

***Shaw Cavanagh/AIM Engineering Ltd***

***Planning Policy Statement***

***Salem Mill, Hyde Bank Road, New Mills***



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## 1. Introduction

- 1.1 This planning policy statement has been prepared by Paul Butler Associates to accompany a planning application submitted on behalf of AIM Engineering to convert and redevelop Salem Mill site, Hyde Bank Road, New Mills for residential use. The application site is identified on the location plan attached at Appendix 1.
- 1.2 The investment will create new homes for 15 households (Use Class C3). The proposal comprises of two interdependent elements. The existing four storey former mill is to be retained and converted into six apartments (1no. 1 bed apartment, and 5no. 2 bed apartments). The existing low grade 1970s extensions to the mill will be removed and the remainder of the site redeveloped for residential use. The new build element will cross-subsidise and therefore facilitate the retention and conversion of the mill. The new build accommodation will provide 4 no. 2 storey 3 bed houses and 5 no. 2 storey 2 bed houses. The proposal also incorporates integrated car parking and the layout includes 2 garages and 18 car parking spaces.



## **2. The Application Site**

- 2.1 The application site occupies approximately 0.2 hectares and is located next to the River Sett. Full details of the site are included in the Design and Access Statement, the Planning Application Forms and the Drawing SK1011109-10 which form part of the application. The site contains part of Salem Mill which is likely to include surviving fabric dating from the Salem Mill of 1789, one of the earliest cotton mills in New Mills. Although the building has been heavily modified over the years to accommodate new employment uses, the four storey mill remains an important reminder of the early phase of the industrial revolution when water powered mills were developed in the gorges of the River Goyt and River Sett. The later 1970's additions are of no architectural merit.
- 2.2 The importance of the four storey Salem Mill is noted within the New Mills Conservation Area Character Appraisal adopted by the Council in June 2001 and updated in July 2008. Both appraisal documents acknowledge that the four storey mill makes a 'significant' contribution to the character of the Conservation Area here. Unfortunately the structure of the mill is in poor condition and the building is at risk, unless conversion can secure a long-term future.
- 2.3 An initial search of High Peak's electronic database (which provides data from November 1983 onwards) has revealed that no planning applications for residential development have been considered previously on this site. There is therefore no planning history which is relevant to the determination of this application.



### **3. Approach to Determining Planning Applications**

- 3.1 Section 38(6) of the Town and Country Planning Act 1990 states that the determination of planning applications must be made in accordance with the 'Development Plan', unless other material considerations indicate otherwise. This establishes the Development Plan as the primary decision making document when considering planning applications.
- 3.2 The Planning and Compulsory Purchase Act (2004) has reformed the development plan system. High Peak Borough Council are in the process of producing a Local Development Framework (LDF) to comply with this statutory legislation. The LDF will comprise of a suite of documents setting out the guidelines for spatial development in the Borough. As with most authorities, the LDF has yet to be completed and formally adopted. In the interim, all planning applications in the Borough will continue to be assessed against the relevant saved policies of the High Peak Borough Plan (March 2005) and the East Midlands Regional Plan (RSS8) adopted in March 2009. Together these two documents form the statutory development plan for High Peak Borough against which this application will be appraised.
- 3.3 The provisions of these two development plan policy documents are discussed in detail below. Before this, the statement identifies the National Planning Policy Guidance that is also material to the determination of this application.



## **4. Planning Policy Guidance**

### **Planning Policy Statement 1: Delivering Sustainable Development**

**(February 2005)**

- 4.1 Planning Policy Statement (PPS1) 'Delivering Sustainable Development' and the accompanying good practice note, 'The Planning System General Principles' sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system and sets out general policy advice on key issues and approaches.
- 4.2 PPS1 advises that the key role of the planning system is to deliver homes, buildings, investment and jobs in a manner consistent with principles of sustainable development, in terms of minimising the need to travel; making optimum use of previously developed land and improving the quality of the urban living environment and public realm. It emphasises that development should improve peoples' quality of life and promote inclusive, healthy, safe and crime free communities.
- 4.3 PPS1 promotes the efficient use of land by encouraging the redevelopment of vacant and previously developed land. PPS1 also aims to make more efficient use of land through the use of higher densities of development, and providing access for all by ensuring that new development is located where it is accessible on foot, by public transport or bicycle, therefore encouraging less reliance on the car. The Salem Mill proposal complies with all these principles (Please refer to the Design and Access Statement for details).



