historic character and detail will be reintroduced wherever and whenever possible.

As a saved adopted plan, Cornwall County Structure Plan 2004 Policy 2 provides Cornwall Council with the necessary statutory powers to enact these policies, which are acknowledged as key material considerations in Planning Circular 07/09: Protection of World Heritage Sites.

The WHS Office has no objection in principle to the concept of development on South Quay, but this must be seen to be based on a thorough understanding of its contribution to the OUV of the Cornish Mining WHS and a reflection of this understanding in the development proposals.

As the applicant has submitted a statement of OUV for the development site with the application, Cornwall Council must now satisfy itself that;

- a) this OUV statement is an accurate assessment of the development sites contribution to the WHS OUV and that all the features that reflect this have been identified.
- b) the development proposals reflect OUV and demonstrate that protecting and responding to this has been a driver in the development design process.

UNESCO and its advisers, ICOMOS, will require the planning authority to demonstrate that both of these issues have been covered. If they cannot, it is possible that the Cornish Mining WHS would be referred to the World Heritage Committee for consideration of inclusion on the World Heritage at Risk register. This would trigger a formal UNESCO inspection visit (mission), which, if the evidence submitted was considered unsatisfactory, could ultimately result in loss of World Heritage status for the whole of the Site (not just Hayle).

In addition to the above points of policy, we note that this application is a substantial departure from the conditional outline planning permission granted to this developer in March 2009 for a Hayle Harbour Masterplan covering a much wider area. There is no reference in the documents submitted to how this change impacts upon the overall mix of development envisaged, or what the implications for development proposals in other Masterplan sites are. The WHS Office would encourage a holistic approach to development across the Hayle Masterplan areas, as the majority of these are within the WHS boundary. Some of the proposed development sites historic functions overlap with Masterplan areas immediately adjacent, and we would recommend that the planning authority seek to understand how this application relates to/impacts upon the OUV of these.

### 3.1.2 The applicants approach to the WHS

As regards WHS, reference should also be made to Planning Policy Statement 5: Planning for the Historic Environment (PPS 5) HE9.1, HE9.2 and HE9.5 and Planning Circular 07/09 (paragraphs 6 and 8).

The Statement of Outstanding Universal Value for Hayle refers to the importance of the WHS's infrastructure, docks and ports, noting that Hayles extensive quays and wharves survive largely intact they clearly define the character of the broad open shape of one of Europe's most outstanding estuarine setting within 15km of the richest copper and tin mining hinterland of the Old World...Both the land and sea transport infrastructure needed in order to develop such a major industrial complex survives in a coherent form. (WHS Nomination Document entry for Hayle, page 77ff).

South Quay is a central part of WHS area A2, The port of Hayle. The Cornwall and West Devon Mining Landscape World Heritage Site Management Plan 2005 2010 includes the following on page 26:

The Port of Hayle was a product of the Industrial Revolution during the late eighteenth and nineteenth centuries. It played a distinguished role in Cornish economic and social history. The area includes the principal surviving historic fabric of the largest fully integrated mining port and steam engine manufacturing centre anywhere in Britain.

The Heritage statement accompanying the application which deals with, amongst other things, the WHS OUV, is flawed, containing a number of factual errors and contradictions, although the WHS has been acknowledged within it, as in 12.69 of the document which states: The characteristics of the harbour area are defined by its history; namely the movement of engineering products and raw materials, as well as other general goods and a passenger service. The raw materials (imported coal and exported ore) lay in heaps on the quays or were held in open budgets. In addition, for much of the nineteenth century shipbuilding took place at south quay, and was replaced by ship breaking in the twentieth century. The area was serviced by the Hayle Wharf Railway which meant that much of the quay areas were covered with rail track, including land along Penpol Terrace...

However, we strongly disagree with much of the language used in analysing the site, which broadly attempts to break the well-established understanding of the link between the industrial complexes at Foundry, the mining hinterland, the direct relationship of the harbour infrastructure to these key industrial activities that underpin the WHS. Thus statements are made like the following, The World Heritage Site designation associated with the areas mining history is to a large extent intangible, given that nearly all physical connections to this have been lost and is therefore of limited significance in terms of influencing any future proposals (pages 4 & 5 included within the letter to Planning dated 9 December 2010 from Planning Perspectives), or it is considered that the application site is not visible from much of the WHS; the railway viaduct to the south introduces a visual (albeit a perforated) barrier between the town and the application site. 12.65 Archaeology & Cultural Heritage.

