PROPOSED CONSTRUCTION OF EXTENSIONS & ALTERATIONS TO CLUBHOUSE, CONSTRUCTION OF ADDITIONAL ACCOMMODATION BUILDINGS, & CONSTRUCTION OF MANAGER'S ACCOMMODATION | DESIGN, ACCESSIBILITY & PLANNING APPRAISAL ADDRESS: CAPE CORNWALL CLUB, CAPE CORNWALL ROAD, ST JUST TR19 7NL CLIENT: MR A & MRS L CLEARY

DATE: MARCH 2021



Laurence Associates is retained by Andrew and Leanne Cleary ('the applicants') to progress a full planning application for development comprising the extension and alteration to the existing clubhouse building, the construction of two new accommodation buildings, and the construction of manager's accommodation at the Cape Cornwall Club, Cape Cornwall Road, St Just, TR19 7NL ('the proposed development').

This statement, alongside a review of the site history and relevant policies at both a local and national level, provides a description of the proposed development together with an appraisal of the planning merits of the scheme as a whole and should be read in conjunction with the suite of submitted drawings. A separate Historic Impact Assessment is submitted with this application.

It is concluded that the proposals are entirely consistent with relevant policies contained within the Cornwall Local Plan 2010 – 2030 (CLP 2016), as well as policies within the National Planning Policy Framework 2019 (NPPF 2019) and Supplementary Planning Guidance contained within the Cornwall Design Guide 2013 (Cornwall Design Guide 2013). Moreover, it is demonstrated within this statement that the development should be supported by the LPA and permission ought to be granted.

1.0 EXECUTIVE SUMMARY



The application site contains the Cape Cornwall Club Clubhouse, outside amenity space, practice putting green and car parking area, which is positioned on the Cape Cornwall headland approximately 1km west of St Just.

The property comprises several conjoined and repurposed agricultural buildings clustered into a courtyard pattern, with a newer building, housing swimming pool and fitness complex, filling the majority of the inner courtyard space. Walls of the outer courtyard buildings are constructed of rubble granite, with dressed granite lintels in many openings. Roofs are a mainly dual pitched with natural slate covering and some flat roofing. The inner courtyard building is of newer construction with timber clad masonry walls and a modern UPVC roof.

The property's existing windows and doors are hardwood / wood effect double glazed units. There is parking for approximately 25 cars to the north east of the property with an overflow field to the north capable of parking another 25 vehicles.

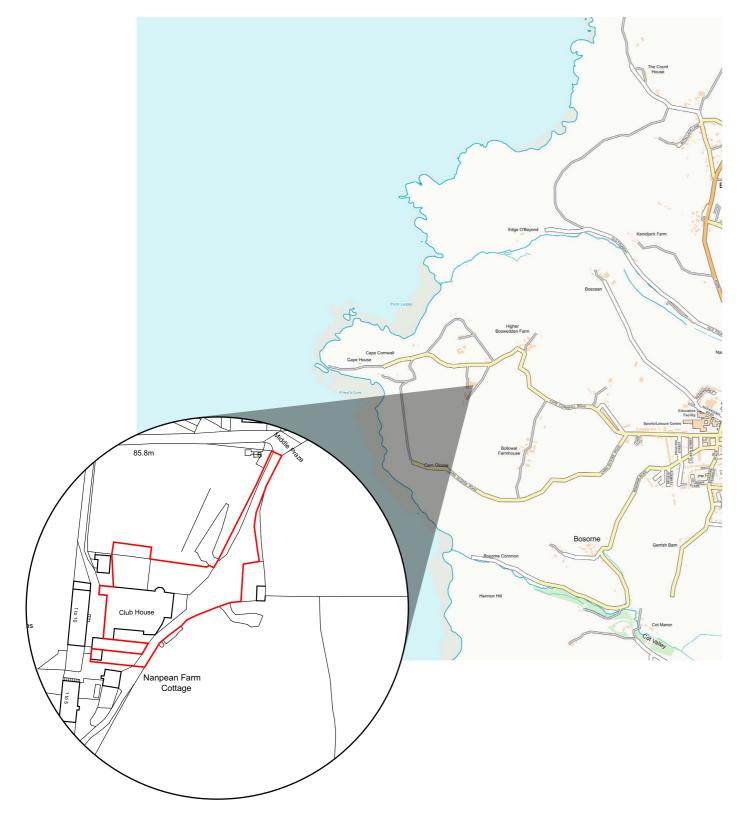
There are existing residential dwellings to the south, Nanpean Farm Cottage and Nanpean Farm Flats, which are of a similar appearance to Cape Cornwall Golf Club Clubhouse. To the west of the clubhouse is Nanpean Barns holiday lets. To the north west are Praze Cottages, a terraced row of traditional granite faced cottages with natural slate tiles and wooden sash windows. To the north is the Grade II listed Porthledden Hotel. The relationship between the application site and these dwellings will be discussed further within the Planning Assessment section of this report.

