

July 2021



Full Planning Permission

DESIGN, ACCESS AND PLANNING STATEMENT

Proposed Construction of Single Storey Annexe Accommodation

Trevelloe House, Lamorna, Penzance, TR19 6NX

Prepared By Cornwall Planning Group



HEAD OFFICE
Chi Gallos,
Hayle Marine Renewables Business Park,
North Quay, Hayle,
Cornwall, TR27 4DD

www.cornwallplanninggroup.co.uk
office@cornwallplanninggroup.co.uk
T: +44 (0)1736 448500

Registration No: 04345204
VAT No: 221707243

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1.0 Summary

This Design, Access and Planning Statement has been prepared to accompany a full planning application and associated listed building consent for the construction of a single storey detached annexe form of accommodation in the grounds of Trevelloe House, Lamorna, Penzance ('the application site').

Trevelloe House is located in a secluded, rural area approximately 1.5 miles to the north of the coastal village of Lamorna. The proposal seeks the construction of a modest detached annexe located to the front of the property, for elderly family members who require constant care and live in support. It has been determined that the proposal accords with Cornwall Councils' Guidance Note in respect to annexe accommodation in the countryside and that there is clear justification for the proposal.

Trevelloe House dates from the early 19th Century and is a Grade II* listed building. A Heritage Impact Assessment has been prepared and accompanies this application and considers the effect of the proposal on the setting of the listed building.

The proposed development considers the constraints and opportunities of the site and has been sensitively designed so as to compliment the host dwelling, Trevelloe House. It is considered that the proposal is consistent with the policies contained within the Cornwall Local Plan 2010 – 2030 and the National Planning Policy Framework 2019, the guidance contained within the Cornwall Design Guide 2013 and Annexe Guidance Note (2020).

2.0 Application Site

The site, as outlined in red in the attached Location Plan, is located approximately 1.5 miles to the north east of Lamorna and approximately 4 miles to the south west of Penzance, within the jurisdiction of St. Buryan, Lamorna and Paul Parish Council.

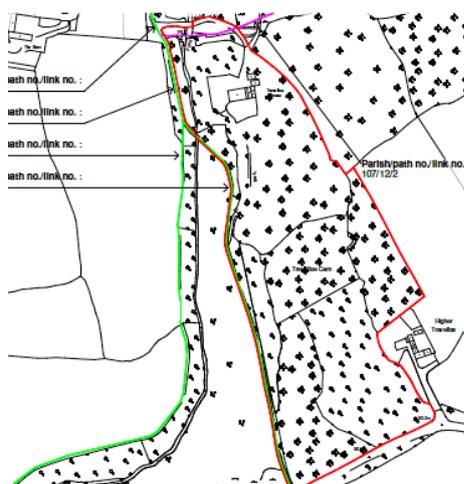


Figure 1 – Extract of Location Plan

Figure 2 – Aerial imagery of site (Google Images)



Figure 3 – South elevation of Trevelloe House from drive



Figure 4 – West (front) elevation of Trevelloe House



Figure 5 – Location of proposed annexe to the west of Trevelloe House



Figure 6 – West elevation of Trevelloe House and driveway

Trevelloe House was designed by architect Arnold Mitchell FRIBA and built in 1911 for the Bolitho Estate. It is characteristic of Mitchell's style, with tall gables, slate hanging and long ranges of mullioned windows. The house sits within an extensive garden with long sweeping drive from the south, that leads to a large gravel driveway and turning area adjacent to the property. A detached garage and store is located to the side (north) of the property and a small summerhouse is located within the garden.

3.0 Planning Constraints

The site is not subject to any particular landscape designations.

It is located within a Tree Protection Order Reference Number P/14/10 TPO1 – Lamorna and Trevelloe comprising mixed conifers and deciduous trees consisting mainly of Elm, Oak, Chestnut and Pine. The site is located in flood zone 1, with the lowest probability of flooding.