## **Planning Policy Statement 3: Housing (November 2006)**

- 4.4 Planning Policy Statement 3 (PPS3) encourages the planning system to ensure that a choice of housing types is available. The guidance encourages the provision of new accommodation that is attractive, safe and designed and built to a high quality. Wherever possible, new housing should be located within urban areas where it is close to employment opportunities, services and infrastructure.

## **Planning Policy Guidance 13: Transport (March 2001)**

- 4.5 Planning Policy Guidance Note 13 (PPG13) provides advice on how transport systems and land use planning should be integrated for all types of development. It aims to ensure that development is delivered in locations which promote more sustainable transport choices by public transport, cycling and walking. The proposed site is located within the built up area and is sustainable. It is also accessible by means of transport other than the private car and achieves this policy aim.

## **Planning Policy Statement 5: Planning for the Historic Environment (March 2010)**

- 4.6 This sets out guidance on the role of the planning system with regard to Conservation Areas. The extent to which this application complies with its policies is considered in the 'Heritage Statement' by Paul Butler Associates Ltd which forms part of this planning application.



## **The East Midlands Regional Plan (March 2009)**

- 4.7 For Salem Mill, the development plan comprises of the East Midlands Regional Plan and the 'saved' policies of the High Peak Borough Plan. The relevant policies of the Regional Plan against which the application should be considered are noted in the following section.
- 4.8 Policy 8 'Spatial Priorities in and around the Peak Sub-area' of the Regional Plan encourages housing development in the existing urban areas of the Peak sub-area surrounding the National Park. The Regional Plan specifically identifies New Mills as a suitable settlement for accommodating additional housing development. Focusing housing in existing urban areas such as New Mills will help deliver the plan's objective of preserving the landscape and character of the designated National Park.
- 4.9 Development of the site for housing will assist High Peak Borough Council achieve the target set out in Policy 13a 'Regional Housing Provision' which advises that over the Regional Plan period High Peak Borough must develop 300 homes per annum between 2006-2026 . Whilst Salem Mill is a modest site, the new homes to be provided will undoubtedly assist High Peak achieve its required target of 6,000 new homes by 2026.
- 4.10 The Regional Plan anticipates that there will be a decline in demand for industrial floorspace over the next 10 to 15 years. Paragraph 3.2.7 advises that authorities should consider whether currently allocated employment sites are likely to become surplus to requirements and encourages authorities to decide whether residential use might be more appropriate for underused sites.
- 4.11 Policy 26 'Protecting and Enhancing the Region's Natural and Cultural Heritage' advises that development should aim to ensure the protection and enhancement of the Region's heritage. Policy 27 'Regional Priorities for the Historic Environment' advises that Local Planning Authorities should encourage the refurbishment and re-use of disused or





under-used buildings of any historic or architectural merit and incorporate them sensitively into regeneration schemes.

## High Peak Borough Local Plan

4.12 The High Peak Local Plan (March 2005) is the adopted development plan and therefore the key document for decision making regarding the site. The Plan was produced under a now-superseded system of development planning and is a 'saved' plan, which means that only selected policies will continue to be used for development control purposes until it is replaced by the Local Development Framework.

4.13 The principal saved Local Plan policies that may influence any redevelopment proposal are:

### Employment Policies:

EMP4 Primary Employment Zone

EMP9 Change of Use from Industry or Business

### Residential Policies:

H1 New Housing Provision

H5 Housing within the Built up Area Boundaries

### Conservation Area Policies:

BC5 Conservation Areas and their settings

4.14 The Secretary of State has however advised High Peak that following 30th March 2008 the above extended policies should be read in context, '*Where policies were adopted some time ago, it is likely that material considerations, in particular the emergence of new national and regional policy and also new evidence, will be afforded considerable weight in decisions. In particular, we would draw your attention to the importance of reflecting policy in Planning Policy Statement 3 Housing and Strategic Housing Land Availability Assessments in relevant decisions*'.



