



PLANNING STATEMENT

APPLICATION BY AITCHISON RAFFETY PROPOSED MIXED USE DEVELOPMENT OF THE FORMER KINGSPAN WORKS CHARLESTOWN ROAD GLOSSOP

**Statement on behalf
of the applicant
by
Philip Smith BA (Hons) Dip TRP
MRTPI**

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Brian Barber Associates
The Granary
Spring Hill Office Park
Harborough Road
Pitsford
Northampton
NN6 9AA

Telephone: 01604 880163
Fax: 01604 882738

CONTENTS

	Page No
1. Introduction	2
2. The Site	2
3. Planning Policy	3
4. The Planning Case	9
5. Conclusions	22

1. INTRODUCTION

- 1.1 This application seeks planning permission for a mixed use development comprising a total of 105 residential units and 1600m² of commercial floor space at the former Kingspan Works on Charlestown Road, Glossop. The application is in outline with layout to be considered at this stage as well as the principle of development. The application is supported by significant detail in terms of the form, scale and nature of the development which have been carefully developed through discussions with the Council in order to create a high quality scheme which will deliver significant economic and environmental benefits to the area. The mix of uses, including residential, has been developed in response to identified issues relating to industrial sites and the need to find viable uses for them for the benefit of the local area. This Statement assesses the proposals in light of the current policy position and confirms the strong policy basis for granting planning permission.

2. THE SITE

- 2.1 The site extends to some 5.1 hectares and is currently dominated by large, vacant industrial buildings. These structures are constructed mainly from local natural stone and form a dominant feature at the entrance to the town from the Peak District. The buildings are currently vacant with only a small area of the site used for open storage. The site occupies two main areas on either side of Charlestown Road and comprises previously developed land. The southern part of the site contains the former mill ponds and associated infrastructure and has become overgrown. This area has formed an integral part of the overall industrial activities and it is proposed to retain this area for open space and recreational value for the development.
- 2.2 There are significant land level differences across the site, the land sloping considerably from the south and east to the north and west. The total change in land levels is approximately 11 metres across the site as a whole. The topography presents challenges in terms of the layout of the site and also issues such as drainage. Careful consideration of these issues has enabled them to be resolved as part of the design process. The site incorporates substantial landscaping areas on the southern part. These are on the peripheral slopes of both the eastern and western parts of the site. These areas will be broadly retained as demonstrated on the plans submitted as part of the Design and Access Statement.
- 2.3 A watercourse known as Long Clough Brook runs through both parts of the site. The watercourse has become largely hidden by industrial development and is culverted in a number of sections including where it crosses Charlestown Road. This has the potential to be a positive asset to the development proposals but also a constraint in terms of flooding issues. A detailed evaluation of flood risk has been carried out by Met Engineers and the results accompany this application. The flood risk assessment

demonstrates that the remedial work to the watercourse, including removing culverts wherever possible, will avoid the site as a whole being at risk of flooding.

- 2.4 The majority of the site is covered by extensive redundant industrial buildings and associated areas of hardstanding. The buildings along Charlestown Road are set at the back of the footpath and create a strong visual characteristic along this route into the town. The Design and Access Statement explains in detail how the proposals seek to respond to these features and characteristics in order to ensure that the completed development will create a high quality addition to the area which will enhance the appearance of the locality whilst respecting the key features of the existing site. The existing three storey office building represents an important landmark building which will be retained and converted to residential accommodation as part of the development.
- 2.5 The application site occupies an important position at the entrance to the town and currently stands as an unappealing feature along this important route. The derelict industrial buildings experience high levels of vandalism creating a neighbourhood nuisance and detract from the character and appearance of the site and the wider area and provide no economic benefits to the community. The site provides an opportunity to address these problems through sensitive redevelopment of the land providing an opportunity for a significant enhancement to the locality and sustainable economic gain.

3. PLANNING POLICY

National Planning Policy

- 3.1 There is considerable planning policy and guidance relevant to the planning application proposals at both local and national levels. The publication of the National Planning Policy Framework (NPPF) has replaced all existing PPSs and PPGs. The NPPF sets a presumption in favour of sustainable development at the centre of national planning policy. This forms the key basis on which all decisions should be made. The framework requires local authorities to adopt a positive approach to development and to approve schemes which accord with the development plan or, if out of date, the NPPF without delay.
- 3.2 Background to the NPPF and the application is provided in Ministerial announcements following the budget in March 2011. These are significant as they set out the commitment for a positive response to proposals that would deliver sustainable development in order to assist in providing growth to the economy. In particular, the announcement by Greg Clark (Minister of State for Decentralisation) makes it clear that the planning system has a key role in facilitating growth and development and that the Government feels that development should be supported with a presumption in favour of granting

planning permission. The need for a positive approach to planning in order to support economic growth is a key aspect of national policy and, therefore, highly relevant to these proposals.

- 3.3 The core planning principles which are set out in paragraph 17 of the Framework provide the basis for achieving sustainable development and, importantly, delivering economic growth required by the country. It includes a commitment to planning as a creative exercise in order to enhance the environment. It seeks to support sustainable economic development to deliver homes, businesses and infrastructure required. There is a need for plans to respond to market signals in allocating land and to encourage the reuse of brownfield land to accommodate new development.
- 3.4 The importance of the planning system in delivering growth for the country is highlighted in section 1 of the Framework. This highlights the importance of the planning system to support growth and not to hinder and stifle it. This requires local authorities to plan proactively for growth. Planning policies should recognise and address barriers to investment within a particular area. It specifically seeks to avoid long term protection of sites allocated for employment use where there is realistically no prospect of the site being used for that purpose. This is clearly particularly relevant to the Kingspan Works site and the historic policy of the Local Plan seeking to protect it for employment use, which has failed to deliver any active economic use. The emerging policies of the 2010 draft Core Strategy and its evidence base show a need for departure from this approach.
- 3.5 The Framework seeks to substantially increase the level of housing supply. Local authorities are required to objectively set out the housing needs for their area and then to identify land to meet these. A five year supply of deliverable sites is required with broad locations for developable sites for years 6-10 and, where possible, 11-15. It is necessary for local authorities to include a buffer within these figures of at least 5%. It is essential for Councils to demonstrate how they can deliver the required housing levels through a housing trajectory and how a five year supply will be maintained. Importantly, the Framework at paragraph 49 makes it clear that where a five year land supply cannot be shown to exist any policies relating to housing supply cannot be considered to be up to date. This point is crucial in determining how proposals for housing, where an adequate level of land supply cannot be shown to exist, should be considered.
- 3.6 In identifying land for housing, paragraph 51 of the Framework identifies the role that commercial sites can play in this. It states that proposals for housing should normally be approved on commercial sites where there are no strong economic reasons to suggest it would be inappropriate. This builds on earlier advice in the Framework. In the case of High Peak, work undertaken by the Council has identified a significant surplus in historic industrial sites which are not required to meet business needs for the area. This evidence is

