



Appeal Decision

Site visit made on 24 March 2026

by Juliet Rogers BA (Hons) MA MRTPI

an Inspector appointed by the Secretary of State

Decision date: 01 June 2026

Appeal Ref: APP/D0840/W/25/3371805

25 Trevenson Street, Camborne, Cornwall TR14 8JD

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) against a refusal to grant planning permission.
 - The appeal is made by Mr Ian Dunn against the decision of Cornwall Council.
 - The application Ref is PA24/07059.
 - The development proposed is a 1 bed dwelling.
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Decision

1. The appeal is dismissed.

Preliminary Matters

2. As the appeal site is located within the Camborne Conservation Area I have had regard to section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) (the Act).
3. Reference is made, within the Design and Access Statement¹ submitted with the application, that the proposal comprises an annexe to the host dwelling. However, this is not the description of development entered on the application form nor the form of development considered by the Council when determining the application. Therefore, I have determined the appeal on the same basis.

Main Issues

4. The main issues are:
 - the effect of the proposal on the character and appearance of the area;
 - whether the significance of the Cornwall and West Devon Mining Landscape World Heritage Site (WHS) would be conserved and the extent to which the proposal would preserve or enhance the character or appearance of the Camborne Conservation Area (CCA); and
 - whether future occupiers of the proposal would be likely to experience adequate living conditions in respect to daylight, outlook and external space.

Reasons

Character and appearance

5. The appeal site comprises part of the lengthy and narrow rear garden of the existing dwelling at 25 Trevenson Road (No.25) which, in turn, forms part of a continuous terrace of properties positioned directly adjacent to the pavement.

¹ Rev 2: prepared by Kairos Architecture; undated

Although not identical, these dwellings have a modest, workers cottage style appearance, particularly when experienced from the street. The properties either side of the site also have narrow rear gardens of a similar length, before gradually reducing in depth between No.25 and 1 Trevenson Road.

6. No on-site parking is provided to the front of No.25 for the existing occupants. However, the site's informal hard surface treatment means it is suitable for parking, with access for vehicles provided via the service lane between Trevenson Road and Trevenson Lane. This is not an uncommon arrangement in the block formed by Trevenson Road, Union Street and Tolcane Street, with flat roof, single storey garages/workshops, as well as for some, or instead of, space for parking.
7. The rear elevations of a significant proportion of (if not all) the dwellings forming the block have been extended with a wide variety, in terms of scale and type, of additions. Together with the differing garden depths, the ad hoc arrangement of outbuildings and variety of surface and boundary treatments creates a largely incoherent character to the rear, in stark contrast to the formal, straight façades and consistency in external materials used at the front. Nonetheless, this area has a clear function as providing spaces and built form that support the residential use of the dwellings they serve.
8. Although the proposed dwelling has been designed to possess a simple character, its length would be significantly longer than other structures nearby. Furthermore, despite its single storey height, the proposed mono-pitched roof would accentuate the scale of the dwelling. When viewed alongside the flat roof garage associated with 23 Trevenson Road, the proposed dwelling would be significantly bulkier. The proposal would also result in the introduction of a dwelling into the rear of the block and a severing of part of No.25's garden area thereby disrupting the existing pattern of development and diminishing the primacy of the Trevenson terrace.
9. While there would be no net increase in parking spaces, waste and recycling stores and bicycle storage for the proposed dwelling would be provided. Together with other domestic paraphernalia, the proposal would be a clearly distinguishable and separate residential unit from the host dwelling, further undermining the character and function of the service lane.
10. I conclude that the proposal would harm the character and appearance of the area, in conflict with policies 2 and 12 of the Local Plan², insofar as they seek to ensure the design of a development is high quality and demonstrates a cultural, physical and aesthetic understanding of its location. It also conflicts with the expectations of the Design Guide³ that the character of an area should be reflected in the density and urban grain, amongst other elements. Due to the scale of the proposal, the level of harm would also be low and I afford minor weight to the proposal's policy conflict.

Heritage Assets

11. The appeal site is located within the Cornwall and West Devon Mining Landscape World Heritage Site (WHS), an area internationally recognised to be of Outstanding Universal Value (OUV) due to its cultural and/or natural significance

² Cornwall Local Plan Strategic Policies 2010-2030 (Local Plan)

³ Cornwall Design Guide 2021 (Design Guide)

which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations⁴.