## **5. Planning Policy Appraisal**

### **Appraisal of Employment Policies**

- 5.1 The application site including all the site edged red at Appendix 1 is allocated as a 'Primary Employment Zone' (PEZ) by Local Plan policy EMP4 'Primary Employment Zone'. It is understood that this allocation is likely to have been applied to the site, not as a result of its suitability to accommodate employment use, rather because the land accommodated actively used employment buildings at the time of plan preparation. At the time the site was allocated as an employment site, it had been used as such for many years and it could not have been foreseen that the site would become obsolete and require redevelopment for an alternative use.
- 5.2 Within PEZ areas permissible uses include Business (B1); General Industry (B2); Storage and Distribution (B8); and other employment generating uses. The basic aim of the PEZ policy is to retain land which accommodates employment sources and to ensure the Borough has land for future employment use. This site, however, has not accommodated intensive use for the last 10-20 years. Since 2007 the use by AIM has generally been as low level storage which has contributed little to the local economy by way of employment generation. The demand for employment land in the Borough over coming years is expected to decline. The Regional Plan, which is more up to date than the saved policies of the Local Plan, notes that demand for employment land is expected to fall over the next plan period and that sites surplus to requirements should be redeveloped for other uses. The recent Peak Sub Region Employment Land Review (Final Draft Report – August 2008) confirms this position. The AIM site is obsolete, detracts from Conservation Area and has a poor relationship with Salem Cottages. It is not worthy of continued PEZ designation.



- 5.3 The multi-storey mill is unusable as a result of the structure of the building being compromised. This means that 432 sqm of floorspace (37% of the total) here is incapable of occupation. Since 2007 the remaining buildings have only accommodated low level storage use by AIM Engineering. AIM Engineering have rationalised their activities and concentrated their business activity (and employment) at two other sites, one of which is Melandra Road, Brookfield in Glossop. The obsolete Salem Mill site is surplus to requirements. Redevelopment of the vacated site will not result in any job losses. Since Salem Mill has no employment value, it does not warrant continued employment designation.
- 5.4 Policy E9 'Change of Use from Industry or Business' is included within the UDP to address instances where designated employment sites fail and continued employment designation is unsatisfactory/unrealistic. E9 recognises that employment sites in High Peak are often a legacy of the area's industrial past and that today some are constrained by poor access, difficult operating conditions, or are detrimental to the amenity of neighbouring residents. Salem Mill is clearly such a site.
- 5.5 Policy E9 advises that non-employment redevelopment (such as housing) which accords with the strategic aims of the plan may be considered more appropriate than retention for employment use. It sets out four criteria against which proposals will be considered:

*'i) The existing site is unsuited to continuing employment use and that continued use would perpetuate an unacceptable impact on residential amenity'.*

- The site lacks ready access to the strategic highway network. Access to the yard is constrained and is unsuited to accommodating daily HGV movements. The mill is structurally compromised and unusable. The remaining additions are low specification and suited only to low level use. The yard area is restricted for HGV turning. The site is unsuited to provide for modern or intensive employment use.



- A row of cottages (Salem Cottages) are located in close proximity to the mill site, particularly the yard. The occupants must tolerate any activity, noise (hammering, banging, power tools etc), fumes, pollution or any other environmental disturbance that might be produced from the site. Redevelopment for compatible residential use would resolve this conflict and improve the residential amenity of for these cottages. Whilst not a planning matter, the occupants view from the rear will be improved and their property values enhanced.