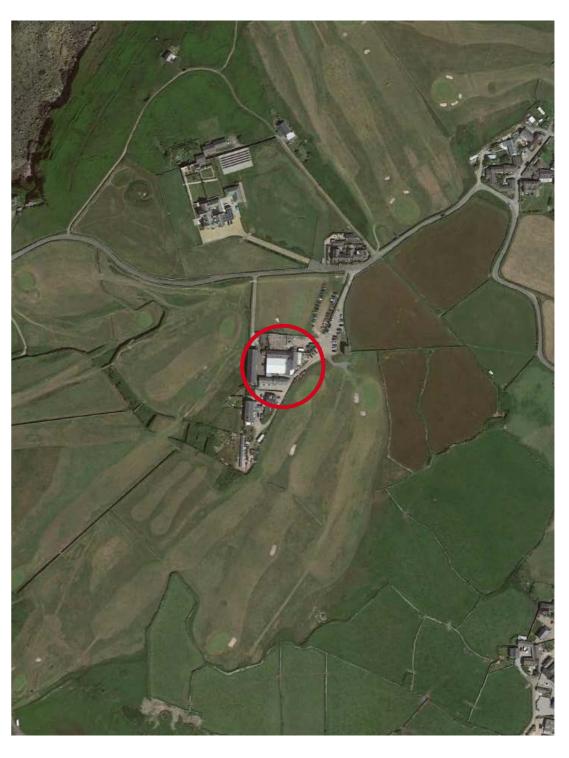
The property sits on a predominantly level site and due to the property's elevated position on Cape Cornwall Headland, the property is able to enjoy views of the coast to the north, west and south. The practice putting green and overflow car park area runs downhill from east to west, such that the terrace on the north-western fringe of the complex sits above it and the holiday unit immediately to the west.

The property is situated within the St Just and Cape Cornwall Article 4 Direction Order (Ref:AD4164), although this has no direct relevance to the proposals. The property is not statutorily listed, nor does it lie within a conservation area. However, there are two scheduled monuments within the vicinity; the Ballowall Barrow 600m to the south (Ref: DC0579) and St Helen's Oratory (Ref: DC01254) 500m to the west. In addition, there is the Grade II listed Cape Cornwall Chimney (DC012784) 630 m west of the site and Grade II listed Porthledden House 70m to the north (DC012866). There are no trees and, therefore, no Tree Preservation Orders within the site or nearby, it is not identified by the Environment Agency's flood risk map as being at risk from flooding, and there are no known ecological designations within or immediately adjacent to it. However, the site does fall within the West Penwith Coast and Moors part of the Cornwall Area of Outstanding Natural Beauty, the Penwith Heritage Coast and the St Just area of the Mining District World Heritage Site (Ref: DC01745), the implications of which are discussed later within this report.

