

# **Land at Marsh Lane, New Mills**

**Planning Statement on behalf of**

**The Guinness Partnership**

**July 2016**

# Contents

1. Executive Summary .....	1
2. Site Description, Context and Planning History .....	3
Site Description .....	3
Wider Context .....	3
Planning History .....	4
3. The Proposed Development .....	5
4. Relevant Planning Policy .....	6
High Peak Local Plan (April 2016) .....	6
NPPF (March 2012) .....	8
5. Other Material Considerations .....	10
Design .....	10
Transport and Access .....	10
Landscape and Trees .....	11
Biodiversity .....	11
Ground Conditions .....	11
Drainage .....	11
6. Conclusion .....	12

## Appendix 1

Affordable Housing Statement

## Appendix 2

Site Plan

# 1. Executive Summary

1.1. This Report has been prepared for The Guinness Partnership Limited by P4 Planning Limited. It sets out the planning justification and rationale for the proposed development subject of this Full planning application. The proposal is for:

*‘Demolition of existing workshop and development comprising 16 homes for affordable rent; 7 for low cost home ownership and 14 homes for open market sale (37 residential homes in total) (use class C3) with associated access, parking and landscaping’*

1.2. The 37 new homes will comprise the following mix of tenures and sizes:

16 affordable rent (twelve 2 bed and four 3 bed properties)

7 shared ownership (five 2 bed and two 3 bed properties)

14 open market (two 2 bed and twelve 3 bed properties)

37 Total

1.3. 62% of the new homes are therefore affordable, which is more than twice the policy requirement and a significant benefit of this development, which will help address the local housing need for relatively small and affordable units. The Applicant has prepared a short Affordable Housing Statement which is included at **Appendix 1**.

1.4. The Site comprises 0.94 ha of land to the East of Marsh Lane in New Mills (see Site plan at **Appendix 2**). It forms part of a former quarry that was allocated in the adopted 2005 Local Plan for residential development and is identified as a committed residential development in the recently adopted 2016 Local Plan.

1.5. The Site has been subject to previous permissions for housing development over at least the past 20 years, the most recent of which is an extant Outline consent for 28 dwellings (reference HPK/2013/0315). None of the previous permissions have been implemented.

1.6. The detailed design of the proposal has emerged following discussions with High Peak Borough Council and incorporates the comments of the Design Review panel. The rationale for the design is set out in the accompanying Design and Access Statement.

1.7. As identified in the Statement of Community Involvement (within the Design and Access Statement), the neighbours have been kept informed of the proposals.

1.8. The development is fully in accordance with the statutory development plan including Policy S1a, which sets a presumption in favour of sustainable development. In accordance with this and the National Planning Policy Framework, development that accords with the Development Plan should be approved “without delay”.

- 1.9. This Planning Statement sets out the relevant planning policies against which the proposal should be assessed and also any other material considerations relating to the detail of the scheme.
- 1.10. The application is also supported by the relevant application plans; the Design and Access Statement (incorporating Statement of Community Involvement); Affordable Housing Statement; Ecology Report; Arboriculture Report; Drainage Strategy; Transport Statement; and Ground Investigation.

## 2. Site Description, Context and Planning History

- 2.1. The proposed development has been subject to six months of pre-application consultation and evolution as set out in the accompanying Design and Access Statement.