We therefore disagree with the underlying message of these documents which seeks to downplay the importance of the harbour and quay and in particular the relevance of the shipyard and associated slips to the WHS OUV. There is therefore some evidence that the applicants have not taken the WHS into sufficient consideration in relation to the matter of the shipbuilding slips and Carnsew Dock, although there is greater acknowledgment of the relevance of the Quay and other elements of the harbour

system itself (such as Carnsew Pool) to the OUV. In addition, it must be acknowledged that the applicants have attempted (albeit with limited success) to relate the proposal to the character of the conservation area and the listed building itself, and this in itself has meant taking some aspects of the OUV into account. HES has brought the issue of the WHS and the OUV to the attention of the Planning Authority throughout the consideration of the application; the Council as LPA must be able to demonstrate (as set out in the WHS statement above) that it has informed their approach to determining the application.

### 3.2 Lack of an overall strategy for the site

The fundamentally separate development schemes on the site do not relate in an integrated way one to the other. This disparate approach is reflected in the hybrid application. Despite the Quay being a single listed building, there is a mixture of detailed and outline permissions proposed upon it. This is regrettable since it is at odds with the Quays historic character as a single functional structure, and the need to conserve and enhance it in a unified way. Instead, the site is treated as an agglomeration of land with various unrelated proposals - one for a supermarket and car-park (with some associated commercial and leisure uses), another for housing, and a number of peripheral elements (gas works site commercial development, heritage interpretation area, bridge, Isis gardens and Goonvean Engine House site) which have little relationship to either of the two major elements. The fact that all these developments are speculative and have no end user involved only serves to make the proposals generic and unrelated to the specific site, apart from an unconvincing veneer of local design features applied to supermarket and housing.

### 3.3 Lack of demonstrable heritage benefits

While the repair of the quay walls associated with the proposals is a primary conservation benefit, we reject many of the other heritage benefits claimed for the proposals, particularly those outlined within the supporting heritage statements. Indeed, even the repair of the quay walls is a necessary part of any development which the applicants need to undertake for their own purposes, so is questionable as a potential overriding benefit should there be any perceived harm in the application. As to the provision of space for the footbridge, for the Goonvean engine house, for improvements to Isis gardens (all without detailed proposals, so that we cannot at this stage say whether they will indeed be enhancements), none of these are conservation benefits nor strictly speaking enhancements of the existing character or significance of the conservation area or listed building, but simply new insertions into the area attractive as they may or may not prove to be.

### 3.4 The size and bulk of the supermarket

While an attempt has been made to limit the height of the main supermarket building, its footprint is large, and the resulting bulk of building creates a loss of the physical and visual permeability that currently exists (and should be enhanced) between the Quay and Foundry/Foundry Square, and which is part of both the current character of the area, and a reflection of the historic integration of the Foundry and Quay/shipyard complex. The links between the Quay and Foundry Square are limited to the pedestrian routes by Isis gardens onto the quayside walk and the main supermarket area; although these relate well to the proposed cinema and main supermarket entrance, they do little to make good connections with the foundry complex itself paying little heed to the historic relationship of Foundry and Quay.

### 3.5 Impact of servicing yards, roads and traffic

Although Carnsew Road was historically an industrial area, and some degree of robustness and utilitarian uses in new development may be appropriate (such as service yards), the scale of the supermarket and the blank elevations facing the road, and facing any visitors entering the town and conservation area, is exacerbated by the open car-parking on the south (Gasworks) side of Carnsew Road, and the proposed width of Carnsew Road itself. Rather than integrating with the more enclosed, urban character of Foundry Square, there will be an inevitable sense of openness, a vehicle and traffic-management dominated space, relatively pedestrian unfriendly and lacking accessibility or appropriate urban characteristics.