2.0 EXISTING SITE







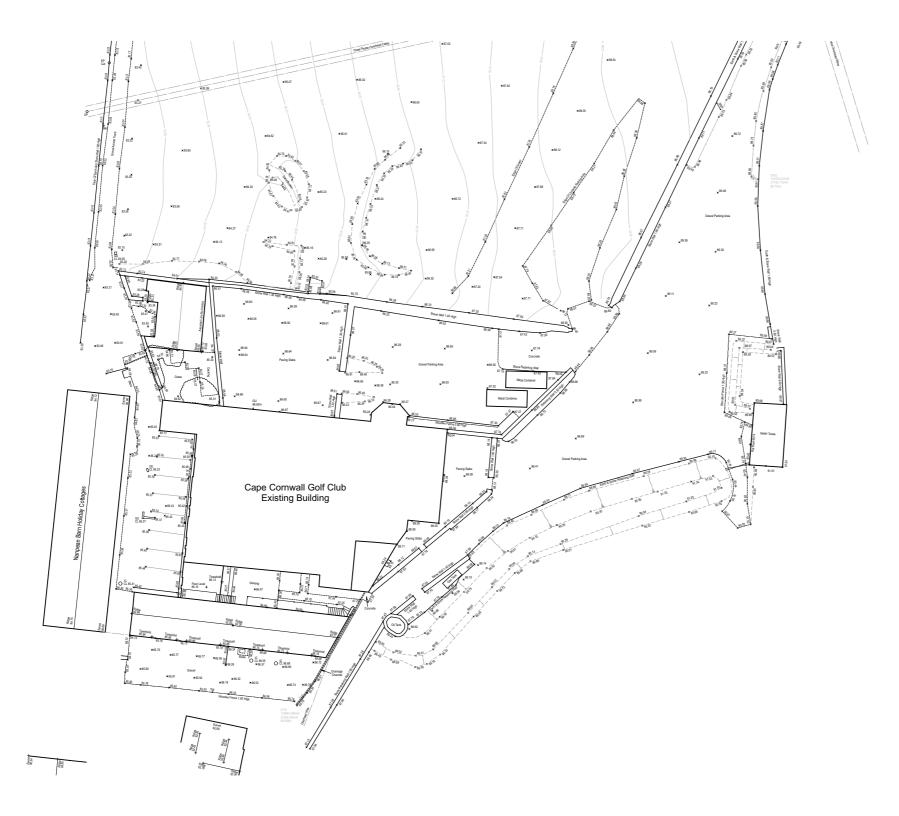
2.1 SITE LOCATION





2.2 LOCAL CHARACTER

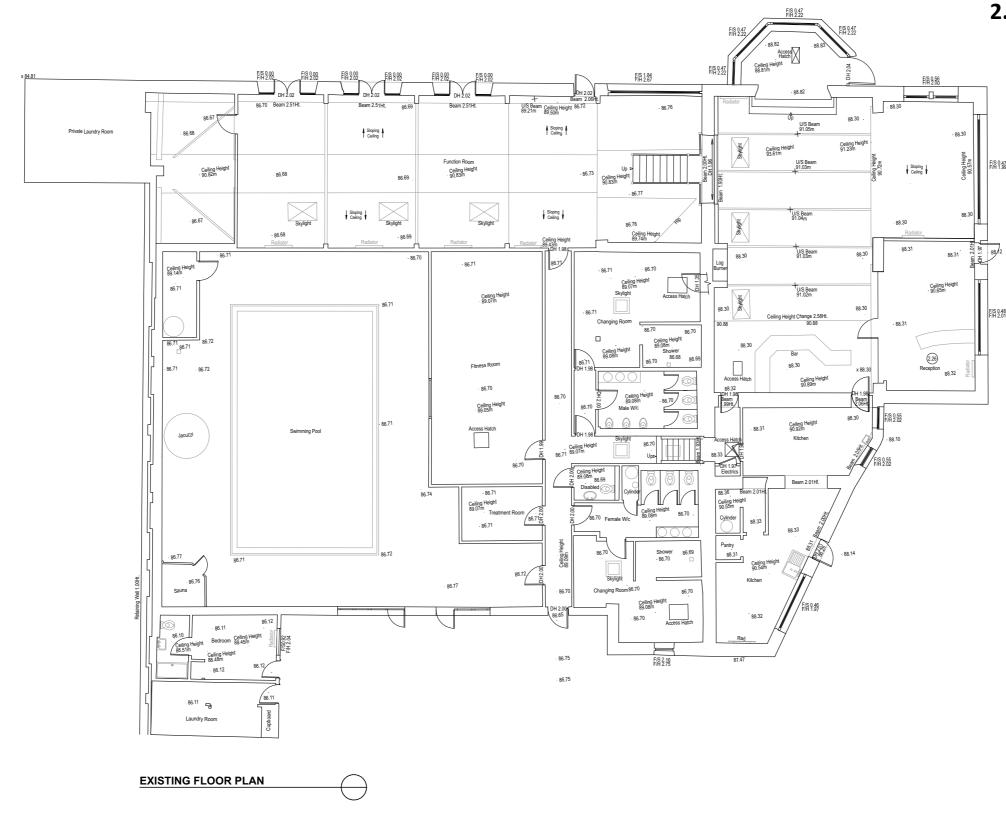




2.3 EXISTING SITE PLAN





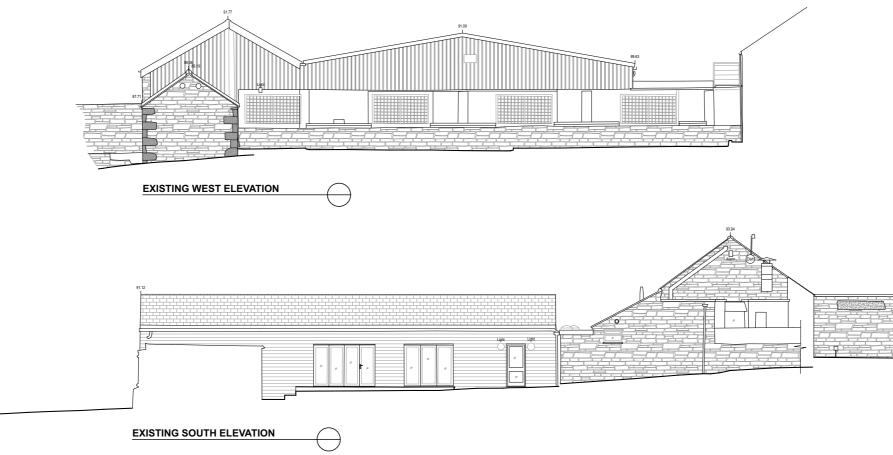


2.4 EXISTING PLANS



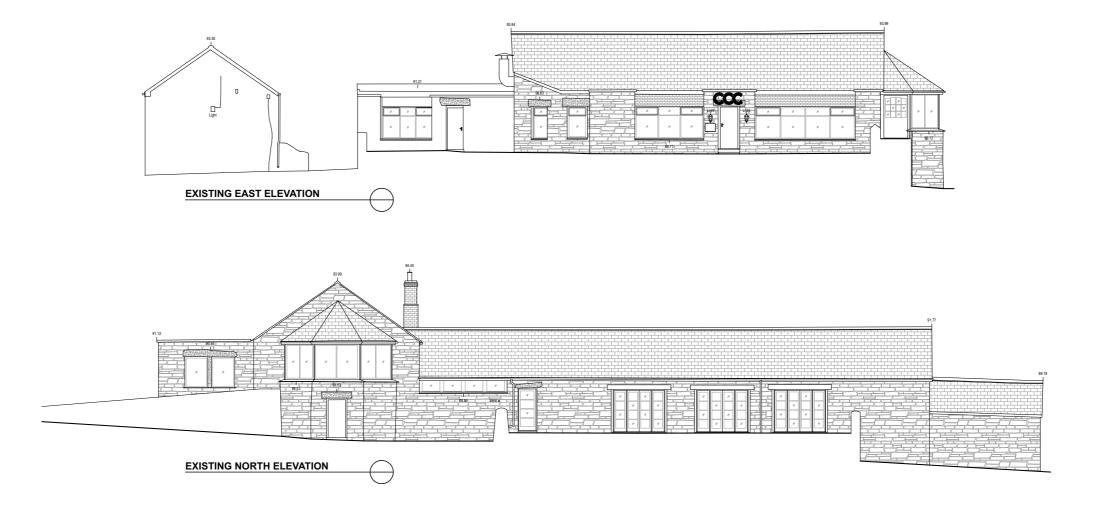
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3.0 RELEVANT PLANNING HISTORY

A search of Cornwall Council's online planning register has been undertaken in order to understand the site's planning history:

PA15/11572 - refused - the retention and completion of new greenkeepers building after removal of portable cabin and conversion of previous store within main buildings under PA12/11275. The reason for refusal was that its siting and bulk would have an adverse impact on the character and appearance of the area which is designated as a World Heritage Site and an Area of Outstanding Natural Beauty. In addition, no details have been submitted to assess the heritage impacts of the development as required by paragraph 128 of the National Planning Policy Framework 2012. The development is contrary to paragraphs 109,115,126,128,131,132,133,137 and 138 of the National Planning Policy Framework 2012 and policies CC-4 and CC-16 of the Penwith Local Plan 2004.

PA12/11275 - approved - the conversion of agricultural barn to holiday accommodation with laundry, drying area and office at Cape Cornwall Golf & Country Club St Just Penzance Cornwall TR19 7NL

W1/98/P/0328 – approved - the change of use from function rooms to form four selfcontained flats and installation of septic tank at Cape Cornwall Golf & Country Club, St Just, Penzance, Cornwall, TR19 7NL.

W1/90/P/0165 - approved - conversion of barn to additional club facilities at Cape Cornwall Golf & Country Club, St Just, Penzance, Cornwall, TR19 7NL.

W1/87/P/1232 - approved - the conversion and extension of farm buildings to form golf club house at Nanpean Farm, Cape Cornwall, St Just, Penzance, Cornwall, TR19 7NL.

A number of applications have been granted within the vicinity of the site, and in the historical landscape, for additional buildings and facilities associated with business and for private residential conversions and extensions:

PA20/08268 is awaiting decision for changes to previously approved Planning (PA12/11270) alterations and extension of existing Water Tower to be used as residential unit at Cape Cornwall Golf & Country Club, St Just, Penzance, Cornwall, TR19 7NL.

PA20/08550 - approved - the proposed conversion of single storey barn to dwelling and single storey extension at Barn, Nanpean Farm, Cape Cornwall, St Just, TR19 7NL.

PA19/10650 - approved - the Listed Building Consent for retention and completion of greenhouse at the grade II listed Porthledden Hotel, Cape Cornwall, St Just, Penzance, Cornwall, TR19 7NL.

PA10/05103 - approved - Listed Building Consent for the formation of outdoor swimming pool and construction of plant room and self-contained unit at the Grade II Listed Porthledden Hotel, Cape Cornwall, St Just, Penzance, Cornwall, TR19 7NL.