### Site Description

- 2.2. A more detailed description of the site and its surrounding context including photographs is set out in the Design and Access Statement.
- 2.3. In brief, it comprises 0.94 ha of brownfield land. It was originally a stone quarry and some of the features of this former use remain although, for many years, the site has been overgrown, disused and partly filled. As a part of the development, elements of the former quarry face will be removed and the site levelled to accommodate new homes which will benefit from wide spread views to the hills to the East.
- 2.4. Immediately to the West of the site are a number of large houses fronting Marsh Lane. Access will be taken from Marsh Lane at the North West corner of the site as previously approved. Immediately to the North is a terrace of smaller two-storey cottages which are accessed off Low Leighton Road.
- 2.5. Along the Eastern edge of the site is a public footpath into which the application proposal will deliver a new link that will enable pedestrians to pass through the site from the countryside to the East, through the development onto Marsh Lane and then Church Road and the town centre, in a more direct route than at present. Beyond the public footpath to the East are school playing fields and open countryside.
- 2.6. To the South of the site at a slightly lower level, is the existing Marsh Lane industrial estate that is located in the remaining part of the former quarry.
- 2.7. There are a number of mature trees along the eastern boundary of the site within the school playing fields and additional trees within the gardens to the West. The self-seeded immature vegetation on site itself has largely been cleared in preparation for development. An Arboriculture Report accompanies the application.

### Wider Context

- 2.8. The site is located approximately 0.7 km to the East of New Mills town centre and within the designated urban area. The town centre provides a range of local facilities which are in addition to other facilities close by including local schools, playing fields and children's play facilities as identified in the accompanying Transport Statement.
- 2.9. Overall, the site is in a sustainable location with ready access to the facilities of New Mills as well as local bus routes and the nearby train station.

## Planning History

- 2.10. The site has a long planning history of prior approvals for residential development that have never been implemented, principally because of the associated cost of developing this brownfield site.
- 2.11. In 1994 an application for 31 dwellings was approved (HPK/0003/3604). That consent was renewed 1997 but then lapsed.
- 2.12. In 2004 an application to 22 dwellings was withdrawn prior to determination (HPK/2004/1142) due to the Council's housing restraint policy in place at the time.
- 2.13. Throughout this time the site was identified as a suitable housing site in Strategic Housing Land Assessments and also in the adopted development plan, which promoted the development of brownfield sites within the identified urban area and targeted growth at the Borough's main settlements including New Mills.
- 2.14. On 10 September 2013 outline consent was again granted for residential development on this site, on this occasion for 29 dwellings (HPK/2013/0315) subject to the provision of 30% affordable housing. That consent remains extant and also approved the access arrangements that are proposed in this latest application.
- 2.15. That permission was subject to a further application seeking to have the planning obligation modified by the removal of the affordable housing contribution. This subsequent application was subject of an Appeal in 2014 in which the appellant sought to justify the development without the affordable housing contribution based on overall viability of the scheme.
- 2.16. The Appeal was dismissed on 25 July 2014 (reference APP/H1033/Q/14/2217720). The Inspector concluded that despite the long history of unimplemented consents, it had not been adequately demonstrated on the available evidence that a viable scheme would not proceed in accordance with the planning permission including the affordable housing element.
- 2.17. The current application submitted by The Guinness Partnership has secured funding for the affordable housing, as set out in the accompanying Affordable Housing Statement, which will ensure its delivery, if permission is approved. In this way, this application will in fact deliver twice the policy requirement for affordable homes which is a significant benefit. Because the funding has already been secured there is no requirement for any further planning obligation through Section 106 which would put that funding at risk.
- 2.18. This application therefore promotes a high proportion of affordable housing to meet an identified local need. It utilises a brownfield site within the urban area in a sustainable location. The following sections summarise the proposed development and address relevant policy considerations.