### 3.6 Central car park

The proposed main car-park is set in the heart of the quay; it is harshly rectangular in shape and divides the supermarket resolutely from the housing elements to the north of the quay the housing is cut off visually, and physically from the town centre as effectively by the car park as by the supermarket building itself, notwithstanding the proposed bridge. So too is the northern third of the Quay cut off from the industrial complexes around Foundry to which it is historically and functionally linked. The car-park does not reflect the linear character of the Quay; it takes no account of the historic width of the quay running over the former ship-building slipways on the west side and disregarding the historic layout and functional relationship of the quays, shipyards and harbour system, a key element of the WHS.

### 3.7 Housing

While the principle of housing on this site is accepted, and recognising that this element is in outline only, the proposed design, layout and distribution is not acceptable as it stands. The linear character is appropriate, but the design should clearly reflect the simple industrial buildings that were on this site, and not attempt to place cottages on a quay, when cottages belong only on the mainland roads of Hayle.

### 3.8 Landmark building

The principle of leaving the end of the Quay as open space is welcome; a landmark building, such as the proposed restaurant, is not appropriate the landmarks already exist in the three inter-visible churches of Phillack, Hayle and Lelant; the harbour area between should remain as open and uninterrupted as possible, reflecting historic character, but also the current character of the wider man-made and natural landscapes.

### 3.9 The slipways

We are concerned that the proposals pay insufficient regard to the importance of the currently in filled slipways on the west side of the Quay. We reject the analysis accompanying the application that suggests these are not relevant to the WHS OUV; they are an important part of both the narrative, and to the extent that they survive as recoverable fabric, of the physical values associated with Hayles history and the WHS. We accept that, as long as the existence of the slips and dock here is adequately expressed so as to make their presence, function and importance manifest, and that no built development was placed on them, then it might be appropriate for them not to be excavated in full, and to form part of the development land (car-parking /gardens access etc.). The current scheme fails to achieve either of these caveats, and is, as it

stands, a retrograde step compared to the consented Masterplan. The proposed new sheet metal wall will damage historic fabric, will hide the evidence of the former inlets here, and the block of flats is unacceptable development on this sensitive archaeological site.

#### 4.0 Recommendations

We believe that the fundamental issues of concern relating to the impact of the proposed supermarket development, outlined above, can only be addressed by reducing the size of the supermarket building itself and by a radical re-think of the layout of the car-park. This position has been maintained by us throughout the lengthy negotiation process, as acknowledged in the Planning Services negotiations with ING.

As outlined above (section 3.1.1) the Council as LPA must be able to demonstrate that the World Heritage OUV has been appropriately considered in determining the application. There are a number of other issues which need to be resolved and will help to minimise negative impact on the character of the Quay, and in some cases (particular in regards to the exposure, treatment and repair of the quays themselves) are a pre-requisite of any permission. Again these recommendations have been suggested throughout the negotiation process.

#### 4.1 Carnsew Road

The barrier effect of the traffic layout on Carnsew Road will be difficult to overcome, but better relationship of the buildings and car park on the Gasworks site could mitigate the impact.

#### 4.2 Integrating Design

Integrate the design of all the related new build elements. The main structure of the supermarket is uncomfortably related to the ancillary blocks/cinema with their strong horizontals; a better solution would be to redesign the main elevations of the supermarket to reflect those of the smaller commercial units, and to lessen the scale and impact of the pitched roofs of the main block perhaps by having a northlight-style roof. Similarly, elements of the design of these intermediate buildings should also be reflected in the adjoining blocks of the housing scheme in some measure in order to break down the barrier-like character of the car-park to get the sense of an integrated scheme across the whole quay which is currently lacking.

Housing should be moved away from the eastern edge of the quay as much as is possible; should retain linear (but interrupted) form; should reflect much more clearly the former industrial aesthetic of the site, but should also reflect the design of other buildings facing into the car park area. The proposed restaurant should be removed from the application the site ideally given over to the public space at the north end of the quay. None of the principal buildings on site face or relate to the central car-park this creates a dead space, particularly unwelcome out-of-hours; thought should be given to creating active frontages onto the car-parking area. The car-park itself should not be landscaped in the traditional sense of soft landscaping, trees and planting, but reflect the historic quay barriers can be effected by timber baulks, or perhaps metal rails (reflecting the tramways formerly here) this should be a robustly detailed landscape. The layout should be revisited to break down the strong rectilinear boundaries of the car park, necessary only for the convenience of a speculative development.