W1/88/P/0663 - approved - the conversion of barn to ten holiday flats at Nanpean Barn, Cape Cornwall, St Just, Penzance, Cornwall, TR19 7NL.



4.0 PROPOSED DEVELOPMENT

The business has a history of failure which has resulted in in some of the assets being sold off in the past. The new owners have identified an approach to increase letting accommodation and wedding event functionality and intend to improve and expand the business to this effect. The proposal is to provide more and better letting accommodation and extend and alter the clubhouse; so that its floorspace is enlarged, its appearance is modernised, and the accommodation better fits the needs of their clientele and staff. In addition, site security is identified as an issue and it is proposed to facilitate manager's accommodation onsite.

Whilst the proposed works are evident when comparing the existing and proposed plans and elevations, a brief summary of the changes is provided below.

- It is proposed to construct a single storey one bedroomed manager's dwelling on the northern side of the terrace. The boundary drops off significantly to the ground below, allowing the building to be built against the boundary wall and for the ground level to be excavated out to allow the building to be largely hidden from view. The basis for this approach relates to the historic evidence that this area originally contained glass houses, so the approach was to look at a design that reflected a light-weight agricultural style, rather than the heavier stone construction evident on standard farm buildings in this area. A proposed glazed gable has been inset to reduce the potential for glare, in line with discussions with and recommendations following discussions with the National Trust (see Consultations section later in this document). To enhance the design of the dwelling and make it appear as a lightweight agricultural style building in any caught glimpses, the building is to have; a single pitched Onduline roof; utilise timber window and door frames; vertical timber cladding to the external walls; and timber fascia and bargeboards. Rainwater goods are to be black to match the local vernacular.
- It is proposed to construct a function room extension to the north elevation. The extension is single storey and designed after consultation with National Trust to resemble a building of agricultural use, with particular regard paid to the openings with pillars in between and the use of natural stone and slate. Granite effect lintels and natural timber doors help naturalise the effect.
- It is proposed to remodel the restaurant bay to the north elevation. The proposal is to replace the half decagon restaurant bay with a rectangle shaped bay, utilising natural stone for external walls and slate tiles on a hipped roof to blend into the existing.