### 3. The Proposed Development

- 3.1. As previously stated, the application comprises 37 residential units (Class C3) comprising 14 for open market sale; 16 for affordable rent and seven for shared ownership. Of the total dwellings, 19 will be two bedroom and 18 will be three-bedroom homes.
- 3.2. The site is recognised and accepted as a sustainable location, with ready access to a range of facilities, services and public transport. Housing in this location will also be in close proximity to a range of employment opportunities thereby help reduce the potential for out commuting.
- 3.3. Vehicular and pedestrian access will be as previously approved from Marsh Lane. A second pedestrian access will be introduced from the public footpath to the East as identified on the layout plan.
- 3.4. The new dwellings will be orientated around the internal estate road which will be constructed to adoptable standards and offered for adoption. The layout plan incorporates a swept path analysis to demonstrate how refuse and emergency vehicles will be able to fully access the site.
- 3.5. Each dwelling plot incorporates two off street car parking spaces in accordance with policy, and space for cycle parking.
- 3.6. The layout has been informed by the Council standards to ensure appropriate distances between habitable rooms to maintain existing and future residential amenity in accordance with policy.
- 3.7. The proposed materials and design of the new homes have been subject of pre-application discussion and agreed with officers. Although not within any conservation area, the proposal includes chimneys on dwellings at key entrance points to the site.
- 3.8. The existing workshop will be demolished and replaced by plot 36 and 37 on the layout plan and the stone from the workshop will be reused in the boundary treatment at the entrance to the site.
- 3.9. Overall, the proposed housing brings a number of important benefits. It will help meet the Government's national objective of *significantly boosting* the supply of homes. It will help High Peak meet its housing land requirements and particularly the urgent need for more affordable homes. It will bring inward investment and spending power to this part of the town that will act as a boost to the local economy.
- 3.10. The construction of the houses will also provide construction jobs over the build period and the Council will benefit from additional income in the form of the New Homes Bonus and Council tax receipts.
- 3.11. It will finally bring forward development of this brownfield site which has long been earmarked for residential use.

## 4. Relevant Planning Policy

- 4.1. Planning law set out in the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 4.2. In accordance with the guidance set out in the National Planning Policy Framework (NPPF) and the Act, the relevant planning policy is contained within the High Peak Local Plan (recently adopted in April 2016).
- 4.3. This Section of the Planning Statement summarises the key planning policies and relevant supplementary guidance applicable to the proposals. It refers to the relevant elements of the NPPF which provides guidance that is also a material consideration in the determination of this application.

### High Peak Local Plan (April 2016)

- 4.4. The application site is identified within the built-up area boundary of New Mills (part of the Central Area) and was allocated as a significant site with planning permission for housing in the adopted Local Plan in 2005. This allocation for housing on the proposals map has been carried forward as a housing commitment into the recently adopted 2016 Local Plan at Appendix 4 (housing land supply) where it is identified for 29 dwellings in accordance with extant planning consent reference 2013/0315.
- 4.5. The Local Plan identifies a number Key Issues for the Borough including KI7, Meeting Local Housing Needs. The Plan identifies that there is an ageing population and significant and increasing demand for smaller households and affordable units within the Plan area. Providing an appropriate range of different house sizes, types and tenures is seen as an important challenge and essential for meeting the needs of all residents and in creating healthy and mixed communities.
- 4.6. The Local Plan sets three main themes to address:
  - Protecting Peak District Character;
  - Enhancing Prosperity; and
  - Promoting Healthy and Sustainable Communities.
- 4.7. The Plan seeks to address these themes through its Spatial Vision which directs the majority of future development and growth to the main settlements within the Borough including New Mills. The Plan identifies that the use of previously developed land will be maximised and the Borough's townscape and landscape character will be protected and enhanced through integrating development with its surroundings.



