Planning Design and Access Statement

Planning application by Frederic Robinson Ltd for the conversion of the Hunters Inn Public House Chisworth to 3No. Dwellings

DTP Ref: 11/0905
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1 INTRODUCTION

1.1 This statement is submitted on behalf of Frederic Robinson Ltd in connection with a full planning application that proposes the change of use of The Hunters Inn from a Public House to 3 No. dwelling houses. A separate planning application has been submitted to address the renovation and extension of the three terraced properties adjoining the public house to the west. These existing houses at No. 113-117 are also owned by Frederic Robinson Ltd

1.2 The Hunters Inn PH ceased trading in April 2011 with the Tenant ceasing residential occupation in June 2011.

1.3 As the site currently has its residential accommodation on the ground and at first floor, the total number of residential units on the site will increase by two. However, the closure of the public house represents the loss of a community facility; therefore the application is accompanied by this planning statement, which addresses the relevant planning policy considerations in detail.

2. THE APPLICATION

2.1 The application proposes the conversion of the Public House to 3 No. two-storey properties which will form part of the existing row of terraced houses along this section of Marple Road. Two of the houses are to have 2 bedrooms with the third having 3 bedrooms. The external alterations to the property are to be kept to a minimum with the conversion utilising, in the main, existing window and door openings. The existing outside toilets at the rear of the premises are to be demolished and replaced with a single storey extension that will provide a kitchen and WC area for the end house. A two storey rear extension is proposed at the western end of the converted building. This will form a new kitchen and second bedroom for the house that

is to be formed in this part of the building. A new front door is proposed for the middle 3-bed house.

2.2 In terms of materials, the existing roof is to be stripped back and re-constructed using the existing natural stone slates where possible. Any new slates will match the existing. All the existing windows at the front and rear of the property are to be retained. New windows in the extensions are to be painted softwood. The single storey rear extension to the end house is to be constructed from stone to match the existing property. The two-storey rear extension to the western end of the building is to have a sand cement render finish.

2.3 The former car park to the Public House is to be retained as a communal parking area for the three properties to be created by this application and also the existing houses at No. 107-111 Marple Road. The access into the car park from Marple Road is not affected by this application.

2.3 This application is accompanied by:

- Planning, Design and Access Statement – DTP Ref:11/0905
- Photographs (Appendix 1)

2.4 Drawings accompanying the application include: -

O S Location Plan		@1:1250
Drawing No	1429/05	Existing Site Plan
Drawing No	1429/07	Proposed Site Plan (PH)
Drawing No	1429/03A	Existing Floor Plans and Elevations (PH)
Drawing No	1429/04B	Proposed Floor Plans and Elevations (PH)

3. SITE LOCATION

1.1 The site comprises The Hunters Inn Public House and the adjacent parking area to the east.

1.2 The Hunters Inn is located in the hamlet of Chisworth, which is 780 metres from the south-western boundary of Charlesworth.

1.3 It is located within the Green Belt and lies immediately adjacent to a special landscape area and a site of nature conversation, '*Chisworth Rough'*, which is designated as a Derbyshire wildlife site in the High Peak Local Plan.

1.4 The site sits at the end of a row of terraced housing which lies adjacent to the A626 Marple Road. Within the same terrace there exist a number of occupied and vacant residential properties.

1.5 To the north of the public house, immediately adjacent to the A626 Marple Road, is a small area of hardstanding with seating for clients, which is partially bordered by a perimeter stone wall.

1.6 A car park is located to the east of the public house and can provide parking for up to 7 cars. The car park and The Hunters Inn are separated by a vehicular track, which leads to the open countryside to the south, and a marked public footpath. The vehicular track splits towards the rear of the public house, where it heads in a westerly direction providing access to garages and scrub land.

4. RELEVANT PLANNING HISTORY

4.1 High Peak Borough Council has confirmed that there is no relevant planning history.

5. PLANNING POLICY

Government guidance

5.1 The Ministerial Statement: **Planning for Growth** (23 March 2011) published an ambitious set of proposals to help rebuild Britain's economy. It identifies that the planning system has a key role to play, by ensuring that the sustainable development needed to support economic growth is able to proceed as easily as possible. The Governments top priority in reforming the planning system is to promote sustainable economic growth and jobs. Government's clear expectation is that the answer to development and growth should wherever possible be **"yes",** except where this would compromise the key sustainable development principles set out in national policy. When deciding whether to grant planning permission local planning authorities should support enterprise and facilitate housing (economic and other forms of sustainable development). Where relevant they should therefore:

(i) consider fully the importance of national planning policies aimed at fostering economic growth and employment, given the need to ensure a return to robust growth after the recent recession;

(ii) take into account the need to maintain a flexible and responsive supply of land for key sectors, including housing;

(iii) consider the range of likely economic, environmental and social benefits of proposals; including long term or indirect benefits such as increased consumer choice, more viable communities and more robust economies (which may, where relevant, include matters such as job creation and business productivity;

(iv) be sensitive to the fact that local economies are subject to change and so take a positive approach to development where new economic data suggest that prior assessments of needs are no longer up-to-date;

(v) ensure that they do not impose unnecessary burdens on development.