- It is proposed to remodel the entrance area to the east elevation. The proposal is to construct a dual pitched roof with natural slate tiles over the existing entrance area to the east elevation and slate hung gable ends. The existing east elevation will be externally remodelled to make the large window to the left of the main door full height, floor to ceiling and the window to the right of the door will be closed with natural granite rubble stone to match the existing. This will facilitate a reception and a lodging room. Access to the lodging room will be created by modifying the existing large window to the north elevation.
- It is proposed to create a letting room at the west end of the existing function room. To facilitate this a timber framed window with granite effect lintel is proposed to the north elevation.
- It is proposed to construct an eight bedroom guest accommodation building on the northern side of the complex. The building is proposed to be single storey with dual pitched roof covered with natural slate tiles, external walls constructed of granite rubble stone, timber framed windows doors and wood fascia. Natural slate cloaking will be utilised to the eaves and rainwater goods are to be black to match the local vernacular. The building is parallel to the northern boundary stone wall which will provide a proportion of screening. In addition, planting is proposed atop of the boundary wall to assist the screening.
- It is proposed to construct a single storey, dual pitched roof, four bedroom guest accommodation building on the southern boundary of the application site. The proposal is for external walls to be constructed of granite rubble stone, with timber framed windows and doors and for the roof to be covered with natural slate tiles and terracotta ridge tiles. Rainwater goods are to be black to match the local vernacular, natural slate cloaking will be utilised to the eaves and the south facing external wall will have no windows or doors to protect residential amenity.
- It is proposed to construct a new pitched roof over the kitchen area on the east elevation. Natural slate tiles are proposed to provide the covering.

Great care has been given to design a scheme which works with the existing topography, built features, historical, environmental and heritage setting in order to minimise the overall impact of the development. This is further demonstrated in the 'Design and Access' section of this statement.



5.0 PLANNING POLICY CONTEXT

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise; meaning amongst other things any other supplementary/ supporting planning documents and the government's guidance as set out in the NPPF 2019.

The statutory development plan for the site consists of the CLP 2016, whilst material considerations in this instance comprise national policies set out within the NPPF 2019, the AONB Management Plan (2016-2021), the Cornwall and West Devon Mining Landscape World Heritage Site Management Plan (2013-2018) and the Cornwall Design Guide 2013.

The Parish of St Just, within which the site is located, is designated as a Neighbourhood Plan area. The draft is currently being consulted upon before submission to the Local Authority and therefore may be regarded some weight in the decision-making process.



The Cornwall Local Plan

The following policies as contained within the Cornwall Local Plan are considered to be of most relevance to the proposals:

- Policy 1 'Presumption in favour of sustainable development'
- Policy 2 'Spatial Strategy'
- Policy 5 'Business and Tourism'
- Policy 12 'Design'
- Policy 13 'Development Standards'
- Policy 23 'Natural Environment'
- Policy 24 'Historic Environment'
- Policy 27 'Transport and accessibility'

Policy 1 sets out a presumption in favour of sustainable development. It states that, when considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development as enshrined within the NPPF.

Policy 2 sets out how proposals should respect and enhance the quality of place, provide solutions to current and future issues, and generate and sustain economic activity. It recognises the importance of providing jobs, placing a particular emphasis on providing employment opportunities which break the seasonal labour cycles, supporting the expansion of existing businesses and the indigenous businesses of agriculture, fishing, and mining amongst other things.

Policy 5 concerns proposals for new or enhanced business and tourism developments. The relevant part of the policy to this application is Part 1, which states that:

- '1. To ensure a continued supply of appropriate business space, proposals for new employment land and uses should be:
- c) in the countryside and smaller rural settlements, be of a scale appropriate to its location or demonstrate an overriding locational and business need to be in that location such as farm diversification; or
- d) an extension to an existing business where re-location would be impractical or not viable.

5.1 THE DEVELOPMENT PLAN

3. The development of new or upgrading of existing tourism facilities through the enhancement of existing or provision of new, high quality sustainable tourism facilities, attractions and accommodation will be supported where they would be of an appropriate scale to their location and to their accessibility by a range of transport modes. Proposals should provide a well-balanced mix of economic, social and environmental benefits.'

Policy 12 deals with design issues, while Policy 13 relates to development standards. Both seek good practice in terms of fundamental design and the relationship of the development to its surroundings.