highly relevant and, in light of the findings, paragraph 51 of the Framework is particularly important to the assessment of the scheme.

- 3.7 The levels of housing growth are currently set out in the East Midlands Plan which remains part of the development plan. It is evident that this will be abolished in the near future, possibly before the application is determined. However, the RSS figures are evidence based and remain the primary source of information until such time as any revised figures are adopted through the development plan system.
- 3.8 The Framework continues to place considerable emphasis on the need to achieve high quality design in all new developments. High quality in design and layout is seen as a fundamental element of securing sustainable development and considerable attention must be paid to this issue in all proposals for development.
- 3.9 Section 10 of the Framework provides guidance on flooding issues and is relevant given the size of the application site and the presence of Long Clough Brook running through it. The flood risk assessment sets out the analysis of the development in terms of flooding and this accompanies the application. In terms of national planning policy, the Government's approach is to require any flood risk to be fully appraised and there is a general presumption against development on land at risk of flooding unless there are no reasonable alternatives. There is also a requirement to seek to reduce flood risk of the new development schemes through the layout and design and the incorporation of new sustainable drainage systems. The flood risk assessment sets out how these matters are addressed and resolved by opening up the existing culverts and improve drainage to Charlestown Road.
- 3.10 Section 9 of the Framework sets out the Government's approach to conservation. The overall objectives seek to protect and enhance biodiversity throughout the country. This includes having a role in regeneration and enhancing conservation assets in new developments. The re-use of previously developed land for development is supported; however, where these sites contain significant local ecological value, developers should aim to retain this within the completed development.

East Midlands Regional Plan

- 3.11 The East Midlands Regional Plan was adopted in March 2009. It provides evidence based strategic policies for the region including the High Peak area. The Government is seeking to abolish RSSs and although the East Midlands Plan remains part of the development plan, it is likely to be abolished in the near future. Until abolition, however, the policies remain relevant to the current planning application. Policy 8 identifies the priorities within the Peak Sub-Area. These include the provision of appropriate business premises and also affordable housing.

- 3.12 Policy 13a sets out the housing growth levels for the High Peak area with a requirement of 6,000 dwellings to be provided in the period 2006-2026. Policy 19 sets out regeneration priorities and identifies the High Peak area as 'economically lagging' and should, therefore, be a focus for regeneration. Policy 20 confirms the priorities for employment land provision as being responsive to business needs, improving regeneration and catering for new industries.

High Peak Local Plan

- 3.13 The Local Plan was adopted in 2005 and remains part of the development plan for the area. A number of policies have been saved under the provisions of the 2004 Act. The Local Plan was adopted after 2004 and its policies can continue to be given full weight for a period of 12 months from the publication of the NPPF. If there is significant conflict between these historic policies and the Framework, the weight that can be attached to the policies is determined by the degree of consistency between the two. There are policies in the Local Plan as explained below which conflict with both the framework and also the Council's own evidence base and emerging policies and, in such circumstances, limited weight can be attached to these.
- 3.14 Policy GD2 identifies Glossop as a built up area and seeks to restrict development to within these identified centres. Policy GD4 states that planning permission will be granted for development that is sympathetic to the character of the area in terms of, for example, scale, siting, layout, materials and fenestration. Policy GD12 supports development providing that, where issues such as contamination are identified, suitable remediation measures are implemented.
- 3.15 Policy BC1 requires facing materials for new developments to be sympathetic to the character and appearance of the surroundings and natural materials will be sought in sensitive locations or areas where natural materials are dominant.
- 3.16 Policy H1 gives priority for housing on previously developed land within the identified built up area.
- 3.17 Policy H9 sets out the approach to affordable housing, requiring a proportion to be included in new residential schemes to meet local needs. The level of affordable housing is to be negotiated on a site by site basis, based upon the level of need, development constraints and the proximity of local services.
- 3.18 Policy H11 seeks to ensure a high quality of design in all new residential developments. Schemes should reflect local distinctiveness, include a mix of house types and sizes and protect amenity. Policy H12 requires residential development to incorporate appropriate levels of open space which are convenient, safe and usable for residents.

- 3.19 Section 7 addresses economic issues within the High Peak area and, in the introduction, states that the overall aim for Glossop is to increase the number and range of jobs and reduce out commuting. The issue of redevelopment of industrial sites is addressed under Policy EMP9.
- 3.20 EMP9 provides for mixed use schemes where the mixed use element is subordinate to the employment use and the development improves the quality of the employment premises or base. EMP9 also provides guidance on the change of use of the whole of a site. Such developments are potentially acceptable providing a number of criteria are met including:-
- continued employment land would perpetuate environmental problems which cannot be addressed through a mixed use scheme
 - there is no market demand for employment use
 - the development would be compatible with surrounding uses
- 3.21 All proposals must demonstrate that there is no conflict with sustainability principles and that the development would bring greater benefits than the retention of the existing use. The protection of historic industrial sites such as the one included in this application, is out of step with the Council's own evidence base and also the NPPF. It is considered, therefore, that this policy can be afforded very little weight in the determination of planning applications.