Trevelloe House is a Grade II* listed building:

PAUL SW 42 NW 5/9 Trevelloe House - GV II Small country house. Built in 1911 for W.E.T. Bolitho and designed by Arnold Mitchell FRIBA, an architect who for a time worked with Lutyens. Granite rubble with granite dressings to ground floor sill level Cumbrian slate hanging above. Steep Cumbrian slate roof with sprocketed projecting eaves, swept valleys with gable ends and central cross gable. Moulded oak bargeboards slate hung axial chimneys with moulded granite cornices. Service wing has hipped roof with central ramped conical roofed dovecote. Plan: Virtually unaltered plan. Rectangular-on-plan house 3 bays long with fireplaces in the cross walls between the bays. First and second floor are in a tall roof space with central cross gable. There is a single-storey range storeroom at far right linked to the house by a narrow walled courtyard. Drawing room is on the left with entrance hall behind, approached by doorway in left-hand end wall; central dining room with stair hall behind and on the right and entrance hall (originally a sitting out room) with kitchen and small former service rooms behind. On the right is a narrow walled courtyard and on the far right is a series of store rooms (originally for coal, wood, lamps and soot). The house has thick rubble outer walls and brick inner walls with a cavity between; it was designed with water-closets, central heating and generated electricity. The original architects plans and elevations survive and are in the possession of the owner. Exterior: Ground floor walls under the eaves and 2 floors in the high roof space above with their windows in the gables. Unaltered elevations with original hardwood casement windows with glazing bars. Nearly symmetrical south front with central cross gable. There are 3 projecting canted bays to the ground floor, those at left and middle are windows; the one on the right was originally open in its central bay but is now fitted with a door. First (attic) floor has two 3-light windows, second (attic) floor has a 2-light window. West entrance front: Ground floor has central bay window and granite doorway with roll-moulded jambs and lintel and original small panelled oak door; first (attic) floor has three 2-light windows and second (attic) floor has one 2-light window. Rear has 2 bay windows towards left and right. These are an external design feature. Inside the left-hand bay window is the original scullery and inside the other window is the original water-closet. Interior: Virtually complete and unaltered interior has good quality features in largely C18 style but with many Art Nouveau details. There are particularly good quality features in the drawing room, stair hall and dining room, including: moulded and carved plaster ceilings; chimney-pieces; 2-panelled doors and panelled stair hall. Many of the fireplaces and other features have original green and patterned tiles and there are many original fittings.*

Gate piers at approximately 40m north of Trevelloe House are Grade II listed (List Entry No 1143919): *Gate-piers at approximately 40 metres north of Trevelloe House GV II Gate-piers. 1911. For W.E.T Bolitho and designed by Arnold Mitchell FRIMA. Granite ashlar piers with moulded cornices and ball finials. Square on plan.*

Gate piers approximately 80m to the south of Trevelloe House are Grade II listed (List Entry No 1143920): *Gate-piers and gate at – approximately 80 metres south of Trevelloe House GV II*

Gate-piers. 1911. For W.E.T. Bolitho and designed by Arnold Mitchell FRIBA. Granite ashlar piers with moulded cornices and ball finials. Square on plan.

There are numerous non-designated heritage assets in the vicinity of the site as follows:

- Kerris Vean the north west of the site is a Medieval settlement first recorded in 1440 (HER No 28909.10);
- Kerris Vean – Iron Age grave (HER No 28780) approximately 20m south of The Barn, Kerris Vean;
- To the south east of the site there are recoded findspots, including HER Number 28781.10 – Trevelloe Bronze Age findspot (two urns, placed mouth downwards, in a barrow at Trevelloe and HER Number 28928 – the find of four large chunks of flint;
- Trevelloe – Bronze Age barrow (HER No 28781) immediately above Trevelloe Carn.

4.0 The Proposal

This application seeks permission for the construction of a single storey detached annexe. The annexe comprises one bedroom with full disabled bathroom and open plan dining and living area, with level access to the garden area. The proposed annexe is required in order to provide accommodation for the applicant's elderly relative who requires 24-7 care.

The annexe is located to the front of the host dwelling in order to ensure integration and a degree of connection between the two buildings, within a level area that would have good integration with the garden and driveway.