5.2 In determining planning applications, local planning authorities are obliged to have regard to all relevant considerations. They should give appropriate weight to the need to support economic recovery that applications which secure sustainable economic growth are treated favourably (consistent with policy PPS4), and that they give clear reasons for their decisions.

5.3 The Secretary of State for Communities and Local Government has indicated that the principles referred to in this Ministerial Statement will be taken into account when determining planning applications at any appeal. In particular he will attach significant weight to the need to secure economic growth and employment.

5.4 The Department of Communities and Local Government (DCLG) has recently (15 June 2011) published its draft presumption in favour of sustainable development, which will underpin future planning policy. The draft presumption states:

"There is a presumption in favour of sustainable development at the heart of the planning system, which should be central to the approach taken to both plan-making and decision-taking. Local Planning authorities should plan positively for new development, and approve individual proposals where possible"

The DCLG's expectation is that the default answer to development is **"yes"** except where this compromises key sustainable development principles set out in national planning policy. The presumption will be at the heart of the new National Planning Policy Framework.

5.5 The Draft National Planning Policy Framework was published in July 2011 and is a material consideration in the determination of this application. The Government expects the planning system to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs, while protecting and enhancing the natural and historic environment. Paragraph 14 of the Draft Framework states: -

"At the heart of the planning system is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking. Local planning authorities should plan positively for new development, and approve all individual proposals wherever possible. Local planning authorities should:

- *prepare Local Plans on the basis that objectively assessed development needs should be met, and with sufficient flexibility to respond to rapid shifts in demand or other economic changes.*
- *approve development proposals that accord with statutory plans without delay; and*
- *grant permission where the plan is absent, silent, indeterminate or where relevant policies are out of date."*

All of these policies should apply unless the adverse impacts of allowing development would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole."

Development should be of good design and appropriately located. One of the core planning principles within the document requires planning policies and decisions to make effective use of land, promote mixed use developments that create more vibrant places, and encourage multiple benefits from the use of land in urban and rural areas.

5.6 With reference to Development Management paragraphs 53 and 54 state: -

"The primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent development"

"To enable each local authority to proactively fulfil their planning role, and to actively promote sustainable development, local planning authorities need to:

- *approach development management decisions positively – looking for solutions rather than problems so that applications can be approved wherever it is practicable to do so;*

- *attach significant weight to the benefits of economic and housing growth;*
- *influence development proposals to achieve quality outcomes; and*
- *enable the delivery of sustainable development proposals."*

Paragraph 63 states that *"in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development"*

5.7 Planning Policy Statement 1: Delivering Sustainable Development:

5.8 PPS1 is intended to set out the overarching planning policies on the delivery of sustainable development through the planning system. A widely used definition was drawn up by the World Commission on Environment and Development in 1987: *"development that meets the needs of the present without compromising the ability of future generations to meet their own needs."*

5.9 PPS1 also sets out the governments key objectives for the planning system and the four main aims for sustainable development. These are:

- social progress which recognises the needs of everyone;
- effective protection of the environment;
- the prudent use of natural resources; and,
- the maintenance of high and stable levels of economic growth and employment.

5.10 The plan-led system is addressed in PPS1 by stating that the certainty and predictability it aims to provide, is central to planning and plays the key role in integrating sustainable development objectives. Where the development plan contains relevant policies, applications for planning permission should be determined in line with the plan, unless material considerations indicate otherwise. This is in line with the provisions of Section 38(6) of the Planning and Compulsory Purchase Act 2004, which states that if regard is to be had to

the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

5.11 PPS1 addresses the enhancement and protection of the environment in paragraph 17: *"The Government is committed to protecting and enhancing the quality of the natural and historic environment, in both rural and urban areas."* They view planning policies as seeking to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole.

5.12 The condition of our surroundings has a direct impact on the quality of life and the conservation and improvement of the natural and built environment brings social and economic benefit for local communities. Planning should seek to maintain and improve the local environment and help to mitigate the effects of declining environmental quality through positive policies on issues such as design, conservation and the provision of public space.