Policy 23 relates to the natural environment. As per policy 12, the policy requires development proposals to sustain local distinctiveness and character, and protect and be of an appropriate scale, mass and design that recognizes and respects landscape character of both designated and undesignated landscapes. Point 2a. of the policy sets out that great weight will be given to conserving the landscape and scenic beauty within or affecting the setting of the AONB and states that proposals should be informed by and assist the delivery of the objectives of the Cornwall AONB Management Plan including the interest of those who live and / or work in them. Point 2b. of the policy requires development within the Heritage Coast to maintain the character and distinctive landscape qualities of such areas.

Policy 24 sets out that Development proposals will be permitted where they would sustain the cultural distinctiveness and significance of Cornwall's historic rural, urban, and coastal environment by protecting, conserving and where appropriate enhancing the significance of designated and non-designated assets and their settings. Development within the Cornwall and West Devon Mining Landscape World Heritage Site (WHS) and its setting should accord with the WHS Management Plan. All development proposals should be informed by proportionate historic environment assessments and evaluations (such as heritage impact assessments, deskbased appraisals, field evaluation and historic building reports) identifying the significance of all heritage assets that would be affected by the proposals and the nature and degree of any effects and demonstrating how, in order of preference, any harm will be avoided, minimised, or mitigated.



5.2 MATERIAL CONSIDERATION

National Planning Policy Framework (NPPF)

The NPPF is a material consideration in the determination of this application as per **Paragraph 2** of the Framework and Section 38(6) of the Planning and Compulsory Purchase Act 2004. It sets out Government planning policies for England and how these are expected to be applied.

The golden thread running throughout the NPPF is the Government's presumption in favour of sustainable development (**Paragraph 11**) whereby developments which correctly balance the requirements of economic, social and environmental issues should be granted planning permission unless there are strong reasons that permission should not be granted.

Paragraph 8 of the NPPF sets out the three dimensions to sustainable development: economic, social and environmental; all of which give rise to the need for the planning system to perform a number of mutually dependent roles.

Paragraph 38 states that LPAs should approach decisions on proposals in a positive and creative way and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area.

Of particular relevance to the application proposals are Sections 6, 12, and 16 of the NPPF, which each set out how new developments should conserve and enhance the historic environment, should achieve high standards of design and that proposals which serve as a boost to local economy should be welcomed.

Paragraph 80 states that 'great weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.' Of particular relevance to the application proposals is Section 12 of the NPPF, which sets out how new developments should achieve high standards of design.

Paragraph 124 places a strong emphasis on achieving high quality designs in new developments and states that good design is a key aspect of sustainable development.

Paragraph 127 further provides a number of design related criteria that is to be achieved during the decision-making process.

Section 15 considers the impact on the natural environment and **Paragraph 170** provides that new development should contribute to and enhance the natural and local environment. **Paragraph 172** states that great weight should be given to conserving landscape and scenic beauty in Areas of Outstanding Natural Beauty, whilst **Paragraph 173** sets out that development within a Heritage Coast designation should be consistent with the special character of the area.

Section 16 considers the impacts on the historic environment with **Paragraph 189** requiring that the significance of any heritage assets to be affected should be described, with the level of detail being proportionate to the asset's importance and discerned from the relevant historic environment record. A separate Heritage Impact assessment is provided with this application for this purpose.

Specific to this proposal is **Paragraph 192** of the NPPF which states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.



Paragraph 193 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be).

Paragraph 196 sets out that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Paragraph 200 concerns proposals affecting Conservation Areas and World Heritage Sites and sets out that 'Local planning should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.'

The Cornwall and West Devon Mining Landscape World Heritage Site Management Plan 2013-2018

The Cornwall and West Devon Mining Landscape World Heritage Site Management Plan has been produced subject to a sustainability appraisal, consultations, and a scrutiny and review process. It was adopted by the Council's Cabinet on the 31st of May 2017 March 2013 and can therefore be regarded as a material consideration.

Section 3.4 relates to the setting of the World Heritage Site and sets out how the Management Plan policies on protection of the setting are material consideration, which require planning authorities to assess impact on the Outstanding Universal value of the Site as a factor when making planning decisions.

Policy P3 requires planning authorities to ensure that new development protects, conserves and enhances the Site and its setting.

Policy C2 states that new development should add to the quality and distinctiveness of the Site by being of high-quality design and respectful of setting.

Paragraph 5.2.4, 'Protection of the Setting', considers the approach to be taken to assess the risk to a particular site, concluding that any assessment should be undertaken on a case-by-case approach.

Policy C8 states that traditional materials and skills will be encouraged in the maintenance of the authentic historic fabric within the Site.

Policy PN6: The economic benefits of the World Heritage Site should be promoted to support wider cases for sustainable heritage-led regeneration and cultural tourism.



The Cornwall AONB Management Plan 2016-2021

The Cornwall AONB Management Plan sets the agenda for the management of protected landscape. The current plan was adopted in May 2016 and therefore should be regarded as a material consideration.

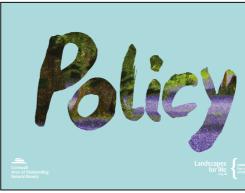
Policy MD6 supports new tourism, leisure and recreation development that conserves and enhances the diverse local landscape characteristics of the various sections of the Cornwall AONB. Ensure that the scale, design and use of materials have appropriate regard to the character, sensitivity and capacity of the protected landscape and seek better integration of existing holiday sites, visitor infrastructure, and car parks in order to reduce landscape and visual impact.