The proposal would be of high quality architectural design minimising some of the design features of the host dwelling, including natural slate roof and slate hanging as with the adjacent dwelling, conservation style rooflights and Cornish stone.



Figure 7 – Proposed Site Plan showing location of proposed annexe to the west of the principal elevation of Trevelloe House



Figure 8 – Extract of proposed elevations

5.0 Relevant Planning History

A search of Council's online planning register has revealed the following applications for the subject site:

PA19/06860 – Installation of pre-fabricated timber summerhouse – approved 4 October 2019. This application approved a small hexagonal high quality timber garden building with a painted finish under a lead roof, set back at the furthest end of the garden under a tree canopy. It was considered that the building was appropriate and that there would be no adverse impact on the grade II* listed house or its setting.

6.0 Planning Policy Assessment

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. The statutory development plan for the site consists of the Cornwall Local Plan 2010 – 2030 whilst material considerations, in this instance, comprise national policies set out within the National Planning Policy Framework (2021), the Cornwall Design Guide and the Annexe Guidance Note (2020).

6.1 Cornwall Local Plan 2010 – 2030

This document forms part of the Development Plan and is the current local planning document that sets out the vision and development control policies that are applicable to Cornwall.

Policy 1 asks that Council takes a positive approach that reflects sustainable development and that Councils work together with applicants to ensure proposals are approved wherever possible and to secure development that improves the economic, social and environmental conditions in the area.

Policy 2 looks at the spatial strategy and requests that proposals: respect and enhance quality of place; provide solutions to current and future issues; and generate and sustain economic activity. 3.b. seeks to provide homes in a proportional manner where they can best sustain the role and function of their local communities and that of their catchment.

Policy 12 relates to the provision of high-quality and sustainable design whilst policy 13 relates to development standards which, amongst other things, relates to the protection of amenity and parking and access standards.

Policy 21 refers to the best use of land and existing buildings, provided they are not of high environmental or historic value.

Policy 23 relates to the natural environment and seeks for development proposals to sustain local character and distinctiveness. Point 2 specifically relates to Cornish landscapes and advises that development should be of an appropriate scale, mass and design that recognises and respects landscape character of both designated and undesignated landscapes. Policy 23 also relates to net gains from a biodiversity perspective and seeks to enable net gains by designing in landscape and biodiversity features and enhancements.

Policy 24 relates to the historic environment and requests that development proposals protect, conserve and enhance the significance of designated and non-designated assets and their settings. It is expected that development proposals sustain the cultural distinctiveness and significance of Cornwall's historic rural environment and take opportunities to better reveal their significance.

It requires all development proposals to be informed by proportionate historic environment assessments and evaluations 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 or preference, any harm will be mitigated. Any harm to the significance of a heritage asset must be justified.

Policy 26 of the CLP relates to climate change and flood risk management and seeks to ensure that development should be sited, designed and of a type that increases flood resilience; minimises or reduces flood risk on site and in the area and replicates natural ground water surface water flows and decreases surface water run-off.

Policy 27 relates to transport and accessibility and requires all developments to provide safe and suitable access to the site and not significantly impact on the local road network.

6.2 Neighbourhood Development Plan

When a Neighbourhood Development Plan (DNP) comes into force, it becomes part of the statutory development plan for the area that it covers. At the present time the Parish of St. Buryan, Lamorna and Paul are yet to produce a draft NDP and therefore, at this stage, it is not attributed any weight in the decision making process.

6.3 National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) is a material consideration in the determination of this application and was recently updated in July 2021. It sets out the Government's overarching planning policies for England and how these should be applied.

Paragraphs 1-6 provide the introduction to the NPPF and details how the NPPF sets out the Government's policies for England and how these should be applied, as well as provides the framework within which locally prepared plans can be produced. It sets out that applications are required to be determined in accordance with the development plan unless material considerations indicate otherwise.

Chapter 2 relates to achieving sustainable development with paragraph 7 advising that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 8 sets out the three overarching objectives being: economic; social and environmental, that includes using natural resources prudently as well as moving to a low carbon economy.