5.13 Planning Policy Statement 3: Housing

5.14 PPS3 sets out the Government's key housing policy goal which is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. To achieve this, the Government is seeking:

- To achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community.
- To improve affordability across the housing market, including by increasing the supply of housing.
- High quality housing that is well-designed and built to a high standard.
- A mix of housing, both market and affordable, particularly in terms of tenure and price.
- A sufficient quantity of housing taking into account need and demand and seeking to improve choice.

- A flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously-developed land, where appropriate.

5.15 PPS3 regards good design as fundamental to the development of high quality new housing, which contributes to the creation of sustainable, mixed communities. Reflecting policy in PPS1, good design should contribute positively to making places better for people; developments should create places, streets and spaces which meet the needs of people, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity and maintain and improve local character.

5.16 Planning Policy Statement 4:

5.17 PPS4 Planning for Sustainable Growth sets out planning policies for economic development in rural areas. Policy EC6 seeks to protect the character of the countryside and *"strictly control economic development in open countryside away from existing settlements, or outside areas allocated for development in development plans".* It supports the conversion and re-use of *"appropriately located and suitably constructed buildings in the countryside for economic development".* Policy EC12 indicates that the *"re-use of buildings in the countryside for economic development purposes will usually be preferable, but residential conversions may be more appropriate in some locations and for some types of buildings"*

Development Plan

5.18 The Development Plan comprises the Regional Spatial Strategy for the East Midlands (RSS8) (2005) and the High Peak Saved Local Plan Policies. It should be noted that the Government is committed to abolishing the RSS and measures to achieve this are included in the Decentralisation and Localism Bill. Little weight has therefore been given to the policies within the RSS. There are no relevant saved policies within the Structure Plan.

5.19 High Peak Local Plan (Saved policies)

Policy GD4	Character Form and Design
Policy GD5	Amenity
Policy GD6	Landscaping
Policy GD7	Crime Prevention
Policy OC1	Countryside Development
Policy OC2	Green Belt Decision
Policy OC4	Landscape Character and Design
Policy OC8	Sites of Importance for Nature Conservation
Policy OC10	Tree and Woodland
Policy BC1	External Materials
Policy TC6	Retention of Local Centres and Village Shops
Policy H1	Principles of Housing Provision
Policy H11	Layout and Design of Residential Development
Policy H14	Domestic Extensions and Ancillary Buildings
Policy TR5	Access, Parking and Design

6. PLANNING CONSIDERATIONS

Development Plan and Green Belt

6.1 The site is located within the North West Derbyshire Green Belt. Therefore, in addition to assessing any proposed change of use of The Hunters Inn against the general policies controlling development in the countryside, it should also be assessed against the overarching planning policy outlined in Planning Policy Guidance: Green Belts (PPG 2).

6.2 PPG 2 states '*there is a general presumption against inappropriate development in Green Belts and, as such, development should not be approved except in very special circumstances'*.

6.3 Paragraph 3.8 of PPG 2 states '*the re-use of buildings inside Green Belts is not deemed inappropriate development'.* This is also reflected in Local Plan

Policy OC2. PPG 2 stipulates that the re-use of buildings in Green Belts is permissible provided that:

a. it does not have a materially greater impact than the present use on the openness of the Green Belt and the purposes of including land in it;
b. strict control is exercised over the extension of re-used buildings, and over any associated uses of land surrounding the building which might conflict with the openness of the Green Belt and the purposes of including land in it (e.g. because they involve extensive external storage, or extensive hardstanding, car parking, boundary walling or fencing);
c. the buildings are of permanent and substantial construction, and are capable of conversion without major or complete reconstruction; and
d. the form, bulk and general design of the buildings are in keeping with their surroundings. (Conversion proposals may be more acceptable if they respect local building styles and materials, though the use of equivalent natural materials that are not local should not be ruled out).

6.4 The application proposes the conversion of the Public House into 3 No. two-storey houses. The details of the conversion are such that it satisfies the requirements outlined in paragraph 3.8 of PPG2. The building is structurally sound and is to be converted with only minor alteration and extension. The building is already served by an existing curtilage and car park and it is proposed to reuse these areas for residential amenity space and parking provision. The new residential use will therefore have no greater impact on the openness of the Green Belt when compared to the previous use of the building for commercial and residential use. There will be no adverse impact on the character and appearance of the surrounding countryside and the conversion will secure a visual appearance to the site and building in general. The development therefore satisfies the requirements of Local Plan Policies OC1, OC2, OC3 and BC1.