Policy MD9 states that any necessary development in or within the setting of the AONB will be high quality sustainable development that:

- is appropriately located, of an appropriate scale and addresses landscape sensitivity and capacity;
- is compatible with the distinctive character of the location described by the Landscape Character Assessment, with particular regard to the setting of settlements and the rural landscape;
- does not compromise the special qualities and characteristics of the AONB designation as outlined in the Statement of Significance foreach local section and relevant character assessments;
- maintains semi-natural corridors; •
- promotes the conservation of the historic environment as a whole and in particular those • designated heritage assets and their setting; including the Conservation Areas and World Heritage Site;
- is designed to respect quality of place in the use of distinctive local building styles and materials, dark skies, and tranquillity.

MD11 Promotes the use of local vernacular stone within built development and infrastructure, if necessary, by the small-scale and sensitive reworking of local quarries.

MD16 The replacement and redevelopment of existing dwellings, where justified, will be supported where the overall scale, density, massing, height, layout, materials, and landscaping of the development appropriately responds to local character.









The Cornwall Design Guide

The new Draft Cornwall Design Guide has been subject to a sustainability appraisal, consultations, and a scrutiny and review process. As adoption of the Design Guide is imminent, it is considered to be of material consideration, in addition to the current design guide that was adopted by the Council's Cabinet on the 13th of March 2013.

Section 4 of the draft Design Guide sets out the importance of an effective design process, and highlights that there are many factors to consider in designing a successful scheme, including the nature of the site itself, its surroundings, community needs and opinions, good design principles and local policies. **Section 4.13** highlights why understanding the context of any site is important, and **Section 4.20** sets out how the outcomes of the Context Appraisal should be used to establish design principles.

Section 5 of the draft Design Guide sets out the importance of ensuring Cornwall remains locally distinctive and highlights the importance on conserving the Cornwall and West Devon Mining Landscape World Heritage Site. **Paragraph 5.3** sets out the need for development to contribute to the sense of place through responding to local historical context.

The expectations regarding the design of building form are set out at **Section 5.26**, and expectations relating to material at **Section 5.29**. **Section 9.25** requires home to be as resource efficient as possible, and **Section 9.37** requires high quality materials to be used wherever possible on homes to minimise ongoing maintenance.

Section 2.9 of the Design Guide 2013 relates to design and details and seeks to ensure that developments are informed by the character of the area in which they are proposed.

Section 7.3 recommends buildings of simple form drawing from the local building traditions, that create a harmonious street scape and protect distinctive character.



The application site is subject to a 'Conservation Covenant' with the National Trust and, as such, the consent of the Trust is required for any works undertaken at the Club. The Trust owns the golf course and this is leased to the Club. In view of the Trust's control over development, detailed negotiations have been ongoing with its officers for more than a year. The Trust's fundamental control relates to the impact on the natural beauty of the Area of Outstanding Natural Beauty and, in particular, the potential impacts over the aeas of the surrounding landscape that it controls.

The current proposals have been approved by the Trust and consent granted under the terms of its covenant.

In addition to consulting with the Trust, an informal consultation has also taken place with St Just Town Council at its virtual meeting on 22 February 2021. At that meeting, no objections were raised to the proposal by any of the elected members; indeed, the comments that were received were entirely positive in the context of the design, and supportive of the business.

6.0 CONSULTATIONS



7.0 DESIGN & ACCESS STATEMENT

The application seeks full planning permission for the proposals that are detailed fully within the suite of submitted drawings.

Amount

The proposed development involves extensions to the function area and restaurant bay, alterations to the front elevation, new roof over the kitchen and front elevation and the development of two lettings buildings and a manager's accommodation building.

Layout

Both an existing and proposed site layout are submitted with the application, extracts of which are provided below. The main building is to remain in its current position, but the footprint is to be extended slightly further to the north with a very modest extension. The new lettings buildings and managers accommodation introduce new buildings into the existing farmstead cluster pattern; however, the pattern remains.

Scale

The scale of the amended buildings would be proportionate to the size of the complex, and the character and appearance of the area. The size of the amended scheme is commensurate to the size of existing properties and matters of residential amenity are fully respected.

Landscaping

No significant changes to the property's existing landscaping are proposed within this application. Only modest changes are proposed to the northern boundary wall where planting will be introduced to aid screening.

Appearance

The proposed works seek to expand, refresh and modernise the appearance of the property, whilst respecting local character through the use of natural granite rubble stone, slate and timber. The buildings overall height remains unchanged and new additional buildings to the site have been designed to merge, camouflage and integrate into the existing site. The works are expected to improve both the quality and appearance of the site which will in turn contribute positively to the heritage and historical street scene.

Access

No changes are proposed to the property's existing access arrangements or external parking area that is located to the front of the property.