Paragraph 10 makes it clear that there is a presumption in favour of sustainable development at the heart of the Framework.

Paragraph 11 states that decisions should apply a presumption in favour of sustainable development and, for decision-making this means: approving development proposals that accord with an up-to-date development plan without delay. Paragraph 38 advises that LPAs should approach decisions on proposals in a positive and creative way, working proactively with applicants to secure developments that will improve the economic, social and environmental conditions of an area.

Paragraph 47 identifies that planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should also be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing.

Paragraph 110 looks at ensuring safe and suitable access for all users and appropriate parking.

Paragraph 119 advises that planning decisions should make the most efficient use of land with paragraph 120 stating that planning policies and decisions should amongst other things, encourage multiple benefits from both urban and rural land, including through mixed use schemes and promote and support the development of under-utilised land and buildings.

Section 12 relates to achieving appropriate densities and states that planning decisions should support development that makes efficient use of land in meeting the need for homes, whilst safeguarding the environment and providing healthy living conditions.

Section 12 sets out the importance of well designed places and confirms that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Paragraph 130 advises that, amongst other things, decisions should ensure that developments:

- a) function well and add to the overall quality of the area, not just for the short term but for the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change;
- d) establishes a strong sense of place;
- e) optimises the potential of the site to accommodate and sustain an appropriate amount and mix of development;
- f) create places that are safe, inclusive and accessible with a high standard of amenity for existing and future users.

Paragraph 132 states that design should be considered throughout the evolution and assessment of individual proposals.

Section 14 looks at climate change and flooding, with paragraph 159 stating that inappropriate development in areas at risk of flooding should be avoided. Paragraph 167 advises that LPAs should ensure that flood risk is not increased elsewhere; developments are appropriately flood resistant and incorporate sustainable drainage systems and so on.

Section 15 seeks to conserve and enhance the natural environment with paragraph 174 requiring development to protect and enhance valued landscapes and to recognise the intrinsic character and beauty of the countryside.

Section 16 focuses on conserving and enhancing the historic environment and, within this, advice is given on proposals affecting heritage assets. Paragraph 194 states that in determining applications, LPAs should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance.

Paragraph 197 states that in determining applications, LPAs should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 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). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration, destruction or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings should be exceptional;
- b) assets of the highest significance (including grade I and II* listed buildings) should be wholly exceptional.

Paragraph 202 advises that where a proposed development will lead to 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 206 states that LPAs should look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make positive contribution to the asset (or that better reveal their significance) should be treated favourably.

7.0 Supplementary Planning Guidance

7.1 Cornwall Design Guide 2013

This document carries significant weight in the planning process and seeks to inform the design of new development and ensure all factors of good design are recognised and incorporated. One of its many objectives is to ensure sustainable development.

Section 2.9 relates to design and details and seeks to ensure that development is informed by the character of the area in which it is proposed. Section 3.2 looks at site and context appraisal and advises that proposals should consider the existing site features and how they will be retained/enhanced as well as the relationship between buildings and open spaces/gardens.

Section 4 looks at creating sustainable communities and offers advice in respect to sustainable construction methods and protection of amenity. Section 5 looks at Green infrastructure and seeks to encourage biodiversity, use native landscaping species and so on.

Section 7 relates to building design and provides advice on building form and character. Section 7.2 looks at re-use of existing buildings and materials and investing in energy saving technologies. Section 7.3 looks at the built form and character whilst section 7.4 gives advice on buildings in their plots and plot layout. It also discusses maximising solar gain. 7.6 considers the use of sustainable natural resources and providing a palette of colours to reflect traditional materials and colourings. Section 7.10 relates to outbuildings, curtilage structures and storage and states that such buildings are moderate in size and avoid overly domestic features.

7.2 Annexe Guidance Note (2020)

An updated version of the Cornwall Council Annexe Guidance Note was published on 4 May 2020. The guidance note recognises that annexes are a common form of development, generally proposed in order to allow relatives to live with their family with a degree of independence. Whilst many proposals are considered acceptable by Council, *'caution needs to be exercised to ensure that this does not result in proposals which are effectively the same as creating a new dwelling, which may be in an inappropriate location and represent unsustainable development'*.