Derbyshire Dales and High Peak Joint Core Strategy – Draft Plan

- 3.22 The draft Joint Core Strategy was published for consultation in 2010. Whilst there has been no subsequent progression to a Public Inquiry and ultimately adoption, the draft plan identifies the key issues affecting the High Peak area and the way in which the Council wish to see these addressed. The document uses work carried out, for example, the employment land review and is evidence based. Therefore, despite its early stages it should be afforded weight in the determination of planning applications particularly where justified by a robust evidence base. The following policies are the most relevant to the proposals to regenerate the application site.
- 3.23 A number of key issues affecting the area are highlighted. These include maintaining the high quality of built environment, meeting local housing needs, managing travel demand and improving recreational facilities. The most important is KI4 which seeks to strengthen the local economy. Importantly, it recognises the need to ensure that premises meet the needs of businesses and that sites contribute positively to the character of local area.

- 3.24 The spatial vision for the area seeks to provide affordable housing as well as highly skilled employment opportunities. The need to compete with nearby centres particularly for jobs is a key element of the spatial vision and providing more choice, particularly on previously developed land, is key.
- 3.25 Policy CS1 formally sets out the sustainable development principles which underpin planning decisions across the area. This includes the need to make efficient use of land including securing its remediation and supporting the economy by allowing a mix of uses which give opportunities for local people in environmentally and economically sustainable ways. In addition, there is support for development in accessible locations and recognition of the need to protect ecological assets.
- 3.26 Policy CS2 sets out the settlement hierarchy and identifies Glossop as one of the market towns where growth and development will be concentrated. Policy CS4 seeks to protect and enhance biodiversity of the plan area. It specifically encourages the management of areas for nature conservation and the creation and improvement of habitats.
- 3.27 Policy CS5 provides detailed guidance on design and requires all new developments to respond to local characteristics and local distinctiveness. Policy CS7 seeks to protect and enhance green infrastructure. This includes the creation of new routes and corridors and not to allow the loss or harm to existing green infrastructure without suitable replacement provision.
- 3.28 There is recognition that Glossopdale, in particular, has a high proportion of old industrial sites and much of this stock is constrained by issues of access, conflict with adjacent uses, contamination and the poor quality of buildings. The findings of the Employment Land Review are accepted in that such sites should be considered for re-designation. Policy CS9 specifically seeks to maximise the potential of former employment sites which are no longer suited to modern businesses in order to maintain and enhance the economic base of the area. It seeks to encourage investment into constrained sites to encourage re-use and also encouraging mixed use developments which support economic growth.
- 3.29 Policy CS13 sets out the strategic housing requirements which are taken from the RSS. This identifies a total of 1056 dwellings to be developed within Glossopdale in the period 2006-2026, of which 271 are committed, leaving a further 785 to be identified. In terms of meeting this requirement, priority is given to the re-use of previously developed land, incorporating housing into mixed use schemes and meeting affordable housing requirements.
- 3.30 Policy CS14 sets out the affordable housing objectives with a requirement in High Peak of 30% of dwellings to be affordable on sites of 25 dwellings or more. There is, however, recognition of the potential to reduce this level of

provision where it can be shown that a scheme would not be viable if this amount of affordable housing were to be provided.

- 3.31 Specific guidance in respect of the Glossopdale area is contained in Policy CS21. This supports the redevelopment of previously developed land to meet housing requirements, including mixed use schemes on industrial legacy sites.

Employment Land Review 2008

- 3.32 The Employment Land Review has been used to inform the emerging policies which were contained in the draft Joint Core Strategy. This represents a key document in terms of setting out the problems with employment land supply within the High Peak area and the best approach to address these.
- 3.33 The report shows that the High Peak area has a low level of office space, only around 3% of the total commercial floorspace. The commercial stock in the District is predominantly pre-1940s. The existing commercial stock is generally of a poor quality and there is an overprovision across the area. The report calls for change in the type and quality of commercial premises to be provided, with a greater emphasis on more high quality knowledge driven industries. The oversupply provides the opportunity for the redevelopment of sites to produce the type and quality of premises which is required to support future growth in the area. The site at Charlestown Road is specifically identified within the report as requiring investment in order to provide fit for purpose employment accommodation. It suggests that a mix of uses may be appropriate in order to retain some employment use of the land.
- 3.34 The Employment Land Review provides key conclusions on the state of employment in the High Peak area and is, therefore, highly relevant in the assessment of the application proposals which seek the redevelopment of outdated, derelict buildings to provide a mix of commercial space and housing.

4. THE PLANNING CASE

Principle of Development

- 4.1 The background for the consideration of the proposals is the announcements by the Government which followed the budget in 2011. Greg Clark's statement is particularly relevant in that it sets out the Government's key focus on economic growth and the role that the planning system must play in delivering this objective. The statement identified the positive approach that local authorities should adopt and importantly that it takes effect immediately. The statement reads as follows:-

"The Government's 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 planning policy."

- 4.2 The statement continues to place emphasis on the need to support enterprise and facilitate growth and economic development. There is a recognised need for development to assist in returning the national economy to growth. There is also considerable attention placed on the need for a flexible supply of land for key sectors including housing and recognise the need to adapt to changing circumstances within the local economy particularly where new evidence shows previous policies are no longer up to date.

"The Secretary of State will take the principles in this statement into account when determining applications that come before him for decision. In particular he will attach significant weight to the need to secure economic growth and employment."

