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Planning Supporting Statement

for

Residential development

at

Hawkshead Mill, Old Glossop

on behalf of

Pinstripe Clothing Company

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1 Introduction

- 1.1 This Planning Supporting Statement has been prepared to accompany the outline planning application, proposing the residential redevelopment of at land Hawkshead Mill in Old Glossop. The planning application is made on behalf of Pinstripe Clothing Company, who is the owner of the site.
- 1.2 Firstly, this application is proposing to establish the principle of developing up to 30 dwellings on the brownfield Hawkshead Mill site. Residential redevelopment in this location is acceptable based on the immediately adjacent land uses and would not be an inconsistent use in this part of Old Glossop.
- 1.3 In preparing this supporting document the applicant has taken into account the various planning issues that will be considered by the Local Planning Authority during the determination of this planning application. These material planning considerations have been fully assessed and we firmly believe that a development of this nature would be wholly consistent with the surrounding area and land uses, resulting in a logical redevelopment to provide much needed housing for High Peak.
- 1.4 This Planning Supporting Statement should be read alongside the submitted indicative layout drawings, plans, studies and assessments, and Design and Access Statement.

2 Site Description

Location

- 2.1 The site is located within Old Glossop, which is located approximately 1 mile north east of Glossop Town Centre. The site is located within the wider Glossopdale area, and is characterised by its proximity to the Peak District and the use of local sandstone for buildings. The application site measures 0.9 ha.
- 2.2 The site is currently the subject of a demolition application (ref: HPK/2014/0431) to clear most of the buildings on site. The remaining buildings will be addressed through this application.
- 2.3 The site has stood vacant for a number of years; since 2005. It is irregular in shape and in topography, sloping from north to south.
- 2.4 Prior to any demolition works the site comprises North Derbyshire gritstone buildings at the entrance to the site, a chimney, and more modern industrial buildings to the rear. Since becoming vacant the site has attracted youths and associated antisocial behaviour, including issues such as graffiti and arson.
- 2.5 Lying at the bottom of a valley, a culvert traverses the site from north to south. Immediately to the north of the site are open fields; this land is allocated as Green Belt land and falls within the National Park. To the north east of the site are some stables, also with fields beyond. Fields also bound the site to the west with Blackshaw Clough and Spire Hill hospital beyond, extending further to the west.
- 2.6 The eastern boundary of the site is established predominantly by Building 1, with residential property and fields beyond. The western, northern and eastern boundaries are defined by mature trees which assist in screening the site.
- 2.7 The southern boundary of the site adjoins the boundary with Hawkshead House, with further residential property beyond. Howard Town Brewery neighbours the application site to the south. The access to the site, which will be retained for the redevelopment comes from the south of the site, along Hawkshead Road. This road connects the site to the wider Old Glossop village, and Glossop Town Centre further afield.



- 2.8 Redevelopment of this site fully accords with the sustainable development aspirations of national planning guidance.

Description of Development

- 2.9 The proposal seeks to secure the principle of redeveloping this sustainable, brownfield site for up to 30 dwellings. All matters are reserved at this stage. The application seeks to clear the remaining structures within the site which are not addressed by application HPK/2014/0431, allowing the cleared site to provide up to 30 houses.

Planning History

- 2.10 The site is currently the subject of a live planning application (Ref: HPK/2014/0431). This application proposes the demolition of the buildings within the site, apart from the chimney and Building 1, which forms part of the eastern boundary of the site. This application is currently

being considered by the Council, and a decision is due early November. This application will form the first stage of the redevelopment of the site for housing.

- 2.11 A full planning application was submitted in 2012, under reference HPK/2012/0537. This was a joint application by the current owners of the site and house builder Seddon Homes, proposing the Demolition of Hawkshead Mill and the Erection of 34 Dwellings. This application was refused in April 2013, on the grounds that it encroached into the Green Belt.
- 2.12 There are no TPO's within the site.