The general policy considerations are summarised as follows:

- a) Have a functional link with and be ancillary to the principal dwelling. This means that occupants would rely on facilities within the main dwelling or would require the support of its occupants, or vice versa;
- b) Be in the same ownership of the principal dwelling and share its vehicular access;
- c) Be well related to the principal dwelling and could be an extension to the principal dwelling, a detached new building or the conversion of an existing building. In the countryside, annexes should be a physical extension to the principal dwelling wherever possible. If it is not possible to extend the dwelling then clear justification must be provided to demonstrate why the annexe needs to be within a separate building. As a guide, the annexe should not exceed 50% of the footprint of the existing dwelling and it should be demonstrated how it can be incorporated into the main dwelling when there is no longer a need for the annexe.
- d) Have no boundary demarcation or subdivision of garden areas between a curtilage and principal dwelling;
- e) Be of a scale subservient to the principal dwelling and comply with the Council's normal design standards.

It is encouraged that applicants submit a supporting statement with their application to explain the ways the proposed annexe will be used as ancillary to the host dwelling.

8.0 Involvement

Given the scale and nature of the proposal it was not considered necessary to formally seek the views of the local wider community.

9.0 Design and Access Statement

Amount

The proposal seeks the construction of a single storey detached annexe form of accommodation with associated amenity space.

Design

The proposal seeks the construction of a detached, one bedroom, 'L' shaped, single storey annexe. The proposed annexe replicates the design features of the host dwelling, predominantly rectangular in form, under pitched roof with tall gable element. Proposed materials are of high quality, replicating the Cumbrian slate hanging and slate roof with Cornish stone walls. Windows and doors are proposed to be uPVC.

The proposed annexe has been carefully designed so as to replicate the historic features and architectural detailing of the host dwelling, but in a contemporary way and would be consistent with the provisions of the Section 12 of the NPPF, paragraph 130 in particular.

Layout

The annexe has been located to the front of the principal elevation of the host dwelling in order to ensure visibility and improved connection to the annexe that would otherwise be afforded if the building were located to the side or rear. The annexe would be served by the existing driveway and parking area, with level access to the property.

The layout of the annexe provides a single bedroom, large fully equipped disabled bathroom and open plan living and dining area with kitchen facilities being located in the host dwelling. Access is provided on both the east (front) and west (rear) elevation to the garden area. There will be no alteration to boundary treatments.

Scale

The scale of the proposal has been kept to a minimum whilst ensuring that the proposal provides optimum conditions for the occupants. The floor area is clearly less than 50% of the size of the host dwelling. The height has been kept to a minimum whilst the tall gable element echoes that of the existing dwelling. The proposal is relatively minor in scale and will be of high-quality architectural design with interesting and varied material palette that compliments the appearance of the host dwelling.

It is therefore considered that the proposal would be in keeping with the scale, form and appearance of the host building and would be consistent with Policies 2 and 12 of the CLP and the guidance contained within the Cornwall Design Guide 2013, in particular.

Landscaping

The site of the proposed annexe is located in proximity to varied trees/shrubs. An arboriculture report is being prepared to further detail the implications to trees on the site. The site has been chosen as it is the most level area and will not result in the loss of any boundary features or the like. Opportunity exists for further planting to within the site.

Access

The proposed annexe will utilise the existing driveway and parking area that currently serves the host dwelling. There is sufficient parking available onsite to accommodate the proposal. proposed holiday pod will utilise the existing driveway that serves the dwelling.

10.0 Assessment

10.1 Principle

The proposal seeks the construction of a detached annexe form of accommodation to the front of the principal elevation of the host dwelling. With respect to the Council's guidance note in respect to detached annexe accommodation in the countryside, the following is applicable:

- a) Functional link: the proposed annexe will remain ancillary to the main dwelling, with no kitchen facilities such as cooker or the like other than those reasonably necessary to make basic drinks and snacks. All clothes washing will take place in the host dwelling. The occupants of the host dwelling provide care to their elderly relatives, who are increasingly unable to attempt the stairs. The annexe will provide level access to bedroom, bathroom and living area that is not presently afforded.