- 4.8. A series of strategic objectives are set against each of the three main themes. The proposed development subject of this application not only accords with the former site allocation and commitment, but also with these strategic objectives.
- 4.9. Through regenerating a previously developed site (a prudent and sustainable use of natural resources), the proposed development will help maintain and conserve the Borough's landscape characteristics and integrate effectively with its setting. It will enhance prosperity through sustainable growth and strengthen the vitality and viability of the town centre through additional consumer spend.
- 4.10. The proposed mix of house types and tenures squarely meets the identified needs of residents in the Borough and will help support existing and new services and facilities whilst helping minimise the use of greenfield land.
- 4.11. The regeneration of this former quarry site is inherently sustainable and in accordance with the NPPF 'presumption in favour' of sustainable development.
- 4.12. The Local Plan sets Sustainable Development Principles in its Policy S1, with which the proposed development fully accords. Policy S1a reiterates the NPPF presumption in favour of sustainable development, noting that planning applications which accord with the policies in the Local Plan will be approved without delay unless material considerations indicate otherwise. There are no such material considerations in this case.
- 4.13. The strategic approach of the Local Plan is to concentrate development on the market towns, focusing primarily on previously developed sites, with which this proposal fully accords. Policy S2 includes New Mills as one of the market towns which is the main focus for housing, employment and service growth.
- 4.14. The Plan identifies an Objectively Assessed Housing need of 350 dwellings per year which the proposed development will help meet in accordance with Policy S3.
- 4.15. The Plan identifies (at paragraph 4.105) that '*housing affordability is a major issue in the Central Area*' yet access to services and facilities is generally good. For this reason, the Council seeks to promote sustainable growth of the Central area through Policy S6 which, *inter alia*, supports the development of new housing on sustainable sites within the built-up area boundary primarily in [New Mills].
- 4.16. The Design and Access Statement comments further on how the proposed development will build in sustainable design.
- 4.17. In terms of housing, the Local Plan identifies that the provision of sustainable, decent and affordable housing is one of the key aims of national planning policy and a priority locally (paragraph 5.137). The Plan seeks to deliver a wide choice of high quality housing in appropriate locations, including promoting the effective re-use of land within the defined built-up area boundaries (Policy H1).

4.18. New housing development should also accord with Policy H3 to ensure that it addresses the housing needs of local people through meeting the requirements for affordable and market housing. The Housing Needs Survey and the Housing Market Assessment are part of the evidence base to the recently adopted Local Plan and both identify the need to increase the level of affordable housing provision. This application proposes 62% affordable units for The Guinness Partnership, which is more than double the policy requirement in this respect and a significant benefit of this proposal, helping to maximise the delivery of affordable housing in accordance with Policy H4.

### **NPPF (March 2012)**

4.19. The NPPF encapsulates the Government's growth agenda through planning for sustainable development. It identifies that sustainable development is about positive growth, making economic, environmental and social progress for this and future generations. Paragraph 7 states that:

*'There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:*

- ***an economic role*** - contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- ***a social role*** - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- ***an environmental role*** - contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

4.20. The proposed development subject of this application scores highly in all respects and the NPPF introduces the presumption in favour of sustainable development at its heart.

4.21. This Site is identified as a housing commitment in the recently adopted Local Plan and will deliver affordable and market homes on a previously developed site within the built-up area of New Mills, one of the priority areas for housing growth.

4.22. Where development accords with an up-to-date Local Plan, paragraph 14 of the NPPF is clear that such proposals should be approved *'without delay.'*

4.23. Indeed, this proposal for 37 dwellings including 23 affordable units, very much aligns with the core planning principles at paragraph 17 of the NPPF, through the delivery of homes to meet local needs in a sustainable and accessible location.

- 4.24. Delivering a wide choice of high quality homes is a key objective of Central Government which requires local planning authorities to ensure that the full objectively assessed need for market and affordable housing is met to help *'boost significantly the supply of housing'* (paragraph 47).
- 4.25. The fact that this application exceeds the policy requirement for affordable homes is an added benefit of this proposal given the evidence base behind the Local Plan identifies a far greater affordable housing need than Policy H4 is expected to deliver.
- 4.26. The rationale and quality of the design of this full application and its sustainability credentials are set out in the accompanying Design and Access Statement.
- 4.27. In accordance with the advice in the NPPF at paragraph 188, the applicant has undertaken pre-application engagement with officers which has informed the design of the proposal and there are no material considerations that weigh against the presumption in favour of granting consent.

## 5. Other Material Considerations

- 5.1. As set out above, the development accords with the Local Plan Policies and should therefore be granted consent 'without delay' in accordance with paragraph 14 of the NPPF unless there are other material considerations that would significantly and demonstrably outweigh the benefits of the proposal.
- 5.2. There are no such other material considerations that weigh against the development proposals. The other factors material to the determination of the application are summarised below.