3 Planning Policy

Introduction

- 3.1 This section sets out the planning policy context in which this application falls and considers policies at both a national and local level. In so doing, it demonstrates the planning policy rationale for the proposals.
- 3.2 The Planning and Compulsory Purchase Act 2004 (the 2004 Act) requires that, planning applications should be determined in accordance with the Development Plan unless material circumstances indicate otherwise. High Peak Borough Council as yet has not adopted its new Local Plan, therefore the Saved Policies of the High Peak Local Plan will be a material consideration in the determination of this application. This statement identifies those both saved and emerging planning policies that are considered relevant to this planning application.
- 3.3 The key documents considered in this Supporting Statement include:
- National Planning Policy Framework (NPPF);
 - National Planning Policy Guidance (NPPG);
 - High Peak Local Plan Saved Policies; and
 - High Peak Local Plan Emerging Policies.
- 3.4 The current Development Plan for this site within Old Glossop comprises the saved policies within the High Peak Local Plan and the emerging policies of the new High Peak Local Plan.
- 3.5 National planning policy guidance in the form of the National Planning Policy Framework (NPPF) underpins the general strategy for new development with which all Development Plans must be in broad conformity.

National Planning Policy Framework (March 2012)

- 3.6 The National Planning Policy Framework (NPPF) which was adopted in March 2012 supersedes all previous Planning Policy Statements and Guidance (PPSs/ PPGs). The NPPF sets out the Government's planning policies for England and details how they should be applied. It places sustainable development at the heart of the policies.
- 3.7 The NPPF's key message at paragraph 14 is that the "*presumption in favour of sustainable development*" is considered to be "*the golden thread running through both plan-making and*



decision making” which should be applied by Local Planning Authorities when assessing and determining planning applications.

- 3.8 Within the Core Planning Principles, it is stated *‘every effort should be made to objectively identify and then meet the development needs of an area’*. High quality design and a good standard of amenity for all existing, and future occupants of land and buildings should be secured.
- 3.9 The NPPF advocates significantly boosting the supply of housing and encourages the Council to identify a supply of developable sites for growth, and provide a sufficient five year supply.
- 3.10 Paragraph 22 of the NPPF notes *‘planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities’*. As discussed below, there is very little prospect of the site coming forward for employment uses.
- 3.11 Paragraphs 47 to 55 address delivering a wide choice of high quality homes. This section of the NPPF notes to boost significantly the supply of housing, Local Planning Authorities should use their evidence base to ensure their Local Plan meets the full, objectively assessed needs for market and affordable housing; identify and update annually a specific supply of deliverable sites, sufficient to provide a 5 years supply, as well as a 6-10 year and 11-15 year supply.
- 3.12 Paragraph 49 notes *‘housing applications should be considered in the context of the presumption in favour of sustainable development’*.
- 3.13 The Council should approve the application if its impacts are (or can be made) acceptable. New developments should be planned to avoid increased vulnerability to the range of impacts arising from climate change. Care should be taken to ensure that sites can be managed through suitable adaptation measures
- 3.14 We have already highlighted the policies set out in Paragraphs 47 to 55, which indicate that housing should be brought forward as a matter of priority in order to ensure a range and choice of housing land. We believe that the proposal accords with the general presumption set out in Paragraph 14 in favour of the delivery of Sustainable Development. The Adopted Development Plan is out of date in so far as housing land figures are concerned, and the

adverse impact of granting planning consent in this instance is minimal. In no way does it outweigh the benefits associated with the grant of planning consent when assessed against the policies in the framework as a whole.

- 3.15 We are mindful of the advice given in Paragraphs 214 and 215, which indicate that following a 12 month period from the publication of NPPF, decision makers may continue to give full weight to the relevant policies adopted since 2004. However, following the 12 month period, it is the National Planning Policy Framework, which should take on increasing importance, particularly in relation to the delivery of a range and choice of housing sites.

High Peak Local Plan – Saved Policies

- 3.16 The High Peak Local Plan was adopted in March 2005, and the relevant and applicable policies which have been saved until a point when the emerging Local Plan is adopted, are summarised below.