A letter of support has been provided by their doctor (June 2021) to confirm that the parents of the applicant will soon be unable to live in their own home and that the annexe is required to provide supervised care and support;

- b) The annexe would be in the same ownership as the host dwelling and share the same vehicular access;
- c) Given the grade II* listed status of the host dwelling it is not appropriate in this instance to construct an attached annexe due to the impact to the setting of the listed building. It is the applicant's wish for the annexe to be well related to the host dwelling, with a good degree of visibility between the two buildings for safety, security and to ensure the well being of the occupants of the annexe. Further, the location of the annexe will

provide integration with the garden area and improved outlook for its occupants. The floor area is 63.51sqm and is clearly subservient to the host dwelling. The applicants envisage that the proposed annexe will be required by members of the family for the foreseeable future, providing a fully level and accessible form of accommodation;

- d) There will be no boundary demarcation or subdivision of garden area between its curtilage and that of the principal dwelling;
- e) The scale of the proposed annexe is subservient to the principal dwelling and complies with the Council's normal design standards.

It has been demonstrated that the proposed annexe complies with the above mentioned annexe guidance note and that there is clear and convincing justification for the requirement of the annexe and for its location.

10.2 Residential Amenity

Consideration has been given to the positioning of the proposed annexe in relation to the host dwelling and in terms of the suitability of the alternative locations on the site. It was deemed that the proposed location will provide the optimum level of amenity for future occupants of the annexe in terms of outlook, sunlight and visibility to the main dwelling. There will be no further issues in respect to overlooking or overshadowing as a result of the proposal.

10.3 Flooding and Drainage

The subject site is located in flood zone 1, at the lowest risk of flooding. The proposal will be served by a suitable soakaway and connected to a treatment tank system. The proposal will not result in any surface water being discharged from the site to the surrounding area.

10.4 Heritage Assessment

A detailed Heritage Impact Assessment has been provided for the proposal that sets out the effect of the annexe on the setting of the grade II* listed building, Trevelloe House. It is demonstrated that the proposed annexe has been sensitively designed with materials and detailing that replicates that of the host building, so as to compliment the setting of the listed building. Nor will the proposal impact on views or the character of the extensive garden area. The proposal would be consistent with Policy 24 of the CLP and Section 16 of the NPPF.

11. Conclusion

It has been demonstrated that there is significant need for the detached annexe in order to provide care and support for elderly relatives, who require level accommodation and facilities that are not afforded within the main dwelling. There will also be need for the proposed detached annexe by the applicants and their family for the foreseeable future, which clearly

has a functional relationship to the main dwelling and will be ancillary to the main house, for cooking and washing facilities.

The annexe would be subservient to the main dwelling and sits a short distance from the main house, within the same curtilage. The annexe would share the same access and would enjoy the same garden area. Positioning the annexe to the front of the main dwelling will allow for a functional relationship and integration between the two properties, whilst preserving the identity and character of the host dwelling. On this basis, the proposed annexe complies with Council's guidance in respect to detached annexes in a rural location.

The annexe has been sensitively designed with full consideration of the architectural style and presence of the Grade II* listed building. As detailed in the accompanying Heritage Impact Assessment, the proposal has been designed so as to compliment the host building, positioned so as to lessen the impact of the building on its setting and retain the undeveloped character of the garden. There is opportunity to screen the annexe from the approach to the dwelling, ensuring that the open character and setting of the listed building remains unaffected.

In light of the above considerations, including the likely impacts on the setting of the listed building, the proposal can rightly be viewed as being sustainable development, in accordance with the development plan policies set out in the development plan, relevant material considerations contained within the NPPF, Cornwall Design Guide and Cornwall Council Annexe Guidance Note, when taken as a whole. The development should therefore be approved, having regard to the statutory determination obligation prescribed by Section 38(6) of the Planning and Compulsory Purchase Act 2004.