- 4.3 This statement represents an important clarification of the Government's position on development and the need for local authorities, in determining planning applications, to place significant weight on the need to grow the national economy and the role that development will play in this. The construction sector has suffered badly during the recession. It forms a significant element of the national economy and it is imperative that it is supported and promoted. In addition, the outputs of the construction industry are required directly in order to secure growth in other sectors of the economy.
- 4.4 The Plan for Growth which also accompanied the budget includes a presumption in favour of sustainable development in order to facilitate economic growth. This represents a significant shift in planning policy and such an approach has not been seen since the 1980s. The Government's announcements provide clear guidance in the approach which should be adopted in the assessment of planning applications. The Charlestown Road site is a vacant, derelict and outdated industrial site. It detracts visually from the area in its current state and is a resource which is not used effectively to the benefit of the town. It is a brownfield site set within the urban area and, is clearly highly sustainable. Its redevelopment for a mix of housing and commercial floorspace will provide a significant benefit to the local economy in terms of meeting housing needs in a sustainable manner and providing high quality business premises as well as directly assisting the construction industry. Its development, therefore, supports the Government's objective of promoting growth and conforms with the guidance which was published alongside the budget.

- 4.5 Since the statement was made in 2011, the National Planning Policy Framework has been published. This document sets out the national policies which should be used in the assessment of the application. The Framework provides a presumption in favour of sustainable development. The reuse of brownfield land such as that at Kingspan Works is a vacant and derelict site which creates a poor quality environment for the local area along a main route into the town. The redevelopment of the site with a suitably designed scheme clearly represents sustainable development which would provide environmental benefits to the area, much needed housing as well as economic development. The application proposals, therefore, accord fully with the Government's emphasis on economic growth and the need to significantly increase housing supply across the country.
- 4.6 The framework is very clear in the priority that it gives to approving developments which accord with relevant national and local policies. In this case, the regeneration of a derelict industrial site will provide much needed housing and quality employment space. The redevelopment proposals will allow a high quality scheme in this key location on the edge of the town. Given the Government's presumption in favour of sustainable development, it is evident that the principle of development is supported in up to date planning policy.
- 4.7 The NPPF is the most up to date policy document and in accordance with paragraphs 214 and 215 where there is significant conflict between development plan and national policies, reduced weight should be given to local ones. This is important for the assessment of the proposals given the policies in the Local Plan which seek to retain sites such as Kingspan Works in employment only uses. This conflicts with the strategy of the NPPF and also that of the Council's own Employment Land Review from 2008. There can, therefore, be no weight attached to policies which seek to prevent the economic re-use of vacant and derelict industrial sites which are clearly no longer viable for commercial uses.
- 4.8 The redevelopment of the land for a mix of housing and employment uses fully accords with the approach of the NPPF in paragraph 51 and also the findings of the Employment Land Review which shows a substantial surplus of employment land in the area. In light of this, it is considered that the redevelopment of the site as proposed represents an opportunity to regenerate the site which occupies a prominent location at the entrance to the town. It is unrealistic to seek to secure commercial uses across the entire site and the only way it will be regenerated is through a housing led scheme.
- 4.9 In terms of other saved policies relevant to the proposals, the Local Plan, in Policy H1, gives priority to the redevelopment of previously developed land for housing and, furthermore, seeks to restrict development on greenfield sites. The application proposals, therefore, accord with this approach particularly given that the most recent Annual Monitoring Report confirms

that the Council are unable to demonstrate a 5 year supply of deliverable housing sites. Therefore, the development of the land at Charlestown Road accords with the strategic approach to housing growth.

- 4.10 Policy H5 also, in principle, supports the re-use of previously developed land within urban areas providing there would not be a significant loss of local employment opportunities. The supporting text recognises both the role that brownfield sites will play in delivering housing and also the benefits associated with regenerating vacant or underused premises. The application site contains a number of historic industrial buildings, many of which are in a very poor state of repair and which have remained vacant for several years with no interest in occupation by new businesses. This is despite ongoing attempts at marketing the site. The buildings on the site are life expired and do not meet the needs of modern businesses.
- 4.11 The existing policies contained within the adopted Local Plan clearly point towards the re-use of brownfield land within the urban areas to accommodate development including housing. Policy EMP9 seeks to control the redevelopment of commercial sites for alternative uses and this must be considered in developing proposals for the site. The policy does not, however, seek to prevent the redevelopment of all industrial sites and there is recognition that there will be circumstances where the redevelopment of commercial sites for alternative uses will be acceptable. In any event, in light of paragraph 51 of the Framework, it is evident that seeking to prevent economic re-use of brownfield sites based on historic protection policies cannot be used to stifle growth and enhancement of areas. Policy EMP9 of the Local Plan must, therefore, be seen in context of both the Framework and also the Council's own evidence base and draft Core Strategy policies. These clearly show that there is a substantial oversupply of employment land across the area due largely to historic industrial sites such as Kingspan Works. There is no justification for retention of the land in commercial uses as it is simply not required to meet the needs of the area and its long term vacancy demonstrates the unviability of such uses.
- 4.12 It is clear that Policy EMP9 did provide scope for the alternative uses on commercial sites subject to meeting certain criteria. It is, however, important to recognise that the relatively strict approach of EMP9 conflicts with current national and also emerging local policies and can be afforded only limited weight therefore in the assessment of planning applications. The Framework provides very clear advice on the weight that can be given to saved policies where a five year supply of deliverable sites cannot be shown to exist. The 2010/11 Annual Monitoring Report shows a land supply of only 2.4 years. This is substantially below the required level and represents a very serious problem in terms of the ability to deliver the housing required in the area.