Employment

- 3.17 The site at Hawkshead Mill is included within the EMP4 allocation, within Glossopdale. The site bounds land to the north allocated as Green Belt. The site falls within a Primary Employment Zone (PEZ) which is identified by Policy EMP4. This policy seeks to restrict development other than employment generating uses in this location; housing ordinarily would not be permitted.
- 3.18 However, Policy EMP9 notes that the release of a whole site from a PEZ allocation would be permitted should the following criteria be met:
- *'The continued employment use of the land or premises for industry would perpetuate significant traffic or environmental problems; and*
 - *These problems could not be satisfactorily resolved by a mixed use development; and*
 - *The developer can clearly show that there is no market demand for the site for employment use; and*
 - *The proposed development will be compatible with adjoining uses'.*
- 3.19 *'In all cases the development does not conflict with the principles of sustainability, or the Green Belt. The development should achieve the strategic aims of the Plan, which brings a greater benefit to the area than the retention of the existing use'.*

- 3.20 The proposal for the redevelopment of Hawkshead Mill fully accords with the aspirations of Policy EMP9. The site has stood vacant for over 9 years, despite being marketed for lengthy periods of time. The lack of interest demonstrates there is no market demand for the site for employment uses. The proposed residential redevelopment of this site will actually complement neighbouring uses better than a new employment occupier, as the properties immediately adjoining the site are in residential use.
- 3.21 The proposal further accords with Policy EMP9 as it does not encroach into the Green Belt, nor does it conflict with the principles of sustainability. The site will also help High Peak Borough Council achieve the strategic aims of the Plan, as the site is identified in emerging policy and the SHLAA as being a site suitable for providing much needed housing to allow the Council to demonstrate a healthy housing supply. The proposed redevelopment will provide far greater benefits for the local area than retaining the site in an employment allocation where there is minimal likelihood of it coming forward for that use.
- 3.22 The factors assessed as part of this assessment are suitability of the site, and demand for it.
- 3.23 As previously noted, the site has been vacant since 2005, when it was last in employment use. Despite a lengthy marketing campaign the site is no longer viewed as suitable for employment use. It is located in a predominantly residential area, and due to the nature of Old Glossop the access links for larger, commercial vehicles are not attractive to employers.
- 3.24 The Council assessed this site in 2008 in the Employment Land Review. This report noted the site has very poor access, in a predominantly residential area, and comprises derelict mill buildings on sloping land.
- 3.25 The Employment Land Review Updated Site Assessment of Available Land, published in 2014 comments further on Hawkshead Mill. This assessment notes the site is:
- available for development;
 - poor site access for employment uses;
 - poor location for employment uses;
 - poor site quality and constrained;
 - poor likely market demand;
 - regarding its role and function to economy it is noted as being a redundant mill in a remote location, which is unlikely to support major employment;
 - employment use would conflict with neighbouring residential uses;
 - very poor condition of buildings; and

- Overall recommendation is for the redesignation of the site for alternative uses as it is unsuitable for significant employment.

3.26 On this basis it is clear to see the Council does not envisage the site contributing the Borough's employment land supply therefore should be brought forward for much needed housing.

3.27 With regards to demand, as noted previously the site has been marketed for an extensive period, with very little interest. From March 2008 to March 2010 Ryder Dutton marketed the site for employment uses. During this period no offers were made for the site, nor negotiations entered into. This evidence confirms the conclusions arrived at by both the 2008 Employment Land Report, and the 2014 Update Report. The site is not attractive for employment, and therefore there is very little demand.

3.28 Based on the above evidence, the only viable and suitable redevelopment option for this site is for housing.

3.29 **Housing**

3.30 Policy H1 addresses the delivery of housing in the Borough, noting previously developed, brownfield land should be developed first.

3.31 Saved Policy H5 of the Local Plan notes provided the development does not lead to the significant loss of local employment, the development of housing on previously developed land would be permitted.

3.32 The site is a brownfield site, which as proven above is most suited for redevelopment for housing. Housing in this location would be in keeping with neighbouring properties and land uses. The redevelopment of this site for housing is the most viable use, which is in line with NPPF aspirations and the housing policies of the Saved Local Plan policies.

5 Year Housing Land Supply Position

3.33 Notwithstanding the current position with the emerging Local Plan, the NPPF makes it clear that housing applications should be considered '*in the context of the presumption in favour of sustainable development*'. Relevant housing supply policies should be considered out of date where a Local Authority cannot demonstrate a 5 year supply of deliverable housing sites. In this regard Policy H1 of the adopted Local Plan is out of date.