12. The OUV of the WHS is set out within the WHS-SPD⁵ and comprises attributes that exhibit an important interchange of human values on developments in technology; bear a testimony to a living cultural tradition; and constitute an outstanding technological ensemble in the landscape. The appeal site is located within the Camborne and Redruth Mining District Area (A5) of the WHS; an area the described as being the most heavily industrialised mining district of the WHS and contains the most significant centres of mining population.
13. With specific regard to Camborne, the significance of this part of the WHS is derived from the numerous terraces of worker housing that line linear streets of a scale the WHS-SPD suggests represents a deliberate organisation or pattern of development, together with the historic character of the Town Centre. The significance of the CCA, insofar as it is relevant to the appeal, also lies in the growth of the town to accommodate and support the local mining community and their families. Being located within a terrace of former mine worker cottages, No.25 and its garden area makes a small, yet important, contribution to this significance.
14. As highlighted above, the character to the rear of the rows of terraced streets is distinctly different from the more linear elevations of the miner's homes. However, while extensions, additions and outbuildings have been constructed at the rear, the compact nature of the two-up, two-down miner's accommodation remains appreciable through the narrowness of the plots and the low level boundary walls which allow views between the properties and from the service lane.
15. Furthermore, the rear access arrangement provides an insight into how the properties functioned to support the miners and their families and is replicated within other blocks formed by linear streets nearby, including: between William Street and Tolcarne Street; and Moor Street and Mitchell Lane. While the lack of vegetation, including the loss of vegetable plots, in the rear gardens backing onto the service lane may be a consequence of the extent of outbuilding development, other factors, such as changes in ways of living, will also have contributed to this. The significance of this part of the WHS or the CCA is not, therefore, limited to the terraced frontages of the cottages.
16. As already highlighted, the proposal would split the existing lengthy and narrow plot of No.25 and introduce a new dwelling into an area which contributes to the significance of Camborne's mining history. This would have a harmful effect on the significance of the WHS and the CCA. Hence I conclude that the proposal would not conserve the significance of the WHS nor conserve or enhance the significance of the CCA. The proposal conflicts with policies 2, 12 and 24 of the Local Plan where they require development to be provided in a way which sustains and reflects the cultural distinctiveness of its surroundings.
17. It would also conflict with Policy C1 of the Climate DPD⁶ which aims to conserve and enhance the historical and cultural context, according to an areas level of significance. As the WHS-MP⁷ within policies P2, C2 and C9 aims to ensure that the WHS is managed in a way which protects, conserves and enhances the

⁴ Planning Practice Guidance- Paragraph: 028 Reference ID: 18a-028-20190723

⁵ Cornwall and West Devon Mining Landscape World Heritage Site Supplementary Planning Document (WHS-SPD)

⁶ Council's Climate Emergency Development Plan Document (Climate DPD)

⁷ Cornwall and West Devon Mining Landscape World Heritage Site Management Plan 2020-2025 (WHS-MP)

historic character of this heritage asset, and that development adds to its quality and distinctiveness, the proposal also conflicts with these policies.

18. With specific reference to the CCA, the proposal runs contrary to s72(1) of the Act which requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of that area.
19. The level of harm to both these heritage assets would be less than substantial. Taking into account the scale of the proposal, the magnitude of the harm to both the WHS and the CCA would be towards the lower end of the less than substantial scale. Nonetheless, this carries considerable importance and weight, consistent with the statutory duty in the Act.
20. In accordance with the Framework, I attach great weight to the conservation of these assets, noting that the more important an asset is, the greater the weight should be, irrespective of the level of harm to its significance. Further, the Framework states that harm to, or loss of, the significance of a designated heritage asset requires clear and convincing justification and should be weighed against the public benefits which would be derived from it. This heritage balance will be addressed below.

Living conditions

21. A window is proposed on the side elevation of the dwelling, serving the main open plan kitchen, dining and living space. Due to the proximity of the proposed window with the garage located within the garden area of the neighbouring property, the outlook from this opening would be principally of a featureless wall. However, this would not be the sole opening serving the open plan kitchen, living and dining room as sliding doors are proposed on the dwelling's rear elevation, providing an alternative outlook to the rear.
22. The side window's close relationship to the garage would be such that the amount of daylight reaching the living space via this window would be low. Again, however, given the glazed doors and modest size of the open plan living space, sufficient daylight would be able to reach this room, thereby preventing it from being gloomy and oppressive.
23. In relation to amount of private external space, the Design Guide expects all homes to have access to a well-proportioned garden area to the rear of the dwelling (generally at least equal in size to the footprint of the home). The evidence before me indicates that the main garden area to the rear falls short of this expectation. However, the use of the words 'generally' and expectation imply that there may be situations where the proposed area of rear external space is not at least equal in size to the footprint of the home. The Design Guide also elaborates that the area of provided should be sufficient to accommodate a range of activities such as clothes-drying, relaxation, play and food growing, and that bin and bike stores should be provided in easily accessible locations.
24. Therefore, although not all to the rear, when the area to the front of the dwelling to accommodate stores for waste and recycling bins, and a bicycle, is combined with the main garden area, the Design Guide expectation would be achieved. Given the rectangular proportions of the rear garden area, I see no reason to conclude that it would not provide sufficient space for the single occupant of the proposed dwelling to dry their clothes, relax and grow plants.