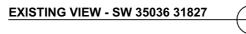


7.1 PROPOSED SITE PLAN







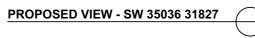


CAPE CORNWALL CLUB | PHOTOMONTAGES-EXISTING

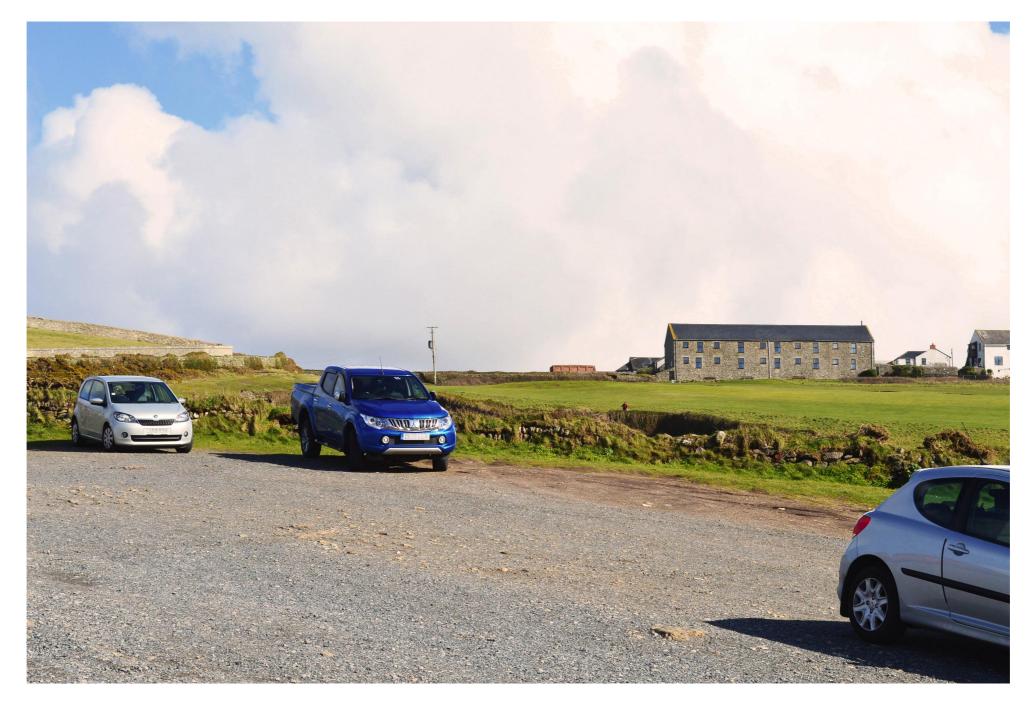
7.2 PHOTOMONTAGES

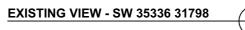






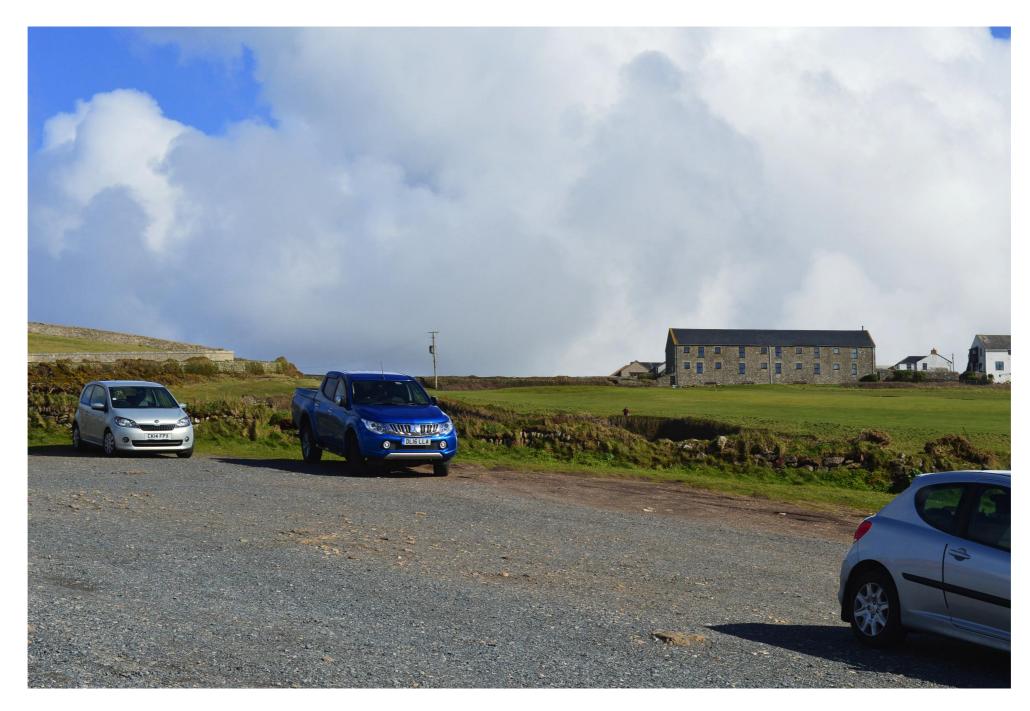


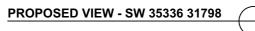




CAPE CORNWALL CLUB | PHOTOMONTAGES-EXISTING







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CAPE CORNWALL CLUB | PHOTOMONTAGES-EXISTING





PROPOSED VIEW - 35622 32491