Loss of a Community Facility

6.5 Planning Policy Statement 4 (PPS4) details the Government's policy framework advising how the planning system can help achieve sustainable economic development in urban and rural areas. The relevant policy issues in respect of the change of use of The Hunter Inn are:

- to build prosperous communities by improving the economic performance of cities, towns, regions, sub-regions and local areas, both urban and rural; and
- to raise the quality of life and the environment in rural areas by promoting thriving, inclusive and locally distinctive rural communities whilst continuing to protect the open countryside for the benefit of all.

6.6 Policy EC13.1 of PPS 4 specifically refers to applications which involve the loss of pubic houses in local centres and villages. It outlines the general criteria which will be used when assessing such planning applications, including: "*the importance of the shop, leisure facility or service to the local community or the economic base of the area if the proposal would result in its loss or change of use"*

6.7 Planning Policy Statement 7 (PPS 7) Sustainable Development in Rural Areas details the Government's aims with respect to land use in rural areas. This includes the retention of community services and facilities within rural locations. In respect of this objective PPS 7 stipulates:

"*Planning authorities should support the retention of these local facilities and should set out in LDDs the criteria they will apply in considering planning applications that will result in the loss of important village services (e.g. as a result of conversion to residential use)."*

6.8 Local Plan Policy TC6 reflects the above national planning policy, in respect of the retention of community facilities, and provides criteria by which local planning applications specifically will be assessed. It states *"Proposals for*

change of use or redevelopment of existing shopping facilities and community services which serve the local community will be permitted provided that:

- *There are adequate alternative facilities elsewhere within the vicinity of the site: or*
- *It can be demonstrated that there is no demand for a retail unit in the area in which it is located; and*
- *It can be demonstrated that the facility no longer serves the needs of the community in which it is located."*

6.9 In respect of the consideration of this proposal, the Hunters Inn has struggled financially for a number of years and it has become apparent that the site is not economically viable for a business to operate. The premises ceased trading on the 14 March 2011 with insufficient demand to justify the provision of the facility in this location. In 2009 and 2010 bulk barrels per annum totalled 169 barrels which is some 31 below the commonly accepted 200 barrels per annum used to test viability. The public house has also been marketed for sale, as a business opportunity, between the 28.02.22 and the 14.11.11. During this 8 month period Robinson's Brewery received no interest in the re-letting of the premises.

6.10 It should also be noted that alternative eating and drinking facilities exist nearby at the Rock Tavern Glossop Road Marple Bridge, the Peruga Restaurant Glossop Road Marple Bridge, the Charlesworth and Chisworth Conservative Club and The Grey Mare at Charlesworth. Charlesworth village centre is also located only some 1.3km to the north-west of the site and offers a wide range of community based facilities. These facilities are sufficient and appropriate to serve the immediate population. The conversion will not therefore lead to the complete loss of such facilities for the local community.

Housing Land Supply

6.12 The annual monitoring report produced by High Peak Council reports the monitoring and managing of local planning policy. The report includes allocations of land for housing development and the monitoring and reporting of house completions within the Council's jurisdiction.

6.13 The current assessment (2009/2010) of the amount of land available for residential development within the High Peak, as a whole, estimates there is sufficient land supply for only 4.25 years. This is less than the 5 years supply required to be demonstrated by PPS 3. Therefore, due to a restricted land supply of less than 5 years, any application for new residential dwelling(s) should be viewed favourably at this time.

Sustainability

6.14 The proposed development results in the re-use of previously developed land as defined by PPS3. It has the potential to reduce the number of car journeys to the site when compared to its use as a Public House. The site is also located on the A626, a busy main road that links Glossop with Marple Bridge. The site is located on an existing bus route and in close proximity to a bus stop, thereby offering an alternative mode of transport for future occupiers of the converted property.

7. SUMMARY AND CONCLUSIONS

7.1 There is clear policy support and detailed reasons why this site is suitable for residential development. These include:

- The Public House use of the premises is not commercially viable. All attempts to run the pun as a viable business have failed and the premises are now closed, with no prospect of re-opening.

- The conversion will secure the long term future of the building and protect its fabric from deteriorating.

- The car parking facility to the east of the site is to be retained and the site is located on a bus route in a sustainable location.

- Whilst it is recognised that the proposal involves the loss of a community facility, the local community has not used the public house sufficiently for it to remain economically viable. From this, it can be deduced that there is insufficient local demand to justify the provision of such a facility.

- The proposal will increase housing supply within the High Peak

- The conversion represents an appropriate development within the Green Belt will have no adverse impact on the character of the building or the openness of the Green Belt.

7.2 In light of these factors it is therefore requested that the planning authority be minded to approve the application in line with the presumption in favour of sustainable development referred to in paragraphs 5.1 – 5.6 of this statement.

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