*'ii) There is no market for the site to continue in employment use'.*

- In terms of likely future demand, Salem Mill is undoubtedly a low profile site. The premises are poor/run-down buildings and include a multi-storey mill that is at risk of structural collapse. Inclusion of this multi-storey mill within the Conservation Area boundary places a presumption in favour of retention of the mill. A prospective employment occupier would not be permitted simply to demolish the mill and would need to tackle the issues associated with it. It would not be viable to repair and convert the mill for employment use since this will not generate the cross-subsidy required for repair and retention. This will deter potential occupiers who will inevitably choose alternative and viable premises that can be immediately and safely occupied. The remaining buildings are for the most part crude single storey buildings which would be threatened by any collapse of the multi-storey mill. They could not therefore be occupied independently of the mill. The entire site is therefore obsolete.
- Even if the site were to be cleared in contravention of established Conservation Area policies, the nature of the site would remain unsuited to accommodating modern employment uses. Contemporary employment sites are typically in excess of 1 hectare with buildings associated with generous parking and yard areas. This site is 0.2 hectares, part of which includes sloping embankments that are unsuitable for storage/servicing areas. The site is unlikely to attract interest in redevelopment for employment use.



*'iii) That a mixed use scheme (ie part employment/part residential) could not resolve the future of the site'.*

- A mixed use scheme is not viable. Higher order employment uses are unlikely to be attracted to this site. Lower order uses will not be compatible with new homes nor improve residential amenity for occupants of Salem Cottages.

*'iv) That the proposed redevelopment scheme complied with the plan's strategic land use objectives, delivers more benefit to the area than the current use, and would be compatible with surrounding uses'.*

- Strategic Land Use Objectives: The Peak Sub Region Employment Land Review (Final Draft Report – August 2008) which forms part of the evidence base for the forthcoming Local Development Framework concludes that High Peak Borough currently has an oversupply of employment land. This allows High Peak Borough Council to support the redevelopment of any poorly performing Primary Employment Zone currently designated by the Local Plan under policy EMP4.
- Benefits: Use of the site for housing would offer significant benefits. Salem Mill has been the subject of a structural survey and without repair will be at risk. Employment uses will not generate the yield necessary to secure the long-term future of the mill. The residential conversion proposal will retain the mill and enhance the conservation area and its setting (refer to the 'Heritage Statement' prepared by Paul Butler Associates for full details). The creation of 15 smart new homes of varying sizes (1, 2, 3 bedroom) and type (apartments and mews houses) on previously developed land is clearly beneficial for the local community. More so than a failed employment site.
- Compatibility with surrounding land uses: Residential redevelopment of the site would complement the neighbouring cottages and ensure that current and



potential future employment use do not impact detrimentally on the amenity of these dwellings.

- 5.6 The above appraisal clearly demonstrates that Policy E9 is complied with and that redevelopment for residential use must be supported if the heritage of the site is to be secured and the site is to be compatible with surrounding uses. The site is obsolete and no longer suited to employment use and its continued designation as a primary employment site would be inappropriate. The release of the site for housing development will not impact detrimentally on planning policy for employment since there is an oversupply of employment land in the Borough and this site at just 0.20 ha is of little significance.

## **Appraisal of Residential Policies**

- 5.7 Policy H1 'Principles of Housing Provision' sets out the principles that will be applied to housing development. It advises that planning permission will be given for new housing, giving priority to the redevelopment of previously developed land in built up areas and conversions and sub division of existing urban buildings.
- 5.8 The application site is located within the built up area of New Mills and is clearly previously developed land as defined by Annex B of PPS3 (Housing, November 2006). It also involves the conversion and subdivision of an existing building. This approach not only maximises the use of finite land resources, but also minimises the loss of valuable open space and countryside. The location within the existing settlement boundary provides accessibility in relation to shops, recreation and services.
- 5.9 Policy H5 'Housing within the built-up area boundaries' advises that planning permission will be granted for residential development, on previously developed land within the built-up area boundary, provided that a significant source of local employment would not be lost, unless its continued use would be inappropriate; and the development will not unduly prejudice the continuation of an appropriate existing or proposed adjoining land use. The proposal complies with all stands of this policy.



- 5.10 Policy H9 'Affordable Housing for Local Needs' and Supplementary Planning Document 'Housing Needs in High Peak' (Adopted November 07) are noted. These set out the Council's intention to seek to negotiate, in settlements of over 3,000 people (such as New Mills: population 9,600) a 30% affordable housing contribution on sites of 16 dwellings or more. Affordable housing can not be provided here as a result of the significant cost of overhauling the historic mill building.