- 4.13 The Framework makes it clear that the sustainable delivery of substantially greater numbers of housing is a priority of the Government. In order to deliver this, paragraph 49 of the Framework makes it clear that where local authorities are unable to demonstrate at least a five year land supply, policies restricting housing development should be considered out of date. It is evident, therefore, that the aspects of Policy EMP9 which seek to restrict housing development of former industrial sites, must be considered out of date in the context of the Framework, notwithstanding the Council's own evidence base on this matter. This interpretation of current policy has been confirmed in recent appeal decisions and I include as an appendix, one for a site in Leicestershire where this issue was addressed (APP/T2405/A/11/2164413).
- 4.14 In light of paragraph 51 of the Framework, and also the overarching policy in paragraph 14 with a strong presumption in favour of sustainable development, the redevelopment of the site could only legitimately be resisted if there were overwhelming reasons which significantly and demonstrably outweigh all of the benefits associated with the scheme. The benefits of housing delivery, regeneration of the site and environmental improvements to the watercourse and removal of ground contamination are substantial and it is considered that the development, as proposed, accords with the policies of the framework when taken as a whole.
- 4.15 The site currently has little economic benefit and is derelict which confirms the lack of viability for any continued industrial use or a solely commercial redevelopment. The current scheme, as proposed, includes 1600m² of commercial floor space. Using the employment intensity figures in the HCA's Employment Land Density Report 2010, it has been calculated that the current B2 use of the buildings on the site would generate between 130 and 220 jobs depending on the type of industrial use involved. The inclusion of nearly 1660m² of B1 floorspace would, in comparison, generate up to 158 jobs. Whilst there would inevitably be variation within these figures depending upon the actual end user, it is evident that the level of business floorspace proposed is comparable with that which exists on the site. There would, therefore, be benefits associated with the site in terms of employment provision.
- 4.16 It is relevant to consider the context for employment policies within the area. The Local Plan in this respect is now increasingly out of date in terms of seeking to limit redevelopment of industrial sites. The employment land review carried out by Nathaniel Litchfield and Partners published in 2008 provides very clear evidence in terms of the quality and supply of employment land within Glossop and other areas within High Peak. The study found that across the High Peak area, industrial floorspace dominated with offices only providing 3% of the total floorspace available. In addition, it was found that overall the quality of floorspace on offer was poor being predominantly pre-1940 buildings and did not meet the needs of modern

businesses. It was also found that there was a significant oversupply in terms of the actual amount of land available. The report pointed to the need for a step change in the quality of employment land available if the take up of sites was to improve. The application site was specifically referred to within the report as requiring investment to provide fit for purpose accommodation and that a mix of uses would be appropriate in order to facilitate this.

- 4.17 The Employment Land Review highlighted significant problems in the quality of commercial land across High Peak and pointed to a substantial oversupply of land. These findings are key as they show the true picture within the area and provide the evidence on which planning decisions should be made. The findings of the study have formed the basis for the emerging new policies for the High Peak area. The draft Joint Core Strategy which was published in 2010, used the evidence from the Employment Land Review to prepare policies and specifically recognised the shortcomings of older industrial sites in the area. Draft Policies CS8 and CS9, in principle, allow the redevelopment of sites such as the one the subject of this application. There is also no specific requirement for mixed use schemes to come forward.
- 4.18 It is evident that the proposals for the redevelopment of the appeal site accord with the emerging approach to employment provision across the High Peak area. The development will address the problems of the site in terms of the poor quality of accommodation as well as issues of contamination and poor access. The indicative scheme shows how a high quality mixed use scheme can be produced which includes a significant proportion of commercial floorspace which will provide flexible accommodation suitable for a wide range of businesses. The delivery of high quality, useable accommodation fully accords with evidence and emerging policies and provides further strong support for the mixed use development proposed. Discussions with officers have confirmed the shift in approach to the redevelopment of industrial legacy sites within the District with the emphasis on quality of business accommodation and not quantity. They also highlighted a need for more flexible floorspace to meet local needs. The application scheme specifically includes flexible accommodation on the ground floor of the commercial buildings in order to seek to cater for specific local needs.
- 4.19 In considering the principle of redevelopment, it is clear that the publication of the National Planning Policy Framework has confirmed the importance the Government attaches to economic growth to lead the country out of recession and also the urgent need to the delivery of more housing. The Framework, together with the evidence base and emerging policies for the area, recognise the inappropriateness of protecting large former industrial sites with no prospect of re-use. The sustainable option is to secure their redevelopment for an economic use. The scheme which is proposed is housing led which is necessary in order to provide a viable scheme on this

challenging site with exceptionally high development costs. The mix of uses will provide a substantial number of jobs both in the long term and also during construction of the development. The housing element is key to the viability of the scheme and any restrictions on phasing are likely to have critical impacts on the development as a whole. Therefore, phasing restrictions would undermine the development and are consequently opposed. The need to concentrate on the redevelopment of previously developed land remains a focus of planning policies for the area. The enhancement of the built environment through sustainable development is also a key aspect and the proposed development would meet these objectives. Therefore, it is necessary to recognise the wider benefits that the development would deliver.

Flood Risk

- 4.20 The site has the Clough running through it on both sides of the Charlestown Road. Given the position of this and anecdotal evidence of flooding of Charlestown Road, a detailed flood risk assessment has been undertaken. This work shows that there are two flooding issues relating to the site, these being the Long Clough Brook and surface water runoff. The existing watercourse is culverted in many locations throughout the site. The proposed layout includes the removal of these culverts wherever possible. The works on the FRA show that this action will improve the flow of water along Long Clough Brook, reducing the chance of flooding through the blocking of culverts. In addition, the removal of the culverts allows natural river banks to be reinstated thereby improving the ecological value of the site. The creation of a more natural river course will, therefore, assist in reducing flood risk and also have ecological benefits.
- 4.21 Flood risk has also been identified from surface water runoff from the site. Evidence suggests that this runs onto Charlestown Road, ponding at its lowest point. The problem with the current site is that it is virtually completely covered in hardstanding and the surface water systems do not provide any control on the levels of discharge. The development of housing on the eastern side of Charlestown Road allows a reduction in areas of hardstanding due to the provision of gardens for each property. This will reduce direct runoff from the site at times of heavy rainfall. In addition, there would also be a purpose built drainage system installed as part of the development. This will enable control of the speed of runoff from the site into the wider drainage infrastructure and will prevent the localised flooding of Charlestown Road which has been seen in the past. In addition, the highway improvement works that will accompany the development will require upgrading the drainage infrastructure in Charlestown Road. This will allow its existing inadequacies to be addressed.