25. I conclude that future occupiers of the proposal would be likely to experience acceptable living conditions in respect of daylight, outlook and external space. Consequently, the proposal accords with the Design Guide insofar as it relates to these living conditions and Policy G1 of the Climate DPD which includes the Design Guide's external space expectations.

Planning Balance

26. The provision of a single additional dwelling would provide social and economic benefits derived from the construction and occupation of it. It would also be beneficial to the local housing stock, particularly given the housing crisis in Cornwall as demonstrated in several documents⁸ drawn to my attention. These documents include plans and strategies for addressing not only the current housing crisis but also the failure of the market to deliver 1-bed homes and the rise in demand for open market and rental homes resulting from the increase in home-working post pandemic and from the growth of tourism.
27. From an environmental perspective, the use of an air source heat pump for heating and photovoltaic panels for energy would also provide benefits. Furthermore, the site's location within an area accessible on foot to shops, education, leisure and community facilities, as well as the town's bus and train stations, provides opportunities to encourage alternative uses of transport to the private vehicle. Other educational establishments and employment areas can be found slightly further afield. As such it represents a location supported by Policy 3 of the Local Plan (and amplified within the CPOAN⁹), which aims to direct growth to areas within or immediately adjoining a settlement.
28. Nevertheless, although the scale of the proposal would permit the development to be delivered quickly, the aforementioned benefits would be correspondingly small in scale. Compliance with elements of policies 1, 2 and 3 of the Local Plan and policies SEC1 and T1 of the Climate Emergency DPD, or the provision of policy-compliant waste and bike stores are neutral factors in my decision.
29. While I have concluded that the future occupiers of the proposed dwelling would be afforded an adequate level of living conditions, I have found it would lead to a low level of harm to the character and appearance of the area and a low level of less than substantial harm to the significance of the WHS and the CCA. As a consequence, the proposal conflicts with the development plan as a whole.
30. The evidence before me indicates that the Council is unable to demonstrate a five-year supply of deliverable housing sites, with the latest position, as set out within the Cornwall 5 Year Housing Land Supply Statement (1 July 2025), representing a 3.9 year supply. This is not an insignificant deficit.
31. The consequence of the housing supply position is that the presumption in favour of sustainable development at paragraph 11di of the Framework, and reflected in Policy 1 of the Local Plan, is relevant. This states that planning permission should be granted unless the application of policies in the Framework that protect areas or assets of particular importance, such as designated heritage assets, provides a strong reason for refusing the development proposed.

⁸ Securing Homes for All: A Plan to meet Cornwall's Housing Crisis – adopted 15 December 2021 at a Council Cabinet Meeting; Cornwall Local Plan: Strategic Approach and Call for Sites – Cabinet Report dated 8 November 2023; Housing Crisis Plan – Summary of Proposed Key Measures (undated); extract from Cornwall's Housing Strategy for Cornwall to 2030 (undated)

⁹ Planning Officer's Advice Note: Infill/Rounding Off, December 2017

The heritage balance

32. In accordance with the Framework, it is necessary to weigh the low levels of less than substantial harm to the significance of the WHS and the CCA against the public benefits identified above. Whilst public benefits would be derived from the proposal, their small scale do not outweigh the considerable importance and weight given to the less than substantial harm identified to the significance of the WHS and the CCA. Clear and convincing justification for this harm has not been demonstrated. The proposal would fail to conserve the significance of the WHS, and the character or appearance of the CCA would be neither conserved nor enhanced.

Overall planning balance

33. The proposal would result in some public benefits from the net gain of a single dwelling in an area where there is a need for housing, particularly 1-bedroom properties. These factors weigh in favour of the grant of planning permission, albeit at a small scale.
34. However, my conclusions above regarding the harm to the significance of the WHS and the CCA are sufficient to provide a strong reason for refusing the proposal. As a result, the presumption in favour of sustainable development set out at paragraph 11d of the Framework does not apply.

Conclusion

35. The proposal conflicts with the development plan and there are no material considerations, including the presumption in favour of sustainable development, which indicate that a decision should be made other than in accordance with it. For the reasons given, the appeal is dismissed.

Juliet Rogers

INSPECTOR