## **The Reallocation of Salem Mill for Residential Development**

- 5.11 Salem Mill has been put forward as suitable for housing development as part of High Peaks 'Call for Sites' exercise. The call for sites suggestions were appraised by the Strategic Housing Land Availability Assessment for the Peak Sub Region (SHLAA). The main purpose of the SHLAA report, issued on the 11th June 2009, is to identify sites that could be allocated for housing development and contribute towards housing supply requirements of the Borough over the next 15 years. The SHLAA is the housing evidence base for the Local Development Framework that will replace the current Local Plan.
- 5.12 Ekosgen appraised all the site suggestions in the study area against a set of criteria including existing use, site location, possible visual effect on the Peak National Park and constraints such as topography and availability etc. From the many sites suggested, Ekosgen sieved out 870 hectares of land that was discounted as being unsuitable or unviable for residential development. Their appraisal concluded that the Salem Mill site was clearly suitable for residential development.
- 5.13 Whilst the site has been categorised as a developable residential site by the SHLAA, this does not mean that High Peak Borough Council will necessarily allocate it as housing land in the LDF. The SHLAA report is, however, an important indication that in planning terms the site is judged as being well suited for residential development. The next step in the housing land allocation process is for High Peak Borough Council to produce a Housing Land Allocation Development Plan Document. Public consultation on this is expected to take place in January 2010.



## **Appraisal of Conservation Area Policies**

- 5.14 The Heritage Statement which is submitted as part of this planning application describes how the proposed scheme preserves and enhances the character of New Mills Conservation Area by securing the future of a building judged to make a 'significant' contribution to this character and by removing buildings judged to have a negative influence on the Conservation Area.

## **Flood Risk**

- 5.15 The site is located in an area identified by the Environment Agency as floodplain. The proposal is accompanied by a Flood Risk Assessment prepared by Integra Consulting and submitted as part of the planning application. This identifies and assesses the risks of flooding. It concludes that the proposed conversion of the Mill building and the new residential units are to be located mainly within the footprint of the existing on site buildings. They will have residential floor levels set 600mm above the flood zone 3 flood levels and can be constructed safely without putting the new units or their residents at risk from flooding from the River Sett. There will be no impediment to the passage of flood water along the river channel by the redevelopment of the site. As recommended by the report a safe emergency access is included in the layout and will be maintained at all times during a 1 in 100 year (climate change) flood event. In addition surface water run off will be controlled and reduced as far as possible to ensure that the proposed residential units will not impact on the flood regime of the River Sett both upstream and downstream of the site. The sequential flood report prepared by Paul Butler Associates explains how the proposal accords with the provisions of PPS25 'Development and Flood Risk'.





## Design and Access

- 5.16 The Design and Access Statement submitted in support of the proposal demonstrates that these aspects of the proposal are acceptable and have been fully debated with the Council during pre-application discussions.



## **6. Conclusion**

- 6.1 The Salem Mill proposal complies with all relevant national and regional and local planning policies.
- 6.2 The planning application accords with the policy principles and guidance set out in the following national planning policy statements and guidance notes: Planning Policy Statement 1 'Delivering Sustainable Development', Planning Policy Statement 3 'Housing', Planning Policy Guidance Note 13 'Transport' and Planning Policy Statement 5: Planning for the Historic Environment.
- 6.3 The proposal accords with the relevant policies of the adopted development plan for the area which comprises of the East Midlands Regional Plan (Policy 8, Policy 13a, Policy 26 and Policy 27) and High Peak Borough Local Plan (2005) including policies; EMP4 Primary 'Employment Zone'; EMP9 'Change of Use from Industry or Business', H1 'New Housing Provision'; H5 'Housing within the Built up Area Boundaries' and BC5 'Conservation Areas and their settings'.
- 6.4 Section 38(6) of the Town and Country Planning Act 1990 states that the determination of planning applications must be made in accordance with the Development Plan, unless other material considerations indicate otherwise. This statement has demonstrated that the Salem Mill proposal is in accordance with the development plan and no material considerations can be identified which would weight against the significant benefits associated with the scheme.