#### 4.3 The slipways

Preservation in-situ of most of the Carnsew dock and slipways would be acceptable and may be preferable since their uncovering and reconstruction may involve damage to original material and some degree of speculative reconstruction. However, development on this site (in the sense of buildings) is not acceptable. Furthermore, the line of the proposed sheet steel wall should be re-drawn to strike from South Quay at a more pronounced angle, and to run at some substantial distance to the south of the proposed line in order to fully expose both sides of the curved training wall and cill running from Carnsew Quay; the present proposals would cause damage to the fabric and appearance of this wall. These changes would allow the sense of an inlet, of the presence of the dock etc, to be read.

Similarly, the line of the South Quay west wall should be expressed by changes in level at least along the length of the stone wall, not merely by coloured bricks in the hard landscaping as proposed. Any necessary change in alignment of the access road could be accommodated by removing the block of flats proposed in the slipway area, and by incorporating into the roadway the proposed heritage interpretation area, which is isolated and inaccessible, and unrelated to any meaningful heritage.

#### 4.4 The quayside walk/fishing boat access

As the proposals stand, what is currently an active quay with boats tied up all along its length to Penpol Creek, may end up being sterile and empty of boats. The proposed quayside walkway is a dour and uninviting route, materials poorly detailed, overlooked by the railed-off raised building platform and limited in width. Ideally it should be widened; substantial niches built into the raised building platform to be used as fishermen's stores or sheltered seating areas. Meaningful access should be provided to the quay (from the north end if necessary) for (fishing) boat owners to maintain the historic and current use. This is especially important now the South Quay is coming forward before implementation of other aspects of the Masterplan including the proposed new fishing station. Continued use of the quay as a quay is an essential part of its character as a listed building within the conservation area and the WHS.

#### 4.5 Repair of quays etc.

The schedules attached to the application require some adjustments; broadly acceptable, there is much detail to be agreed and carefully conditioned; HES will advise Planning as required on such issues as:

- The extent of replacement of iron cramps and specification of fixing materials;
- in repairing quay walls short lengths must be repaired and completed at a time to avoid considerable lengths of quay being dismantled at any one time.
- How precisely will the blocks to be removed are marked - what will be used to do this?
- Archaeological recording of the whole quay (including areas to be repaired) is needed in advance of the works; the methodology could be the same as that currently undertaken at Hayle North Quay.

The repair of the quay walls must be tied in by condition or agreement to the primary development that is the supermarket and to ensure it is a pre-condition of development and must be taken as single project for the whole development area. The outline elements of the proposals, particularly the housing, are unlikely to provide sufficient profit to pay

for the works, even of part of the quay. An agreed conservation management plan and quinquennial inspection and remediation of the listed quays should also be conditioned.

The net result of these changes should help to maintain the sense of the working quay that is actually still very apparent today, despite the supposed dereliction on site.

#### 4.6 Archaeological Mitigation

Additional mitigation and conditions are required in connection with the archaeological resource. We recommend if consent is given that an archaeological recording condition is included. PPS5 Planning for the Historic Environment: Historic Environment Planning Practice Guide recommends including words to the effect:

*No works pursuant to the consent are to be commenced or the development beneficially occupied before a relevant part or the whole of a Written Scheme of Investigation is carried out.*

This Written Scheme of Investigation will be submitted by the applicant and approved by the Local Planning Authority in consultation with Cornwall Council Historic Environment Advice.

Archaeological investigations are likely to be required in association with:

- the remedial works to the quay walls;
- to the areas of quays, dock and slips uncovered on the east side of South Quay (whatever the extent of that work the archaeological investigation so far carried out is insufficient to satisfy the requirements of this proposed condition);
- the surface of the South Quay itself the proposed raised building platform will either be piled into the quay, or require some degree of removal of surface layers, both of which have archaeological implications;
- any below-surface excavation associated with any other building or construction process elsewhere within the development area.

I hope this is of assistance, please do contact me if anything is unclear or further discussion is required.

Yours sincerely

Nick Cahill

Historic Environment Advice Manager

Environment Service