- 3.34 The Regional Plan housing target of 300 new homes per year has now been revoked and recent appeal decisions and national guidance advise that the starting point for calculating the 5 year supply should be the Objectively Assessed Need (OAN). This figure is yet to be tested at the Local Plan examination. However, in High Peak this is currently between 420 and 470 new homes per year, which would give a housing land supply of circa **2.8** years, calculated on 420 dwellings per year. This includes a 20% buffer as required by NPPF.
- 3.35 The emerging Local Plan includes a revised housing target of 360 new homes per year which the Council considers to be deliverable, however this figure reflects the identified infrastructure and environmental constraints within the plan area. Although this figure has yet to be tested at the Local Plan examination the figure could now be used to calculate the 5 year supply of housing land. Based on this, the 5 year supply, as of September 2014, is **3.3** years, including the 20% buffer. This figure takes into account recent appeal decisions at North Road and Dinting in Glossop.
- 3.36 Therefore, whether calculating the housing land supply utilising the Objectively Assessed Need figure or the restrained figure set out in the emerging Local Plan, the Council's 5 year supply is significantly below the level required by NPPF. Therefore whichever figure is taken, **the council does not have a 5 year housing land supply** therefore needs the redevelopment of the Hawkshead Mill to come forward to boost the supply.
- 3.37 Accordingly, the presumption in favour of sustainable development as set out in paragraph 14 of the NPPF will apply to decision making. Where relevant policies, including housing policies are out of date, the Framework advises that permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits.
- 3.38 It must also be remembered that the shortfall in completions against the required level of new homes per annum is increasing all the time due to the low build rate over the last few years. For this reason, even though planning applications are being granted this is being countered by the increase in the shortfall as the plan period progresses, as well as planning permissions expiring which are taken out of the supply.

Affordable Housing

- 3.39 Policy H9 of the Saved High Peak Local Plan sets out a requirement of 30% affordable housing on new developments. The Council's Housing Needs in High Peak SPD notes affordable housing '*negotiations will be carried out on the assumption that the development site has been bought at a realistic price which reflects all the known development constraints, (ground conditions, infrastructure, services and planning related obligations etc) including the*

need for the provision of affordable housing. Only particular site costs over and above those normally associated with development in High Peak will be considered in negotiations'. The Council will negotiate taking into account the economics of provision and the need to achieve a successful housing development. A full viability appraisal accompanies this planning submission.

Other Policy Considerations

- 3.40 As this application is for a outline consent with all matters reserved, limited information is available at this stage. However, while devising the proposal consideration has been given to other Saved Policies of the High Peak Local Plan, which will be briefly discussed in turn below:
- 3.41 Policy GD5 addresses the loss of privacy and amenity caused through redevelopment of the site. This policy notes planning consent will be granted provided it does not cause an unacceptable loss of privacy and general amenity. The proposed redevelopment of Hawkshead Mill accords with this policy.
- 3.42 Policy H11 requires residential development to incorporate good design which complements local distinctiveness. This policy also calls for proposals to make efficient use of available land, and provide a mix of housing types and sizes, which will protect residential amenity for neighbouring and future residents. The proposal will complement the local area, and as shown on the illustrative layouts, the site can comfortably accommodate up to 30 dwellings of varying size.
- 3.43 As noted in the Planning History section of this report, there are no TPO's within this site. The development will incorporate the existing trees within the new scheme; the redevelopment of the site is not seeking to remove all trees and existing planting.
- 3.44 Consideration has been given to policies BC1; GD4; GD6; TR5 and H12. The redevelopment of the site will accord with these policies at reserved matters stage.

High Peak Local Plan – Emerging Policies

- 3.45 High Peak Borough Council is currently in the process of preparing a new Local Plan. The High Peak Local Plan Submission version was submitted to the Secretary of State for Independent Examination on 28th August 2014. The Examination Hearing is timetabled for November/ December 2014, with adoption currently timetabled for February 2015.
- 3.46 The new Local Plan will cover the period from 2011 to 2031.