- 4.22 The flood risk assessment has confirmed that there are no barriers to the development of the site. Indeed the development of the site will enable the delivery of improvements to the Long Clough Brook, reducing flood risk from this source through the removal of culverts. It will also allow modern drainage infrastructure to be installed across the site to cope with surface water flows. The development, therefore, clearly fulfils the requirements of PPS25 as a result.

Housing Need

- 4.23 The latest examination of housing requirements for the High Peak area as set out in the 2010/11 Annual Monitoring Report (AMR) shows that there is currently only a 2.4 year supply of deliverable housing sites. This represents a significant shortfall in housing provision well below the level which the Council is required to maintain as set out in the framework. The ongoing provision of housing represents a fundamental aspect of national planning policy and the absence of a 5 year land supply weighs significantly in favour of the residential development within the overall scheme for the application site particularly given the fact that it involves the re-use of a derelict commercial site.
- 4.24 Whilst the housing figures are being examined in light of the Government's stated intention to revoke Regional Spatial Strategies, the housing figures set out in the East Midlands Regional Plan are evidence based and provide the most up to date indication of housing need for the area. There have been no revised figures published by the Council or any evidence presented which indicates the levels contained in the RSS to be incorrect. Indeed the RSS figures were the subject of independent examination and are, therefore, robust. They, therefore, remain the key figures for assessing housing growth until such time as any revised ones have been adopted by the Council. It is evident that notwithstanding the overall level of housing required in the High Peak area, there remains a need to identify additional sites. Furthermore, the re-use of previously developed land will continue to form an important basis of meeting the needs across the area.
- 4.25 The National Planning Policy Framework sets out a clear commitment of the Government to substantially increase housing supply across the country and it is in this context that the application scheme should be viewed. In order to achieve this paragraph 49 provides very clear guidance on the weight that can be attached to restraint policies where a local authority is unable to show a five year supply of sites. The position is that where a five year supply of housing land cannot be demonstrated, any policies of restraint which restrict housing development will be considered to be out of date. Consequently, they can be afforded no weight in the determination of planning applications. In light of the current national policy position, it is evident in the High Peak area the absence of a 5 year supply of deliverable sites and indeed only 2.4 years supply according to the Council, that there is an urgent need for

additional housing. Furthermore there is no likelihood of this situation being addressed through the adoption of a Local Plan in the near future. Therefore, given the strong presumption in favour of sustainable development there is considerable policy support for the residential led redevelopment of the Kingspan Works site.

- 4.26 The application site contains derelict, vacant industrial floorspace and is a legacy of the area's past. The framework continues to promote the reuse of brownfield land to accommodate growth and development. It also specifically seeks to prevent the unnecessary protection of commercial land from alternative uses. Given these other relevant policies set out in the Framework, it is evident that the redevelopment of the Kingspan Works as proposed fully accords with national planning policies. The industrial legacy sites such as the application site are clearly unsuitable for modern business, as evidenced by its long term vacancy. It is therefore clear that the regeneration of this site, as proposed, would represent a sustainable form of development on a derelict brownfield site. This fully accords with the latest national planning policies.
- 4.27 The draft Joint Core Strategy has not progressed to adoption, however, its policies did seek to identify the approach which should be adopted to the identification of housing sites within the Glossop area. There was a clear desire within this document of the use of previously developed land to assist in meeting the housing requirements. The application site was specifically identified within the draft Joint Core Strategy as being one of the most appropriate locations for housing development as part of a mixed use scheme.
- 4.28 There remains an ongoing requirement for the identification of deliverable housing sites across the High Peak area. The emerging approach set out in the draft Joint Core Strategy document promotes the use of industrial legacy sites and specifically the Kingspan Works to assist in meeting these housing needs. The application proposals would, therefore, support the delivery of housing in a sustainable manner, reusing previously developed land and significantly enhancing a key entrance to the town. The provision of housing on the site, therefore, contributes to meeting the housing needs of the area in an appropriate manner which is supported by both established national guidance and also emerging local policies.
- 4.29 The current application does not cover the whole of the wider commercial site and is restricted due to land ownership. Approval of the current planning application will, however, provide a catalyst to the wider redevelopment potential. The application scheme specifically includes a mix of uses and does not seek to simply promote a solely residential scheme for the site and therefore, cherry pick the value. The scheme includes the provision of a genuine mix of uses. In particular, there would be a level of commercial floorspace that would generate a significant number of jobs, similar in

intensity to the established industrial use across the entire application site. Therefore, the proposals seek to strike a reasonable balance between the creation of jobs and the need for a viable scheme. Kick starting the wider regeneration potentially represents a considerable bonus to the proposals and will assist in delivering benefits beyond the site.

- 4.30 The proposals have been developed in order not to impinge upon the land which lies outside of the application site and enable their redevelopment in the future without any constraint from the current proposals. Bringing forward the land along the road provides the best opportunity to make the greatest improvement to the appearance of the area and entrance to the town. The benefits which the proposals would deliver in terms of regeneration of a prominent derelict site and delivering new homes and jobs for the area are substantial and there is clearly a need for a kick start to redevelopment of the wider area in view of the lack of any progress previously. The application proposals will assist in providing the impetus in order to secure the long term objectives for the wider area.
- 4.31 The application, although in outline, is accompanied by details on the design and layout of the scheme. The Design and Access Statement which has been prepared by Barraton Design Studio Limited provides specific details on the approach which has been taken to the scheme and explains the process behind the layout which has been formulated. There has been significant work undertaken on the design of the proposals and it is expected that these would form the key parameters for the detailed design of the development in the future. The design work has responded specifically to the key characteristics of the site and provides the basis for achieving a high standard of architectural and visual design incorporating natural materials for the development and improvements to Charlestown Road which will significantly enhance this gateway to the town.