### Design

- 5.3. The Design and Access Statement provides a detailed assessment of the factors that have influenced the scheme evolution, confirming that the proposal would comply with the Council's adopted and emerging design requirements.
- 5.4. The layout has been designed to enable 37 new dwellings to be efficiently accommodated, helping to maximise the number of affordable and market homes that can be delivered.
- 5.5. The amenity of existing residents has been a key consideration throughout the design process and the sections included within the submission demonstrate how the proposal will meet with the required design standards.
- 5.6. The Site lies outside of any Conservation Area and detailed discussions with officers have informed the design and materials proposed, which have also been presented to the Design Review Panel and include traditional and contemporary elements.
- 5.7. The modern construction materials will help ensure that the new homes will be energy efficient and that the recycling of this former quarry site will meet Government and Local sustainability objectives. Overall, the design has been carefully considered and is suitable and appropriate in this location and context. Design is not, therefore, a material consideration that weighs against the proposal.

### Transport and Access

- 5.8. As set out in the accompanying Transport Statement, the increase from 29 to 37 dwellings makes no material difference to traffic generation on the local network. The site is in an inherently sustainable location close to a range of facilities within New Mills.
- 5.9. The point of vehicular access is exactly the same as currently approved and should therefore raise no issue with the highways authority. The internal estate road has been designed to meet the required adoption standard and can readily accommodate service and emergency vehicles.
- 5.10. A new pedestrian access is proposed to the East of the Site, linking with an existing public footpath which will significantly enhance pedestrian permeability in this part of New Mills, which is a further benefit of the scheme to the wider community.

5.11. Overall, the Site can be readily accessed by vehicles and pedestrians and Transport and Access considerations do not weigh against the presumption in favour of granting consent.

### **Landscape and Trees**

5.12. As described in the Design and Access Statement, the Site has largely been cleared of the self-seeded vegetation in preparation for development. There are some mature trees outside the boundaries of the Site which will not be affected by the development.

5.13. The vehicular access will result in the removal of one mature Horse Chestnut tree that is subject of a Preservation Order. An Arboricultural Statement is submitted with the application which records that this tree is of 'low quality' C category and should not impose a significant constraint on development. Furthermore, extant planning consent is already in place for the removal of this tree.

5.14. A landscape scheme has been prepared which sets out the new landscaping proposed including 27 new trees which will enhance the Site considerably.

5.15. Overall, given that consent already exists for the removal of the protected tree, the landscaping proposed is entirely suitable for the development and represents an important benefit of the overall design.

### **Biodiversity**

5.16. Updated surveys have been undertaken to establish the presence of protected species and these have been submitted with the application. The surveys found no evidence of bats or reptiles using the Site and so conclude that biodiversity does not represent a constraint on development.

### **Ground Conditions**

5.17. The Site is a former quarry, a use that dates back over 100 years and may have been subject to an element of tipping in the last 50 years or so since the quarry use ended. As such a Phase II ground investigation has been undertaken including trial pits, to inform development on the Site and the need for any remediation.

5.18. The Ground Investigation is submitted with the application and found some evidence of soil contamination and makes a number of recommendations based on its findings, which are not an overall constraint on development for the proposed use.

### **Drainage**

5.19. The Site is less than 1 Hectare so no Flood Risk Assessment is required. The Ground Investigation has informed the approach to drainage and, as a former quarry, infiltration is not expected to be viable.

5.20. The approach is therefore to connect to the existing surface water drain under Marsh Lane and to build attenuation into the surface water drainage system to restrict flows ensure existing run off rates can be maintained with an allowance of 30% for future climate change. Foul drainage is proposed to be connected to the existing sewer within Marsh Lane.

## 6. Conclusion

- 6.1. Housing development has long been proposed for this site but has never materialised over the last 20 years. The extant consent for 29 dwellings has not come forward because of concerns over viability.
- 6.2. This application by The Guinness Partnership has funding in place for the whole development including 62% affordable units.
- 6.3. Contractors are appointed and the terms of the funding require that development be complete by March 2018. As such, with permission, this development will finally deliver 37 dwellings which are so important to help meet High Peak's identified need for market and affordable homes in New Mills.
- 6.4. This application complies with the up to date Development Plan and National planning policy guidance. As set out above, there are no material considerations (either individually or cumulatively) that would *significantly* and *demonstrably* outweigh the benefits of the proposals which, in accordance with Policy S1a and NPPF paragraph 14, should therefore be granted without delay.
- 6.5. The applicant would therefore be grateful for the speedy and positive determination of this full application.