- 3.47 Paragraph 4.92 of the Submission Local Plan notes *‘The need for new homes in Glossopdale is necessary to meet future population and household changes and affordable housing needs’*. Paragraph 4.94 identifies Hawkshead Mill as one of the most *‘appropriate locations for future development following consultation exercises’*.
- 3.48 The proposal accords with Policy S5 which relates to the Glossopdale sub-area strategy as it will provide housing for the community in a sustainable development.
- 3.49 The Emerging Local Plan identifies the site for housing, although the proposed redevelopment of the site, as a former employment site, is also supported by Policy E4, which relates to the change of use of existing business land and premises. This policy states employment premises could be released for alternative uses if:
- The continuation of the land or premises in industrial or business use is constrained to the extent that it is no longer suitable or commercially viable for industrial or business use as demonstrated by marketing evidence commensurate with the size and scale of development; and the proposed use is compatible with neighbouring uses; or
 - An appropriate level of enabling development is required to support improvements to employment premises or supporting infrastructure. In such cases, a viability appraisal should be submitted to demonstrate that a change of use or redevelopment of the site is required to fund the improvements. Mixed-use proposals should not create any environmental, amenity or safety issues.
- 3.50 As demonstrated when assessing the site against the Saved policies, there is no demand for employment uses, nor is the site suitable for employment occupiers’ needs.
- 3.51 As noted in the Emerging High Peak Local Plan, the Council identify the Hawkshead Mill site as a suitable site for housing. Emerging policy H1 relates to the location of housing development, noting ‘the Council will ensure provision is made for housing by supporting the development of specific sites through new site allocations in the Local Plan or a Neighbourhood Plan. Priority will be given to new housing development on previously developed land in preference to greenfield land’. Hawkshead Mill proposals fully accord with this policy.
- 3.52 Hawkshead Mill is specifically identified by Policy H3 referred to as site G13, which covers specific housing allocations. This policy identifies Hawkshead Mill as suitable to provide up to 31 dwellings, and is capable of early delivery.

- 3.53 Policy H4 addresses new housing developments, and is linked to Policy H5 which addresses Affordable Housing provision. Policy H5 requires, like the Saved Policies, 30% of the units to be affordable on a site the size of Hawkshead Mill. Paragraph 5.158 notes Policy H 5 includes a financial viability test to justify any reduced provision of affordable housing below the required Policy level. A viability appraisal have been prepared and submitted as part of this submission.
- 3.54 With regards to heritage, accompanying assessments have been submitted as part of this planning submission. Emerging policy EQ6 relates to the built and historic environment. As noted Hawkshead Mill is not a designated heritage asset, and is not a Listed Building. It does not fall within a Conservation Area, not is it a Locally Listed building.
- 3.55 The proposed redevelopment also accords with the following emerging policies and strategic objectives: EQ2; SO2; SO3; SO4; EQ4; EQ5 and EQ8.

Summary

3.56 In summary:

- the site is identified in the emerging Local Plan as housing site;
- identified as being no longer suitable for employment uses, nor is there any demand; and
- the redevelopment of the site will contribute to the 5 year housing land supply of the Borough.

4 Public Engagement

Pre-Application Discussions

- 4.1 The public engagement undertaken as part of this application process is discussed in greater detail in the enclosed Statement of Community Involvement (SCI).
- 4.2 However, in summary a leaflet drop was undertaken on the 2nd September 2014, which delivered 235 leaflets to the properties surrounding the application site.
- 4.3 The leaflet, a copy of which is included in the SCI, detailed the proposed redevelopment of the site, informing local residents of the applicants aspirations for the site.
- 4.4 Copies of the leaflet were also emailed, with a covering letter to Local Councillors and Local Resident Association Groups.
- 4.5 Of the 235 leaflets delivered, we received 4 email responses.

5 Conclusion

- 5.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires development to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise, and it is considered that the proposed development at Hawkshead Mill does in fact accord with Development Plan proposals.
- 5.2 In conclusion, we have assessed this proposal against the relevant Planning Policies. In our view, the proposal accords with Planning Policy, and would contribute to the overall range and supply of housing sites within the Borough.
- 5.3 The site is capable of being developed, and is a suitable location for residential development. The proposal is brought forward by the owners of the land. There are no technical issues which would prevent development, and accordingly we believe consent ought to be granted. The site if developed would comprise a logical site upon which to provide much needed housing for the High Peak Borough.
- 5.4 The Council has identified the site as a future housing allocation site, and the development of which will contribute to High Peak Borough Council's 5 year housing land supply, which is currently significantly below the 5 year target.
- 5.5 The proposal envisages a development which will complement and enhance the surrounding area. In conclusion therefore we believe that the proposal has significant merits and should therefore be granted Outline Planning Consent.