Design Approach

- 4.32 The indicative scheme focuses on improving the Long Clough Brook as it runs through the site. This is culverted in many parts and opportunities to remove culverts are a key element of the overall scheme to address flood risk and also to enhance the ecological value of the watercourse and present it as a central feature within the scheme. The position of the new properties close to the Charlestown Road frontage will recreate the strong character which the existing buildings exhibit. Whilst the existing structures are derelict and unsuitable for residential or even viable for commercial use, the design of the new buildings has been carefully developed in order to ensure that the strong sense of enclosure which they produce is retained.
- 4.33 The use of natural stone, where possible reusing the materials from within the site, will create a cohesive development which fully responds to the dominant building material in the area. It is considered possible to retain and

convert the three storey former office building within the site. Whilst not Listed, this does appear to remain in generally good structural condition and it is proposed to convert this into a total of 14 units. The retention of this prominent building represents a positive aspect of the scheme.

- 4.34 The development includes the improvement, repair and provision of public access to the area on the southern part of the site which houses the mill pond and original associated infrastructure. The mill pond has become disused and overgrown. An ecological assessment of this area has been carried out as part of the process of developing the scheme. This assessment accompanies the planning application and shows that there were no species within this area which would prevent the improvement works taking place. The aim is repair the walls and other infrastructure. The management of the woodland which has developed will enable public access to be provided in a way which protects the environment that has developed in the area, linking this area with the local footpath network as well as the development proposed on the adjacent land. The development accords fully with the latest policies in the Framework as a result.
- 4.35 Clearly, years of neglect have left the mill pond overgrown and in a very poor state of repair and the work involved in the repair will be significant and costly. The area does, however, represent an important element of the industrial heritage of the site and opening up this part of the site for public use represents a significant benefit of the scheme. There would be exceptional costs involved in creating a high quality open space and recreation area as part of the development which protects the natural environment. Given this and the wider public benefits which would accompany these works, it is therefore considered that this would be the only recreational or open space contribution forthcoming as part of the development. If any additional contributions are sought it would not be viable for the scheme to pay for these and also the repair and reinstatement works to the mill pond outlined. A full scheme for repair, access and interpretation would be developed as part of the detailed design process, however, the details provided as part of the indicative scheme demonstrate how this can be achieved.

Sustainability

- 4.36 The redevelopment of previously developed land as has been shown earlier, has many sustainability benefits and accords with the overall approach for development in the High Peak area as set out in the Local Plan and also emerging policies. The site lies within the urban area with good links to the town centre. A mixed use scheme on the site will provide significant economic benefits through the creation of high quality business accommodation. Providing opportunities for modern businesses to thrive represents an important part of reducing out commuting from the town improving its sustainability. Similarly providing high quality housing to meet

the needs of local people both for the open market and affordable properties will provide benefits of securing sustainable communities. These aspects are important elements in the overall sustainability of the scheme.

- 4.37 The scheme involves several other benefits which will help to deliver a highly sustainable development. There are significant amounts of natural stone in the existing buildings. The intention is to re-use the natural stone to build the new houses. It is important to use natural local stone in the development and the re-use of the existing material rather than removing it from the site and importing new for the development represents an efficient use of resources. Similarly, it is also proposed to re-use the remaining concrete and hardstandings. They would be crushed in order to create aggregates which could be used across the site for construction. Again, this approach would reduce the need to transport material to landfill.
- 4.38 In terms of energy efficiency and generation there are various options available. The full details will be developed as part of the ongoing design process. However, the aspiration is to utilise the energy which is available in the Long Clough Brook. The installation of a hydro-electric generator on the site will generate up to 40% of the energy needs of the development. This represents a far more efficient way of achieving on-site energy generation than the use of solar energy or heat pumps. Full details of this facility are not yet complete, however, details of the type that is proposed are included in the application documents. Initial analysis show that hydro-electric generation is a cost effective means of generating energy within the site. The use of renewable energy generation within the scheme represents a significant benefit and will substantially assist in creating a sustainable development within the site. The reduction in CO2 levels for new developments is a key aspect running throughout national planning policy. The development will, therefore, use available resources in the shape of the Long Clough Brook to minimise the carbon footprint of the development. This provides significant support for the scheme and means that it should, therefore, be preferred over any other potential sites.
- 4.39 The houses would be constructed to the latest building regulations requirements in terms of energy efficiency. There remains the potential to utilise other energy efficient technologies such as self clean glass and low emissivity glazing, use of solar power, air source heat pumps and low CO2 street lighting. The ability to incorporate specific elements will be developed through the detailed design process. There are clear opportunities for using green technologies within the development and this will be actively pursued. There are, however, other key aspects which render the development highly sustainable from the re-use of a brownfield site to the provision of new employment opportunities. Sustainability represents an increasingly important planning consideration and the benefits associated with the scheme should, therefore, be accorded significant weight in weighting up the proposals.

Contamination

- 4.40 Detailed investigations have also been carried out to examine the potential for contamination within the site and its suitability for residential use. A desk top analysis was first produced and then, following discussions with the Council's Environmental Health Department, a Phase II site investigation was undertaken. This involved digging a series of trial pits across the site in positions agreed with the Council, taking samples from each and analysing the material removed. The work has revealed slightly elevated concentrations of contaminants in small limited areas of the site as would be expected in an historic industrial site such as this. Remediation measures are, therefore, required in order to address the contamination found. The capping of areas of open space will address the contamination and provide an appropriate growing medium for gardens and open spaces which do not already exist.
- 4.41 There will be a need for piled foundations in areas where there is made up ground. The need to address contamination and also specialised foundations will increase the development costs of the scheme as a whole. In addition it is proposed to crush waste concrete on site and utilise this within the development in order to reduce the need to transport waste elsewhere. The natural stone contained in many of the existing buildings will also be cleaned and reused where possible. The approach which will be adopted to the development is to try to avoid transporting waste materials off the site unnecessarily in order to reduce lorry movements and minimise the amount of material sent to landfill. The development, therefore, adopts a sustainable approach to waste management which fully accords with best practice and relevant policy background.