## **Appendix 1**

### **Affordable Housing Statement**

# Marsh Lane, New Mills

## Planning Application by The Guinness Partnership Limited

### Affordable Housing Statement:

This statement forms part of the supporting information relating to a planning application to build 37 new homes at Marsh Lane, New Mills.

The Guinness Partnership Ltd (TGPL) is proud to be one of the largest affordable housing and care providers in the country, with over 60,000 homes and 120,000 residents, including approximately 500 homes owned or managed in High Peak.

TGPL secured £480,000 of Homes and Communities Agency (HCA) funding in the 2015-18 Affordable Homes Programme to deliver 16 new homes for affordable rent in New Mills. This funding was originally intended for another smaller site in New Mills, however it was switched to Marsh Lane when it became clear the original site could not be developed economically. These 16 new homes will be offered at Affordable Rents to people who are not able to buy their own properties or who can't afford to rent on the open market. An Affordable Rent is currently defined as being 80% of open market rent. Subject to National Affordable Housing Policies, TGPL will own and manage these properties.

TGPL have also secured a further £57,000 from the HCA to deliver 7 homes for Low Cost Home Ownership. Customers will be offered the opportunity to buy part of their home (shared ownership) and pay an affordable rent on the remaining part of the property. Purchasers will be responsible for maintaining and insuring their homes, and have the ability to buy further shares in their home at any time after the first year of the initial purchase. The homes will be offered to those people who are unable to buy on the open market.

These grant funded homes must be built and ready for occupation by 31<sup>st</sup> March 2018 to comply with the HCA's funding requirements.

The HCA funding is not sufficient on its own to provide these 23 affordable homes, so TGPL are proposing to invest £712,000 of Recycled Capital Grant Funding (RCGF) to make up part of the funding shortfall. This RCGF has been generated by our existing shared ownership customers "staircasing" their share in the homes, and has been generated across the HCA Midlands Region.

The proposed 23 affordable homes represent 62% of the overall site, well in excess of HPBC's current affordable housing requirement. There is currently no further HCA funding available to increase the provision of affordable homes on the site.

The balance of the site (14 homes) will be offered for sale on the open market. These homes will help to "cross subsidise" the affordable homes and the income generated from the sales will be reinvested in TGPL's future affordable homes programme. TGPL are proposing to invest over £4.1m from their own resources into Marsh Lane. This represents a major investment for TGPL and will enable us to develop the entire Marsh Lane site with 37 new homes.



Marsh Lane is a technically challenging site due to its former use as a quarry, and together with the high quality design and materials proposed, results in a relatively expensive development. It is not financially viable to provide more homes for rent or shared ownership on the site.

The HCA's funding requirements make it very likely that if Planning Permission is not granted within a reasonable timeframe, this investment will be lost to New Mills and High Peak as it will not be possible to find an alternative site and deliver the homes by March 2018. In these circumstances the HCA allocations will be returned to the HCA and the RCGF and TGPL investment will be reallocated elsewhere within our national programme.

Current Government policy is for future affordable housing to be Low Cost Home Ownership rather than rent, therefore it is likely the 16 new homes for rent will be some of the last to be built until there is a change in government policy.

The proposed affordable homes can be summarised as follows;

**Affordable Rent**

12Nr 2bed houses

4Nr 3bed houses

**Low Cost Home Ownership**

5Nr 2bed houses

2Nr 3bed Houses

TGPL encourages a positive planning decision to enable this development to go ahead.

Chris Little

The Guinness Partnership Limited

28.6.16

## **Appendix 2**

### **Site Plan**