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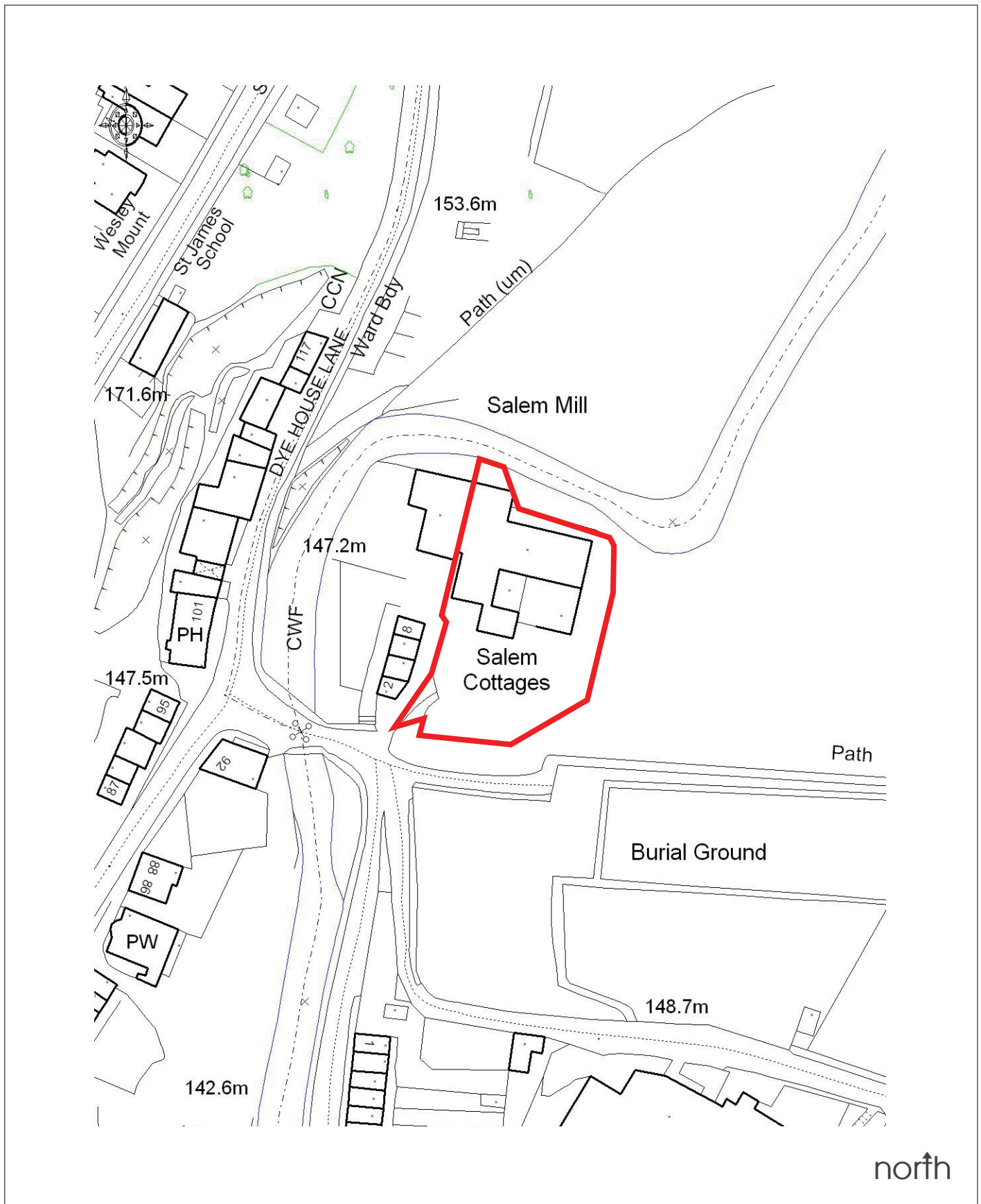
## **Appendices**



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## **Appendix 1: Site Edged Red Plan of Salem Mill Site.**

# Appendix 1: Site Edged Red Plan for Salem Mill Site



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Key



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scale:

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