Access and Highway Safety

- 4.42 The implication of the redevelopment of the site on the local highway network has also been considered in detail. The authorised use of the site for B2 industrial operations clearly has the potential to generate significant levels of traffic from both employees and also commercial vehicles. The transport assessment has assessed the likely impact of the development on the local highway network and the conclusions reached are clear. The mix of housing and commercial floorspace would have a negligible impact on traffic movements on the surrounding network.
- 4.43 The issue of congestion was a matter raised by local residents at the public exhibition. However, the analysis carried out demonstrates that the development proposed would not add to any issues in the wider area. Indeed, the development of a mix of uses, incorporating housing and commercial floorspace provides a sustainable scheme. The creation of high quality business premises is intended to assist in reducing the high levels of out commuting from the town which are currently experienced. The

redevelopment of the site will, therefore, assist in improving the overall sustainability of the town which may assist in addressing some of the traffic congestion issues which currently affect Glossop.

- 4.44 The transport assessment importantly demonstrates that there are no constraints in highway terms which would restrict the development coming forward as proposed.
- 4.45 The development also includes improvements to Charlestown Road as it passes the site. Currently, the road is narrow in this location and lacks footpaths. The development includes widening Charlestown Road and provision of footpaths on either side. These measures will address the existing deficiencies along this restricted stretch of road which represents a hazard to passing HGVs. Central traffic islands will provide traffic calming measures and enable pedestrians to cross each carriageway.

5. CONCLUSIONS

- 5.1 The redevelopment of the application site will assist in the delivery of growth and development in Glossop. The Government has signalled a commitment to promoting growth and a substantial increase in the delivery of housing as a key means of emerging from the recession as well as meeting the needs of a growing population. The publication of the National Planning Policy Framework provides a presumption in favour of sustainable development at the centre of the decision making process. The Government is committed to increasing levels of growth and the proposals accord with the approach which has been adopted by them and which they intend to be implemented across the country.
- 5.2 The latest AMR indicates an increasing problem of housing supply in the area. A level of only 2.4 years can now be demonstrated. This represents a serious problem in terms of providing housing to meet the needs of the population but also economic regeneration objectives. National policy in the Framework at paragraph 49, provides specific guidance for the assessment of planning applications under such circumstances. Where a five year land supply cannot be demonstrated any policies of restraint are considered to be out of date and, therefore, not relevant to the assessment of the proposals. The guidance is clear in seeking to promote rather than restrict growth and, therefore, in circumstances such as those which exist within the High Peak area policies which may seek to restrict housing development of the site can be given no weight in the decision making process. This interpretation of national planning policy has been confirmed at recent appeal decisions, one of which is included with this report.
- 5.3 The application relates to a derelict brownfield site within the urban area which is unsuitable for modern businesses. There is no realistic prospect of the current buildings being reused and the investment required for

redevelopment would not be viable for a solely business development. Its development with a housing led scheme will clearly deliver substantial benefits in terms of housing provision but also through the environmental improvements, decontamination of the site and employment opportunities generated. It is considered, therefore, that the redevelopment of the Kingspan Works as proposed represents a sustainable form of development which is supported by the policies within the Framework.

- 5.4 Notwithstanding the publication of the Framework, there has been an ongoing recognition of the problems with the quality of employment land in the area since the publication of the Employment Land Review in 2008. This found that there was a significant oversupply of commercial land and a large proportion was of poor quality and did not meet the needs of modern businesses. This report proposed the redevelopment of industrial sites in order to provide a smaller amount of high quality commercial floorspace. The draft Joint Core Strategy published in 2010 includes policies which sought to address these issues which supported the redevelopment of industrial legacy sites. There is, therefore, strong support for the principle of redevelopment of the site. The scheme itself is for a mix of uses and the amount of jobs potentially generated is comparable with those of the entire site in industrial use. The proposals, therefore, maintain the employment density associated with the whole of the existing site.
- 5.5 The redevelopment of a derelict industrial site for a mixture of housing and business use represents a sustainable means of securing growth within the town. Although in outline, substantial attention has been paid to the design and layout of the scheme as well as mix of uses. The approach to the design seeks to retain the key characteristics of the site, most especially the sense of enclosure along Charlestown Road. A simple traditional approach to design and use of local materials will add to the strong link with the existing area and high quality of the overall design. The careful approach given to the design and layout will provide a strong framework for the detailed scheme to follow when this comes forward in the future.
- 5.6 Significant attention has also been paid to the creation of high quality recreational space on the site of the former mill ponds. Opening this up to public access and linking in to the wider footpath network will produce a substantial public benefit. The scheme, therefore, incorporates a total of 0.7 hectares of public open space which is circa 15% of the total area.
- 5.7 The redevelopment of the site also provides an opportunity to create a highly sustainable development in line with best practice. The re-use of materials within the site for the development, the generation of hydro-electric power using Long Clough Brook in addition to the re-use of a brownfield site within the urban area, will create a sustainable scheme and meets the ever increasing importance attached to this issue in planning policy and development.

- 5.8 Significant work has also been carried out examining potential constraints to the redevelopment of the land. Work has been completed on flood risk, contamination, highways and ecology. The results of these are set out in individual reports. However, in summary there are no issues on the site which cannot be addressed through suitable mitigation. Indeed, the removal of culverts will reduce flood risk and enhance the ecological value of the site. Contamination on the site can be addressed through suitable mitigation. Overall, the redevelopment of the site will provide the means to address a series of issues in addition to the economic benefit of giving a viable use to the site and creating a high quality addition to the entrance of the town.
- 5.9 The redevelopment of the site represents a sustainable form of development which is supported by the Government's commitments to growth as set out in the Framework. The development of a derelict brownfield site will provide substantial benefits to the area including assisting in addressing the urgent need for housing which exists. There is, therefore, strong policy support for the development as submitted.